WOULD DISTANCE EDUCATION BE THE ANSWER FOR A PANDEMIC TIME?

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¿SERÍA LA EDUCACIÓN A DISTANCIA LA RESPUESTA PARA UNA ÉPOCA DE PANDEMIA?

Luciana dos Santos Rosenau
Doctor in Education and Communication (Universidade Federal de Santa Catarina - UFSC). Teacher at Instituto Federal do Paraná – IFPR. Coordinator of the Pedagogy Course of IFPR at Curitiba Campus. luciana.rosenau@ifpr.edu.br.

    0000-0002-1728-1262

Michele Simonian Dyck
Doctorate and Master in Education (Universidade Federal do Paraná - UFPR). Lecturer at the Instituto Federal do Paraná – IFPR, campus Curitiba - College of Pedagogy. GEPPETE Researcher - Research Group School Teacher and Educational Technologies of UFPR. Michele.simonian@ifpr.edu.br.

    0000-0002-4785-0075

Diana Gurgel Pegorini
Doctorate and Master in Education (Pontifícia Universidade Católica do Paraná/PR). Lecturer at the Instituto Federal do Paraná – IFPR. She gives classes in the Technologist in Secretariat course, in the Pedagogy course and in the specialization in management and business. Diana.pegorini@ifpr.edu.br.

    0000-0001-8080-054X

Sandra Terezinha Urbanetz
Doctorate and Master in Education (Universidade Federal do Paraná – UFPR). Professor at the Instituto Federal do Paraná in the Pedagogy Course and Teacher of Post-Graduation in Technical Professional Education at Medium Level and of the Masters Program in Vocational Education - ProfEPT. Sandra.urbanetz@ifpr.edu.br.

    0000-0003-0425-8538

ABSTRACT:
This article aims to reflect on the educational policies, for higher education, enacted in the period of Coronavirus pandemic and the conditions for the provision of Distance Education (DE) in an emergency character of the best quality. The researchers tried to understand in this work, as a research problem, if DE would be the answer for a pandemic time. The methodology is based on Bogdan and Biklen (1994) and Creswell (2010; 2014) which deal with the qualitative paradigm. Gil (2008) contributes to this work with the exploratory approach. As a source of data, this work used the educational legal bases researches already consolidated in distance education, and the daily work of the authors as teachers in federal public institutions, as well as the process they experienced in facing the coronavirus pandemic regarding education practices remote / online / distance created based on legislation that allowed face-to-face classes to be replaced by distance activities.

KEYWORDS: Emergency Distance Education; Educational Policies; Teacher Formation.

Introduction and Methodology

Writing an article during the process of coping with the Coronavirus pandemic about remote / online / distance education practices from legal permissions firstly is a challenge, since we are in middle of the process. Secondly, we need to be cautious in our analyzes and propositions since we are "in the eye of the hurricane" since time, space and mediation in face-to-face education differ from Distance Education (DE).

As qualitative researchers, we know that we will analyze only a part of a whole that is still occurring, namely: the distance education actions allowed by national laws and decrees, as well as the reality of the students with whom we coexist.

With the aim to reflect on the recently enacted policies and the concrete conditions to offer a better quality (emergency) DE in pandemic times, we ask: would DE be the answer for a pandemic era?

The research methodology selected to answer the question is based on the qualitative paradigm of Bogdan and Biklen (1994) and Creswell (2010; 2014). Being the exploratory approach based on Gil (2008).

Qualitative research according to Creswell (2010) is a means of exploring and understanding the meaning given by an individual or group to a social problem. For him, qualitative research involves interpreting the meaning of the data.

Bogdan and Biklen (1994) consider that "in qualitative research the direct source of data is the natural environment, with the researcher being the main instrument." (BOGDAN; BIKLEN, 1994, p. 47). In qualitative research, data tend to be analyzed by researchers in an inductive way and meaning is of vital importance in this research paradigm.

For Gil (2008), the exploratory approach allows to enter the field of research with a certain flexibility. This initially uses bibliographic sources to allow a prior analysis of the research object. Such an approach proved to be adequate for this research, since as we stated earlier, we are in the process of distance education actions in an emergency way. Figueiredo (2020) uses the term Emergency Distance Education since the practices currently being applied can occur in a process of transposing face-to-face education to distance without actually having a planning and practice that respect its characteristics.

Thus, our research environment is in our teaching practice at the present moment. As data source, we use: the current legal bases, researches on Distance Education, the research by Urbanetz and Guimarães (2018), public data from federal public educational institutions, and the data on access in Brazilian households regarding Information and Communication Technologies from the Brazilian Internet Management Committee and IBGE Census.

Contextualization: the legal bases

Despite governmental ordinances that authorize and even encourage remote school work, Federal Institutions have been cautious in developing distance education in an emergency character, so it is worth reflecting on this choice. In this context, we initially seek to reflect on the legal bases of Distance Education which are:

Table 1 DE legal bases.

DOCUMENT	DOCUMENT SUMMARY
Law n. 9,394 of 12/20/1996	It established the guidelines and bases of national education. Distance education is contemplated in Art. 80.
Decree n. 9,057 of 05/25/2017	New regulation of art. 80 of Law 9.394 / 96 presenting the general provisions; the conditions for offering courses in basic education (elementary school, high school, technical vocational high school education, Youth and Adult Education - EJA and special education) and higher education; and the final provisions. For the assessment, regulation and supervision of the offer in higher education, Law n. 10,861 of 04/14/2004 was created.
Decree n. 9,235 of 12/15/2017	It established the functions of regulation, supervision and evaluation in HEIs and in undergraduate and graduate courses in the education system. It presents the conditions of offer for undergraduate and graduate courses, both in-person and at distance.
Law n. 10,861 of 04/14/2004	It created the National Higher Education Evaluation System - SINAES, establishing the processes for the evaluation of HEIs, undergraduate courses and students' academic performance.

Source: Adapted from Law n. 9,394 (1996) and 10,861 (2004) and from Decrees n. 9,057 (2017) and 9,235 (2017).

The regulation of Art. 80 of the Directives and Basis Laws (DBL) occurred at three different times. In the first, Decree n. 2,494 (1998) proposed was very succint and, consequently, did not meet all the specificities of the distance education offer. In the second moment, Decree n. 5,622 (2005) grew considerably in quantity: it went from 13 (thirteen) articles to 37 (thirty-seven) articles, explaining how HEIs (public and private) should proceed for: accreditation of educational institutions, authorization and recognition of programs distance education for Professional Education and Higher Education, authorization of courses, appointing the Ministry of Education (MEC) as the body responsible for distance education.

In the third, the regulation of Art. 80 of the DBL, through Decree n. 9,057 (2017), the Federal Government justified the updating of the legislation, since the previous regulation did not incorporate "[...] the updates in the communication and information technologies, nor the didactic, pedagogical and technological models consolidated at the present moment." (MEC, 2017, p. 1).

The decree in effect is divided into 4 (four) parts: the first the general provisions (chapter I), the offer of distance education courses in basic education (Chapter II), the offer of distance education courses in higher education (Chapter III) and, finally, the final and transitional provisions (chapter IV). According to MEC (2017, p. 1), Decree n. 9,057 "[...] also regulates the offer of distance courses for high school and technical vocational education at high school level."

Regarding Decrees number 5,773 / 2006 and 6,303 / 2007, they were contemplated in Decree N. 9,235 / 2017 and, therefore, were revoked, losing their validity. In summary, the legislation that underlies distance education are: Law N. 9,394 / 96, Law N. 10,861 / 2004, Decree N. 9,057 / 2017 and Decree N. 9,235 / 2017.

In our analysis, this legislation is extensive, complex and highly demanding. Brazilian educational policies are regulatory policies since the Regulatory State is the one that defines the rules, norms and concrete conditions for the education offer.

Despite the extension of Brazilian education legislation, to comply with Ordinance N. 454 (2020) in which the Ministry of Health (MH) declares the state of community transmission of Coronavirus throughout the Brazilian territory, it has been significantly expanded if we consider the federal, state and municipal levels.

The first providence taken by MEC was the publication of Ordinance N. 343 (2020), dated of March 17th and published on the Official Gazette (D.O.U) the following day. With classes suspended at all federal Higher Education Institutions (HEIs), the MEC, according to Art. 1, authorized the substitution of in-person classes for distance classes for a period of thirty days that could be extended in the event of a determination by the MH. The deadline was extended by another thirty days through Ordinance N. 395 (2020), of April 15th, 2020.

The day after the publication of the aforementioned ordinance, on March 19th, 2020, Ordinance n. 343 was already undergoing changes. New wording was given to Art. 1st:

> Exceptionally, the substitution of in-person subjects, in progress, by classes that use information and communication means and technologies, by a higher education institution that is part of the federal

education system, referred to in art. 2nd of Decree n. 9,235, of December 15th, 2017 (ORDINANCE n. 345, 2020, p. 01).

This removed the requirement for HEIs to communicate to the MEC in case of adherence the substitution of in-person classes with distance ones. It gave new wording for the prohibition of DE for professional practices of internships and laboratory. For medical courses, distance classes were limited "[...] to theoretical-cognitive subjects from the first to the fourth year of the course" (ORDINANCE n. 345, 2020, p. 01).

It is important to note that the inclusion of the medical course in the emergency distance education offer was to meet a request from the National Association of University Centers (ANACEU), according to information from the entity itself on its website (ANACEU, 2020, p. 1). This explains why an ordinance is changed the day after its publication in the DOU.

Provisional Measure (MP) n. 934, of April 1st, 2020, the MEC exempted HEIs from the obligation to observe the minimum number of days of effective academic work (200 school days) "[...] provided that minimum annual workload established in said devices, observing the rules to be edited by the respective education systems "(MP n. 934, 2020, p. 1).

The main private HEIs in the State of Paraná have suspended in-person teaching activities, but they are offering distance classes, although with an instructional design, distance education concept, different pedagogical and methodological approaches. All visibly facing challenges with technologies (use and access) by teachers and students. The formation of the entire school community has been perfomed in the process.

In public HEIs, the Federal University of Paraná (UFPR), the Technological University of Paraná (UTFPR) and the Federal Institute of Paraná (IFPR) suspended classroom activities from March 16th, 2020, suspending the academic calendar, in other words, classes are not taking place in-person or at a distance. Initially to return on March 30th, which was later extended until May 2nd. This deadline is expected to be postponed again.

At UFPR (2020), in undergraduate courses offered in the second semester of 2019, students were asked whether the subjects offered in-person had distance learning hours. Only 10.07% of the disciplines offered in-person offered distance learning hours and 89.93% did not offer any distance learning hours.

At IFPR (2020), in a survey conducted internally in a pandemic period, professors were asked whether they used any Virtual Learning Environment (VLE) platform in their subjects. As a result, it was found that 56.59% said yes, that they use VLE to offer their

disciplines. Therefore, it is imagined that since VLE is used to offer content at a distance, there is a distance learning workload at this institution.

At UTFPR, it was not possible to access the results of the institutional performance assessment to the external community. Anyway, with the results presented by the research applied at UFPR (2020) and IFPR (2020) it is possible to glimpse the professors'difficulty with distance education.

According to data from the Higher Education Census (INEP, 2019), in 2018 we had 110 federal public institutions in the country, distributed as follows: 66 were located in the state capitals and 44 in the countryside of the states.

According to the Higher Education Census (INEP, 2019) in 2018, the total number of professors in Brazil is 397,893 and 123,761 teachers are in the Federal Public Institutions, which is equivalent to 31.10% of the total number of professors working in the country. Of this percentage, 91.74% are masters and doctors. The rate of masters and doctors is high, even though there are 3 professors without undergraduation and 3,056 with undergraduation only, equivalent to 2.47%. Therefore, it is possible to state from the numbers presented that the teaching staff of Federal Public Institutions is highly qualified.

Pedagogical practice in Pandemic times: unequal conditions of internet access, use of ICT and DE conception

The first experiences that originated distance education occurred in an analogical way, through the use of didactic materials sent by post. With the evolution of technologies, the mode of communication in this modality has also evolved and currently occurs through digital means, being computers and smartphones, the main instruments used as a means of communication and these depend on internet access.

Therefore, when we adopt distance education in a pandemic time, we have several problems, one of which is access to the internet for all students.

According to data from Cetic.br (2018), until 2018, approximately 46,5 million households had access to the internet in Brazil, placing the country in an intermediate position, meaning that 67% of homes in the country have access to the network. The research by Cetic.br (2018) explains that in developed countries, around 80% of the population has access to the internet and in developing nations, the percentage ranges between 50% and 60%. Although the numbers are not bad, it is important to consider the forms and conditions of access, as this same survey indicated that cell phones are the main internet access technology in Brazil, with 97% of users, followed by computers, with 43%, and smart TVs, with 30%. About the content most sought by users on the internet is

the request for means of transport (32%), the services of movies and series (28%) and the order for meals (12%).

When reading data on internet access, it is relevant to relate them to the context and social conditions of the Brazilian population. IBGE, through the National Household Sample Survey (PNAD, 2016) presents graphs explaining why the access numbers are still low and shows that it is necessary to compare them to the general panorama, as there are high differences in access between the urban population, education levels and age groups.

Given this scenario and following the inclusion guideline, IFPR has offered vacancies within the quota policies since 2010, as follows:

> In 2010, 50% of vacancies were reserved for quotas. In the selection process for entering the 2012 school year, 70% were reserved for these quotas, distributed as follows: 20% for racial inclusion (black or brown candidates), 40% for social inclusion (students whose education had been given exclusively in public schools), 5% for people with disabilities and 5% for indigenous people (IFPR, 2014a), a percentage that was maintained until 2015. That year (IFPR, 2014b), the percentage of inclusion vacancies was 80%, distributed as follows: 60% for students whose previous education has been carried out exclusively in public schools (half of this percentage was intended for candidates with a per capita family income of up to 1.5 minimum wages), 10% for black or brown candidates, 5% for indigenous candidates and 5% for people with disabilities. Such distribution was maintained in the selections for admission in 2016 (IFPR, 2015) and 2017 (IFPR 2016). (URBANETZ and GUIMARÃES, 2018, p. 41 -9).

This institutional option shows us that the students' reality does not meet the possibility of studies in distance education of the best quality, since the conditions of access are precarious and limited.

In the survey performed in 2017, using information on the family income per capita in minimum wages (MW), according to parameters defined by SETEC / MEC, the following distribution is found in IFPR. Approximately 80% of students enrolled in 2016 had a family income per capita of less than 1.5 MW. When family income below 1 MW is considered, it appears that more than 50% of the students are in this income range in the technical courses of the high school level of IFPR. And from our daily observations in the classroom, we realized that in higher education this reality is not very different. Students report access to the internet for study and research purposes more intensively within the institution. They have restricted data packages, which makes it difficult to access virtual learning environment that require greater data capacity.

Therefore, an emergency proposal to offer distance education will need to consider the forms of access. Hence, cell phone applications are the means of communication that is closest to the reality of the majority of the Brazilian population. This leads us to a paradox, since the MEC recommends the use of VLE as an environment for formal education in distance education, since it allows a more complete documentary evidence of the entire educational process developed, from the materials and activities available to registration of all evaluation process.

A VLE consists of a set of communication means organized pedagogically with the intention of mediating the teaching-learning process. According to Almeida (2003, p. 331), "they allow integrating multiple media, languages and resources, presenting information in an organized manner, developing interactions between people and objects of knowledge, developing and socializing productions with a view to achieving certain objectives". Thus, the use of VLE aims to provide different channels of communication with the student, and it is necessary for the HEI to assess its basic requirements.

Schlemmer, Saccol and Garrido (2006, p. 480) emphasize the requirements to consider: 1. The Technical Perspective of the tools available for authorship, individual and collective work, technological support and various services; 2. The Didactic-pedagogical Perspective which analyzes the epistemological questions and the educational paradigms that underlie the creation of a VLE; 3. The Communicational-social Perspective that analyzes the dynamics in the communicational and social interactions that a VLE allows; 4. The Administrative Perspective which considers issues related to the administration of communities within the VLE and the role of different actors, with managers, teachers, students, secretaries, among others.

However, in this emergency moment, there is no time for an institution to investigate the architecture of the available VLEs with quality regarding the structuring, the availability of tools and their interactive potential to enable synchronous and asynchronous communication so that it contains the essential means for mediation among professors, content and students.

In an emergency situation it is recommended to use what is available and with technical support for this. This probably explains why the public and private network in the state of Paraná adopted Google Classroom as a VLE. Although this was initially created with the aim of being a repository task, it is becoming an emergency VLE. It is noteworthy that Google Classroom has an advantage over other systems in terms of "access" because it can occur through a mobile application and has technical support provided by a large company such as Google.

Nowadays, having information, communication and access to data that reflect the psychology of crowds through strategic monitoring driven by computers means having power. Therefore, it should not be by chance that we currently have the educational technologies that we need in the form of mobile phone applications. This observation is not intended to deepen the discussion about the power of large companies in relation to others, but it is a concrete example of the ability to dominate of a private technology in relation to an open source technology such as moodle.

As we are aware that the majority of the Brazilian population has access to the internet through their cell phones and even with a limited data package, we are aware that a HEI will not be able to use a VLE that does not have access through applications in this moment. cell phones. The risk of not being an inclusive educational practice increases if the institution does not adopt an educational technology that allows communication through applications on cell phones and that has continuous technical support to correct possible flaws / bugs.

It is considered that any mode of online education offer adopted to complement in-person education, at this moment will provide a digital exclusion, since internet access does not reach 100% of students. Even with the transmission of classes through the open television channels used by the state and municipal (Curitiba) education networks in Paraná, there are still activities to be developed via the Classroom application. The solution for these education networks was to advise that students without access will be attended in the return of in-person classes, and that they will have more time to hand in the activities that were proposed in the application.

Therefore, having explained the conditions of access to the internet, it is important to reflect on the qualitative aspects of this offer in remote mode. The school and the university are places of formal education to access the elaborated knowledge, in which the teacher is the mediator in the student's teaching and learning process. Although LDB n. 9394/96 does not use the formal word to refer to education that occurs through regular educational institutions, which are schools and universities, the regular character that is implied in the offer of a formal education. In this perspective, it is emphasized that in order to make conditions of the best quality feasible, aiming at learning at deeper conceptual levels, intense previous educational work is necessary for planning and executing mediating actions.

Moore and Kearsley (2013) define Distance Education as a planned action that occurs in a place other than teaching, being a pedagogical practice that requires communication through technologies and a special institutional organization. The

distance education modality has its own specificities, which involve physical separation between teacher and students, dialogic didactic material, virtual learning environments to provide opportunities for various forms of study and the constant use of Information and Communication Technologies (ICT) as an interactive medium, in addition to require all prior planning and educational design of the content to be taught.

So, before going to practical performance, it is necessary to understand that pedagogical practice is supported by cultural ideologies and theories of learning that are based on different epistemological fields. Even without awareness of this, the practice is guided by some ideology that derives from a pedagogical conception. Behar (2009) states that the reflection and prior understanding of these conceptions before the constitution of a pedagogical model for Distance Education is necessary, since the pedagogical mediation is influenced by the learning theories in any teaching modality.

The prior planning of the pedagogical model about what, and how it will be developed during the courses, is fundamental in any educational act, however in distance education it is considered essential because teaching mediation depends on several other mediating resources that in-person contact does not require.

As in information science there is the development of software with multidisciplinary teams for quality assessment and analysis, there are also multidisciplinary teams in distance education institutions to perform instructional design in the construction of teaching materials (Rosenau, 2017). All professionals who have worked with distance education recognize the importance of planning and execution well in advance to articulate the knowledge of these different professionals in the creation and structuring of classes and teaching materials according to the context of each course. It is essential to recognize the importance of this planning in the process of communication and mediation aimed at learning the contents.

The complexity of this planning is greater in DE because it is linked to the use of ICTs, and today, mainly the Digital Technologies of Information and Communication (TDIC). Levy (2010) and Valente (2014) use the acronym TDIC to refer to the process of digital communication in cyberspace.

TDICs are used in distance education courses, since they have become a set of pedagogical resources for the mediation of knowledge at a distance, occurring mainly through VLE.

Such technologies are relevant for pedagogical mediation, but it is considered a mistake when a pedagogical model of DE is called by terms that indicate the use of a type of technology, for example, Videoconference, VLE, Google Classroom, E-book, etc.

The model refers to the teaching methodology that structures the actions for learning. This means that the name of a technological resource should not represent the pedagogical model of distance education.

Behar (2009) analyzed that the pedagogical models for DE are composed of elements of Pedagogical Architecture (PA) and the Strategy for the application of this PA. She explains that the PA is a work of intense prior planning, consisting of organizational aspects, object of study, methodological and technological aspects.

As an example of the complexity of defining and planning a pedagogical model of distance education, the methodological aspect chosen here is the third one mentioned by Behar (2009). According to Becker (1993), the teaching methodology is structured by the teacher based on his or her underlying epistemology. This means that it will reproduce what it brings in essence. For example, for a teacher to stop performing an empiricist pedagogical practice and to work from the perspective of an interactionist pedagogical practice, it will be necessary a broad and in-depth teacher formation on the interactionist pedagogical model. Without the reflection and understanding of the epistemological paradigm regarding the conceptions of the pedagogical model (a priori, empiricist and interactionist-constructivist) that a possible distance education proposal will be based on, it is quite possible that we will see "reproductive" pedagogical practices being disseminated as "active" pedagogical practice. For this reason, the creation of a pedagogical model of DE requires time and study, because in a fast way it can generate confusion when we call "active" a methodology that is simply "reproductive", and the tendency to consider that there is an innovation when using educational technologies activities is even greater.

Concerning the lack of creative opportunities in the use of TDIC, Jenkins (2007) criticizes when stating that educational institutions have been slow to propose activities that mobilize a new participatory culture, since opportunities for media production are more found in programs outside the school and informal learning communities. Jenkins (2007) warns of the need for a policy and pedagogical interventions that can go beyond the discussion of unequal access to the internet, worrying about the participation gap regarding the experiences, skills and knowledge that make it possible to prepare young people for fluent participation in the use of TDIC, moving from being just a passive consumer to being a producer of critical and ethical media.

It is known that TDIC will be, in this pandemic moment, the main means adopted by educational institutions to establish contact with students. With this, we have another opportunity for literacyand even expansion of fluency in the use of TDIC with students,

but aware that only using technological resources does not guarantee learning, continuous and best quality pedagogical mediation will be essential.

In this perspective, Behar (2009) emphasizes how important it is to define the assumptions of a specific pedagogical model for the distance learning modality, especially regarding learning theories which are based on different epistemological fields.

Based on the study performed by Behar (2009), we state that formal education in distance education is different from what may occur in emergency pandemic situations, where it is very likely that institutions will tend to replicate the pedagogical model used in in-person teaching through TDIC; also because they do not have enough time for prior planning.

It is essential to emphasize that when an educational institution offers an online course, a dialogical language is needed in all materials, systems and messages that will be made available for students. Therefore, what we are currently seeing is not formal DE. These additional activities offered on-line are just a complement to in-person education, a "remote education", a "blended learning" that uses TDIC to facilitate contact with students.

It is inferred that a rushed "adaptation" of in-person education to distance learning cannot be called formal distance education, but a hybridization necessary to adapt in-person education remotely, but without the same time of previous planning that occurs in formal DE courses, hybrid courses or even in open online courses. For this reason, we also cannot simply call it blended learning at the risk of committing a reduction in the concept. Valente (2014, p. 84) explains that blended learning is "like a formal education program that mixes moments when the student studies the contents and instructions using online resources, and others when the teaching takes place in a classroom, being able to interact with other students and the teacher". In this model there is an emphasis on the formal aspect in order to differentiate the learning situations that happen informally. Thus, if blended learning requires the in-person moment that requires teacher supervision, valuing interpersonal interactions and complementing online activities, neither is the definition of the pedagogical model of what we have in pandemic times when the in-person meetings do not occur.

Therefore, DE may not be the answer of education for the Pandemic time, because to accept such definition would be to devalue DE with all the previous work that it requires and state that "amateur practices" of online education that adopt the use of technologies of education digital communication is able to offer the best quality education. It is

understood that these practices will be very useful, yes, but as a complement and support to in-person education, which at this moment needed this pause in in-person meetings.

In this perspective, a hybrid education used as support for in-person education in pandemic times may be an alternative. Santaella (2013) states that "online education" complements formal education, and that one does not exclude the other, as these are not competitors, but they are complementary. It can be seen that the current moment is favorable for us to face one of the challenges of online education, which is the deconstruction of the idea of in-person education versus cistance education, emerging new modalities of dialogue between these modalities.

It is considered that hybrid education may be a way to enable transformations in teaching methodologies, aiming at offering a better quality education that considers this "new student" and this "new teacher" who will be influenced by this "new communicational context ", with cyberspace being one of the places for that.

Perspectives of pedagogical performance in pandemic times

From the problematization of whether Distance Education would be the answer for a pandemic time, it is summarized that it is not possible to call Distance Education emergency practices for a pandemic time. It is justified that none of the denominations of previous online education practices can name the current educational situation, as it is something unforeseen, there is still no teaching methodology that was previously planned for this. So, the current moment is neither DE, nor blended learning, because it fails to meet the theoretical and practical concepts behind these methodologies on an emergency basis. Therefore, it is suggested that when we give a name to refer to this "new" pedagogical practice that it be made from the current context, such as "emergency distance education" (Figueiredo, 2020), "remote education", among other names , but not in the same sense and meaning as regular teaching practices prior to this situation.

With the analysis of the current conjuncture of public education networks and data obtained as a result of research on the process of Communication in VLE for Distance Education in Rosenau (2017), some perspectives of pedagogical performance in pandemic times are presented:

Considering the conditions and forms of access to the internet: a) being aware of prioritizing the form of access through mobile applications, preferably with institutional links to standardize and prevent each teacher from choosing a different application. b) being aware that there are several users (teachers and students) who are not fluent in the use of TDIC; this learning will need to rely on colleagues / volunteers who are fluent in

the use of TDIC and willing to patiently assist in training those involved. c) enabling open means of communication, in which students can freely write their questions. This will require continuous mediation by the teacher. d) understanding that it will be essential for the institution to plan a pedagogical recovery program of the best quality for students who were unable to participate in the teaching proposals developed in quarantine periods when the in-person classes return, as they may have increased inequalities in the levels of learning.

Planning an emergency pedagogical model: in an emergency moment, there is a tendency for the educational institution to repeat its pedagogical model used in classroom teaching through TDIC. a) it is recommended, even with little time available, that there is an awareness about the change of space and time and that the way of learning in cyberspace is different, changing, for example, the amount of time that a human being is able to stay focused. b) it is emphasized that the teacher develops the ability to synthesize by making materials and activities available to focus on what is essential. This care can be institutionally planned by the pedagogical coordinators, defining a curricular balance as to the depth and amount of content to be worked on during the quarantine period. c) It is suggested to adapt the teaching methodology to an interactionist perspective to enable dialogical communication, stimulating student participation, cooperation and autonomy and not just a collective monologue, as one of the gaps is the lack of proposals for creative participation instead reproductive only.

It is concluded that in all areas we are all in an adaptation period, and in education we are performing the first pedagogical practices as an initial palliative; we still need time to adjust to this new reality that is configurating itself. Kenski (2015) reminds us that the human being transforms the world, seeks comfort, creates products and technologies. Right now, we are in a process of organizing the work and the teams that perform it, looking for a new way to adapt and transform our educational world in the most effective, comfortable and best quality possible. Remembering that "the transformation of the world also changes the human being and alters his/her relationship with the world" (KENSKI, 2015, p. 283).

In addition to all this, we need to think about the professional who performs all the articulation of this process, the teacher. The social and educational function of teachers permeates a series of characteristics. Among them, we highlight the teaching life cycle described by Huberman (1995) and the technological knowledge listed by Mishra; Koehler (2006), since the life cycle is directly related to teaching practice and experience.

Huberman's (1995) teaching life cycle helps us to understand that each teacher has a life cycle. The cycle impacts on the proposals for emergency distance education, since a teacher being experienced in classroom teaching, when working in distance education, returns to be a beginner. We do not become teachers of and in distance education "overnight" even more if it is occurring in emergency terms.

With this framework, we highlight the necessary care for teachers considering their previous experiences. As the data revealed, there was no continuing formation necessary to work on a large-scale distance education, even an emergency one. This continuing formation is necessary since planning and didactic transposition to distance education require technological teaching knowledge that is not built "overnight" but in a process of Teacher Professional Development (MARCELO, 1999, p.).

This technological knowledge according to Misrha; Koehler (2006) is categorized hierarchically into four types: technological knowledge, technological content knowledge, pedagogical technological knowledge and pedagogical knowledge of technological content. The following are the descriptions of each of these necessary knowledge described by Misrha; Koehler (2006) from the translation by Dÿck (2018).

Technological knowledge, the knowledge related to understanding when a technology can help or not to reach or advance a goal and continue to adapt to continuous technological changes. More than a "digital literacy", it is being able to develop different activities in and with different technologies in a process that is open and continuous. Technological content knowledge, knowledge related to understanding how technology influences content and vice versa. Knowing how to select specific technologies for certain contents that can be modified by technology or technology by content. Pedagogical technological knowledge, how teaching and learning can change with certain technologies if used in certain ways based on appropriate strategies. Pedagogical knowledge of technological content, which emerges from the intersection among the previous three, requires a profound ability to teach using technologies and is different from the three types of knowledge used separately.

Thus, we end our reflection with new questions: did the teachers have time to develop this knowledge before the emergency actions in distance education? Can we demand knowledge from teachers who have not previously been developed through continuing formation?

And yet, how are our students without internet access? Aren't we once again excluding them?

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RESUMO:
Este artigo tem por objetivo refletir sobre as políticas educacionais, para o ensino superior, decretadas em período de pandemia de Coronavírus e as condições para a oferta da Educação a Distância (EaD) em caráter emergencial da melhor qualidade. As pesquisadoras buscam refletir neste trabalho se seria a EaD a resposta para uma época de pandemia. A metodologia está baseada em Bogdan e Biklen (1994) e Creswell (2010; 2014) sendo o paradigma qualitativo. Gil (2008) contribui com a abordagem exploratória. Como fonte de dados têm-se as bases legais educacionais, pesquisas já consolidadas em EaD e o cotidiano do trabalho das autoras como docentes em instituições públicas federais, bem como, o processo por elas vivenciado no enfrentamento da pandemia do coronavírus no que se refere às práticas de educação remota/online/ a distância, criadas a partir da legislação que permitiu que atividades a distância pudessem ser substituídas pelas aulas presenciais.

PALAVRAS-CHAVE: Educação a Distância Emergencial; Políticas Educacionais; Formação Docente.

RESUMEN:
El objetivo de este artículo es el de reflexionar acerca de las políticas educacionales, para la enseñanza superior, decretadas en período de pandemia de coronavirus y las condiciones concretas para la oferta de la Educación a Distancia (EaD), en carácter de emergencia, de la mejor calidad. Las investigadoras buscan reflexionar, en este trabajo, ¿si sería la EaD la respuesta para una época de pandemia? La metodología está basada en Bogdan y Biklen (1994) y Creswell (2010; 2014) que tratan del paradigma cualitativo. Gil (2008) contribuye con el abordaje exploratorio. Como fuente de datos fueran utilizadas las bases legales educacionales, investigaciones ya consolidadas en EaD y el cotidiano del trabajo de las autoras, como docentes en instituciones públicas federales, así como el proceso por ellas vivenciado en el enfrentamiento de la pandemia del coronavirus, en lo que se refiere a las prácticas de educación remota/online/a distancia, creadas a partir de la legislación que permitió que las clases presenciales pudiesen ser sustituidas por actividades a distancia.

PALABRAS-CLAVES: Educación a distancia en carácter de emergencia; Políticas Educacionales; Formación Docente.