Teaching in the pandemic: decisions of the Federal Institute of Roraima for the Technical Course in Nursing

Ensino na pandemia: decisões do Instituto Federal de Roraima para o Curso Técnico em Enfermagem

Enseñanza en la pandemia: decisiones del Instituto Federal de Roraima para el Curso Técnico en Enfermería

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RESUMO

Objetivo: analisar as tomadas de decisão do Instituto Federal de Roraima, durante o primeiro semestre de 2020, frente à pandemia da COVID-19 e possíveis impactos no ensino do conteúdo pertinente ao Curso Técnico em Enfermagem. **Método:** pesquisa qualitativa, executada com auxílio do software MAXQDA, que analisou documentos normativos expedidos pela instituição de ensino e que lançou mão da análise de Bardin para categorização das chaves de significado. **Resultado:** As portarias trazem fortes componentes administrativos pautados na lei que rege o serviço público federal, bem como faz-se presente o aspecto humanista. **Conclusão:** as ações emergenciais foram pensadas e desenvolvidas para oferecer a continuidade de um ensino forte, consistente e seguro, em meio à pandemia da COVID-19.

Descritores: Saúde Pública; Infecção por coronavírus; Enfermagem; Educação.

ABSTRACT

Objective: to analyze the decision-making of the Federal Institute of Roraima, during the first semester of 2020, in face of the pandemic of COVID-19 and possible impacts on the teaching of the content pertinent to the Technical Course in Nursing. **Method**: qualitative research, performed with the aid of the MAXQDA software, which analyzed normative documents issued by the educational institution and which used Bardin's analysis to categorize the keys of meaning. **Results**: The ordinances have strong administrative components based on the law that governs the federal public service, as well as the humanist aspect. **Conclusion**: the emergency actions were thought and developed to offer the continuity of a strong, consistent and safe teaching, in the midst of the COVID-19 pandemic.

Descriptors: Public Health; Coronavirus infectious; Nursing; Education.

RESUMEN

Objetivo: analizar la toma de decisiones del Instituto Federal de Roraima, durante el primer semestre de 2020, ante la pandemia de COVID-19 y los posibles impactos en la enseñanza del contenido pertinente al Curso Técnico en Enfermería. **Método:** investigación cualitativa, realizada con la ayuda del software MAXQDA, que analizó documentos normativos emitidos por la institución educativa y que utilizó el análisis de Bardin para clasificar las claves del significado. **Resultado:** las ordenanzas tienen fuertes componentes administrativos basados en la ley que rige el servicio público federal, así como en el aspecto humanista. **Conclusión:** las acciones de emergencia fueron pensadas y desarrolladas para ofrecer la continuidad de una enseñanza fuerte, consistente y segura, en medio de la pandemia de COVID-19.

Descriptores: Salud Pública; Infección por coronavirus; Enfermería; Educación.

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Introduction

With the advent of the new coronavirus pandemic, since December 2019, the world is undergoing changes that act directly in the processes of formation of societies.¹ The impacts of these changes are perceived in the areas of politics, economics, education, health, among others. However, the area of education, in all countries strongly affected by COVID-19, experiences a different experience.

The reality observed in several colleges and universities shows the dilemma experienced by these institutions, as they see the need to make decisions that involve the continuity of the teaching-learning process, while seeking to keep their teachers, staff and students protected from a disease that proves to be serious, expands quickly and is far from having its pathophysiological mechanisms well understood. Therefore, countless institutions have opted to cancel all classroom activities and have established the use of digital technologies and remote education as the main tools and strategies to continue the work.²

It must be agreed that certain professional areas are potentially problematic to work with remote education or in distance learning, this difference will be detailed in detail below. Among these areas, this research postulates that the health professions deserve to be highlighted before the pandemic scenario and that Nursing is even more prominent, considering its epistemology and praxis..

The practice of Nursing, at its various levels (fundamental, medium and higher), converges to health care and all the knowledge that underlies this practice comes from evidence that arises from the direct interaction between professional, patient and community, at the same time. that affiliate with other scientific knowledge in the health field.³ Therefore, being a profession founded since its genesis on human contact, it becomes simple to understand that teaching Nursing, both theory and practice, in an essentially virtual teaching model is an obstacle whose overcoming is still a challenge.⁴

Given this scenario, it is questioned how educational institutions have experienced this moment and what strategies are developing and executing in order to resolve the negative impacts caused by the pandemic of COVID-19 in the teaching-learning process of students in the health area.

The Federal Institute of Science and Technology Education of Roraima (IFRR) is a federal Higher Education Institution (IES) that also covers Technical Education in the modalities integrated with High School and subsequent. In the format of subsequent Technical Education, the IFRR Technical Course in Nursing, with 22 years of existence, is one of the pioneering courses in the health area in the state of Roraima, prior to the undergraduate courses in Medicine and Nursing at the Federal University of Roraima (UFRR) and which has in its scope the perspective of including students in conditions of social vulnerability. Such perspective refers to the worldview that guides the pedagogical policies of the Federal Institutes of Education.⁵

Considering that the IFRR has not previously experienced a situation similar to that of the COVID-19 pandemic, the objective of this research was to analyze IFRR's decision-making during the first semester of the 2020 school year, in view of the new coronavirus pandemic and possible impacts teaching content relevant to the Technical Nursing Course.

Method

This is a qualitative research with exploratory, analytical and descriptive design that was based on the documentary analysis of the internal regulations issued by the Committee for the Crisis to Confront the Coronavirus (CCEC) and the IFRR Rectory Office since the beginning of the pandemic.

All publications were included as of March 17, 2020, the date on which Ordinance MEC 343 was issued, which authorized the substitution of face-to-face subjects by remote distance learning.⁶ Documents that dealt only with appointments of civil servants to positions on committees and publications after the 10th of July, the date on which the activities of the first semester of the 2020 academic year ended, were excluded.

Considering the inclusion and exclusion criteria listed above, the following official documents from the Federal Institute of Roraima were analyzed: Ordinance 1/2020; Ordinance 2/2020; Ordinance 4/2020; Ordinance 5/2020; Ordinance 7/2020; Ordinance 8/2020; Ordinance 9/2020; Ordinance 10/2020; Ordinance 11/2020; Ordinance 15/2020, Ordinance 19/2020 and Ordinance 22/2020 of CCEC / REITORIA / IFRR. Normative ordinances 1 and 2/2020 issued by the IFRR Rectorate Office were also assessed.

Data analysis was performed with the support of MAXQDA software for qualitative data analysis and mixed research methods. The program assists in the analysis of unstructured data such as content analysis, in addition to interviews, speeches, focus groups, media files and data from social networks. The categorization of information in the program followed the theoretical framework of Bardin's Content Analysis which, by extracting excerpts from the studied documents, seeks to categorize the phenomena essence in keys of meaning. 8

Results

With support from the MAXQDA⁷ software, Table 1 was constructed, which presents excerpts from the documents studied, issued by IFRR between March 18, 2020 and July 10, 2020, as well as their respective meaning keys or analysis codes of the ordinances and normative. The keys or codes of meaning that emerged from Bardin's Analysis8 were: "Stop to plan"; "Prevent and protect"; "Humanization in the pandemic"; "Responsibilities and duties" and "New teaching format".

	Excerpts from documents and their meaning keys/codes. Roraima, 2020.					
Key/Code	Document name	Excerpts				
	Ordinance 1/2020 - CCEC/ Rectory / IFRR	Art. 1.° Establish the measures of the Preventive Stage in the IFRR Services, during the period from 3/18/2020 to 4/4/2020: I. SUSPENDED classes and activities in person and at a distance. II. Attendance to the SUSPENDED public. Art. 1.° Establish the measures of the Preventive Stage in the IFRR Services, during the period from 3/18/2020 to 4/4/2020: I. SUSPENDED classes and activities in person and at a distance. II. Attendance to the SUSPENDED public. Art. 2. They must perform their activities remotely while the state of public health emergency of international importance resulting from the coronavirus persists (COVID-19): I. public servants and employees: a) aged 60 or over; b) immunodeficient or with chronic or severe pre-existing diseases; and c) responsible for the care of one or more people with suspected or confirmed diagnosis of infection with COVID-19, as long as there is cohabitation; and II. servants and public servants who are pregnant or lactating.				
	Ordinance 22/2020 - CCEC / Rectory / IFRR	Art. 1.º Maintain on-site teaching, research activities (with the exception of the activities of CNPq-PIBIC and PIBITI scientific initiation notices) and extension, during the period from 1 to 31 July 2020, referring to on-site courses (FIC, technical, graduate and Lato Sensu specialization in Tourism).				
Prevent and Protect	Ordinance 1/2020 - CCEC / Rectory / IFRR	§4.° Public servants and employees who have children school age or under and who need the assistance of a pare are allowed to perform their duties remotely, as long as a locule that suspends school or daycare activities is in force, preasons of force majeure related to the coronavirus (COVII). Paragraph 5. If both parents are public servants employees, the caput hypothesis will apply to only one them. Art. 1.° Establish the measures of the Preventive Stage in the IFRR Services, during the period from 3/18/2020 to 4/4/2020:				

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		19, as long as there is cohabitation; and II. servants and public servants who are pregnant or			
		lactating.			
Humanization in the pandemic	Normative Ordinance 2/2020 - GAB/ Rectory/ IFRR	II - The search for avoiding setbacks in the educational and learning process for students submitted to a long period without regular educational activities, in view of the indefinition of isolation time; III - Possible structural and social damages for low-income students and families, such as family stress and increased domestic violence for families, in general; IV - The possibility of dropping out and increasing school dropout, resulting from the long period without regular educational activities.			
	Ordinance 1/2020 - CCEC/ Rectory/ IFRR	§ 2.° The exceptionalities of restricted access to the internet or the difficulties in accessing applications by the students should be dealt with with other strategies, such as printing materials, portfolios, handouts, etc., or even through other forms of interaction and accompaniment identified, under the responsibility of the Course Coordination, ensuring the registration.			
	Ordinance 2/2020 - CCEC/ Rectory/ IFRR	"§4.° Public servants and employees who have children of school age or under and who need the assistance of a parent are allowed to perform their duties remotely, as long as a local rule that suspends school or daycare activities is in force, for reasons of force majeure related to the coronavirus (COVID-19), and must present the self declaration provided in Annex III, to be forwarded to the institutional email of the immediate superior "			
	Ordinance 4/2020 - CCEC/ Rectory/ IFRR	§ 2.° The attendance of a server to the unit will only occur upon justification presented by the immediate superior and prior authorization from the maximum authority of the unit.			
	Ordinance 8/2020 - CCEC/ Rectory/ IFRR	b) with immunodeficiencies or with chronic or severe pre- existing diseases, listed in an act of the Ministry of Health; d) that show flu-like signs and symptoms, while this condition lasts.			
The new teaching format	Normative Ordinance 1/2020 - GAB / Rectory/ IFRR	Art. 1.° To establish, in an exceptional character and in an alternative way to solemn and face-to-face sessions, the realization of a degree award through the fulfillment of a virtual flow, through an electronic process in the Unified Public Administration System-SUAP, considering the recommendations to avoid crowding people.			
	Ordinance 7/2020 - CCEC/ Rectory/ IFRR	Art. 1.° Establish the activities, described below, to be performed by the teachers in the period in which the suspension of the Academic Calendar is in force, in accordance with Ordinance 1/2020-CCEC / REITORIA / IFRR, of March 17, 2020, of the Crisis Committee to Confront the Coronavirus of the Federal Institute of Education, Science and Technology of Roraima, and other guidelines: § 1. For the execution of remote work, it is proposed that a specific schedule be established, allowing greater convenience and organization in carrying out the activities, preferably at the time that the institution performs.			
	Ordinance 15/2020 - CCEC/ Rectory/ IFRR	Art. 2.° Determine the maintenance of the calendar for distance learning and ProfEPT Masters courses with remote activities.			

		Art. 1.° Authorize the realization of non-classroom teaching		
	Ordinance 19/2020 - CCEC/ Rectory/ IFRR	activities on the Boa Vista, Boa Vista Zona Oeste, Advanced Bonfim and Novo Paraíso campuses, as of June 1, 2020, and these should start in the first fortnight, with the campuses being obliged, under Normative Ordinance 2/2020-GAB / REITORIA / IFRR, dated 5/18/2020, to inform the academic community of the start date and how the offer will be carried out, indicating classes, components and schedule		
	Normative Ordinance 2/2020 - GAB / Rectory / IFRR	Art. 8.° Non-face-to-face activities correspond to academic activities developed and monitored by teachers (mediated or not by digital information and communication technologies), to be carried out by students, in view of the impossibility of face-to-face classes, seeking to mitigate the losses in the development of the students' curriculum. classroom courses. Art. 15. Non-classroom activities can be developed: I - through the Virtual Teaching and Learning Environment - AVA-Moodle; II - by making material available in the systems used in IFRR, SUAP or Q-Academic; III - through a voice and video communication application, which allows recording; IV - through virtual rooms, created in free applications and easily accessible to students; V - through the elaboration and availability of printed material to students who do not have access to the internet, or whose access is sporadic; VI - through web conferencing, through a free application and easy access to students; VII - through activities on social networks, allowing students access to the content to be worked on; VIII - through video lessons.		
Responsibilities and Duties	Normative Ordinance 2/2020 - GAB / Rectory / IFRR	I - Basic quality standards in education offered by IFRR, contributing to the fight against the growth of educational inequality; II - Offering and meeting the skills and learning objectives that the IFRR seeks to achieve; IV - Mobilization of IFRR servers to organize remote pedagogical activities.		
	Ordinance 9/2020 - CCEC / Rectory / IFRR	In case of need to enter the IFRR units, [], the server must observe all the health rules necessary to combat the spread of the coronavirus, especially with the use of masks for care, when applicable, hand hygiene and maintain an adequate distance of at least two meters.		
	Ordinance 11/2020 - CCEC/ Rectory / IFRR	Art. 1. To establish rules regarding the performance of remote work under the scope of IFRR, in an exceptional and transient manner, while the state of emergency of public health resulting from COVID-19 continues.		
	Ordinance 1/2020 - CCEC/ Rectory / IFRR	The provision of false information will subject the public servant or employee to criminal and administrative sanctions provided for by law. The Rectory and the campuses will maintain a relay duty regime to meet the essential demands for the operation of the unit.		
	Ordinance 2/2020 - CCEC/ Rectory / IFRR	I. The IFRR will follow the official positions of the Ministry of Education's Emergency Committee (COE / MEC) regarding the measures to be implemented with the outsourced service contracts.		

	Ordinance 4/2020 - CCEC/ Rectory / IFRR	§ 1. The model of Weekly Activity Report, attached to this Ordinance, must be signed by the server and submitted to the approval of its immediate superior. § 2. The attendance of a server to the unit will only occur upon justification presented by the immediate superior and prior authorization from the maximum authority of the unit.
	Ordinance 5/2020 - CCEC / Rectory / IFRR	§ 1.° The Weekly Remote Activities Report template, available in the electronic documents module at SUAP, must be signed by the server and submitted to the approval of its immediate manager, until the Monday following the end of the week, to be sent to the email institutional leadership.
	Ordinance 7/2020 - CCEC / Rectory / IFRR	§ 2.° Teachers should keep in touch with students / class, informing them that, even with the academic calendar suspended, they are available to help in the organization of the continuity of studies in this pandemic moment. § 3.° Teachers must keep in daily contact with the institution, accessing institutional e-mail and other Electronic Systems. § 4.° Teachers may be called to meetings, according to the provisions of Ordinance 1/2020-CCEC / Rectory / IFRR, of 3/17/2020, in Ordinance 4/2020-CCEC / Rectory / IFRR, of 3/23/2020, and in Ordinance 5/2020-CCEC / Rectory / IFRR, of 3/24/2020.
	Ordinance 8/2020 - CCEC / Rectory / IFRR	§6.° The frequency may be paid by the server who, due to the nature of the activities performed, cannot perform its assignments remotely: I - in the cases of art. 2, provided above; II - when the sector is closed, by decision of the maximum authority of the unit, as a result of the adoption of a remote work regime that covers all the activities developed by the employees. Single paragraph. It is up to the immediate head of the civil servant or public employee to assess the incompatibility between the nature of the activities performed by him and the remote work regime.

All documents were analyzed and categorized in the respective keys / codes listed above. However, displaying in a table format all extracts extracted would be counterproductive for the preparation of the research article. Therefore, table 1 shows examples considered more relevant for understanding the content of ordinances and regulations.

The support of the analysis software proved to be, once again relevant, as it provided the opportunity to evaluate possible complementary relationships between keys / codes. Figure 1 shows a table representation of the connections between the codes / keys, considering the excerpts that were categorized at the same time in more than one of them. The relevance or weight of the connections are represented by the numbers 0 (no connection), 1 (weak connection), 2 (medium connection) and 3 (strong connection).

Figure 1 - Connections between the Content Analysis codes / keys of the IFRR documents. Roraima, 2020.

Code List	The new teaching format	Responsibilities and duties	Prevent and protect	Humanization in the midst of the pandemic	Stop to plan
The new teaching format	0	0	0	0	0
Responsibilities and duties	1	0	0	3	0
Prevent and protect	0	0	0	1	3
Humanization in the midst of the pandemic	1	3	1	0	0
Stop to plan	1	0	3	0	0

The data show that the highest weights attributed to the connections occurred between the codes "Stop to plan" and "Prevent and protect", as well as "Humanization in the middle of the pandemic" and "Responsibilities and duties".

Considering that lexical analyzes are powerful tools to aid content analysis⁹, with the support of the program, a word cloud was created from the documents included in this research. The cloud, represented by figure 2, brings the image of the words that were more reproduced in ordinances and normative acts.

Figure 2 - Word cloud produced from IFRR ordinances and normative acts. Roraima, 2020.



Caption: Atividades-Activities; Coronavírus- Coronavirus; Reitoria- rectory; Portaria-concierge; Educação- education; Saúde- Health; Presenciais- In person.

Discussion

The analysis of the documents issued by the IFRR shows that the first decisions of the Institute were focused on two groups of main objectives expressed in the keys/codes: "Stop to plan" and the second "Prevent and protect". Faced with a scenario of uncertainty in which, even international health organizations are powerless in view of the complexity of the virus's manifestations in different countries and the socio-political issues surrounding the phenomenon¹⁰⁻¹¹, the IFRR's official position demonstrates prudence, maintaining in line with the objective reality that presents itself in the pandemic of the new coronavirus.

The strong associative value shown in Figure 1 (p = 3) between the keys / codes "Stop to plan" and "Prevent and protect" expresses the ethical and human component present in the history of the Federal Institutes of Education (IFE). ¹² In the history of professional education in Brazil, it is clear that until the 19th century there were no proposals for professional education and propaedeutic education aimed at elites prevailed. ¹³ In the genesis of the IFE, therefore, there are values associated with the protection of human life, especially of life that shows itself without defenses in the face of social inequities.

The Federal Institutes of Education had their recent origin in the Federal Technical Schools. These schools were founded to serve the so-called "destitute of luck", which according to the politicians of that time, represented, in reality, what today is understood by vulnerable population groups, that is: the least favored populations and who have always been on the margins society that for reasons of race / ethnicity, gender or social class.¹⁴

With regard to the planning and execution of strategies aimed at tackling the COVID-19 pandemic, the analysis shows that institutional actions are based on principles of legality, impersonality, publicity and efficiency, according to what Law 8112/90 postulates, which provides for the legal regime of the civil servants of the Union, municipalities and federal public foundations.¹⁵ Table 1 shows that almost all documents analyzed in this research (n* = 9), had at their core, elements that dealt with the "Responsibilities and duties" common to the federal public service.

Despite the value attributed to administrative issues, it should be noted that, considering the data in Figure 1, the association between "Responsibilities and duties" and "Humanization in the middle of the pandemic" is important. This association corroborates the mission, vision and institutional values defended by the IFRR which postulates promoting the integral human formation of its student body acting as an agent of social transformation, based on actions of inclusion, democratic management, respect for human diversity and dignity.¹⁶

In view of the aspects related to the protection of human life evidenced in the documents that express the decision-making within the scope of the IFRR, the presence of a course in the area of health, focusing on human care, within the list of courses offered by the institution shows as another well-established connection. The IFRR Nursing Technician course paralyzed his face-to-face activities, according to the ordinances issued, since March 18, including his practical activities.

For a course in the health area, teaching certain content through non-

classroom activities is a challenge to be overcome. The key / code of meaning "New teaching format", covers the main changes applied by the IFRR in order to seek to circumvent effectively, with a view to its reality and that of its student body, the impossibility of having face-to-face classes.

CCEC Ordinances 7 and 19/2020, as well as Normative Ordinance 2 of the IFRR Rectory, bring in their scope a list of non-classroom activities and remote teaching strategies considered relevant for the use of students and teachers of the Technical course in Nursing, during the period in which the recommendations of social isolation and distance remain. In these ordinances, teaching strategies through the Virtual Teaching and Learning Environment (AVA-Moodle) stand out; availability of material in the systems used in the IFRR; voice and video communication applications, allowing recording; virtual rooms, created in free applications and easily accessible to students; elaboration and availability of printed material to students who do not have access to the internet, or whose access is sporadic and video lessons.

Although all the above strategies are carried out in a virtual and distance way, the teaching of Nursing in the IFRR course cannot, and should not be considered, a distance or distance learning course. Currently, the teaching-learning process of Nursing is carried out in the IFRR in the Remote Emergency Teaching modality. At that moment, it is necessary to differentiate between distance education and remote education.

Distance learning in Brazil and its offer of courses is regulated by Decree 9,057 of 25 May 2017, which states that distance education is the educational modality in which didactic-pedagogical mediation in teaching and learning processes occurs with the use of information and communication means and technologies, qualified personnel, compatible access, monitoring and evaluation policies and that develop educational activities by students and education professionals who are in different places and times.¹⁷ Thus, it appears that there is a specific regulation for the practice of EAD, as well as the need for structural, human resources and specific objectives for this.

In the case of Remote Education, this is a temporary shift from teaching to an alternative format in the face of a crisis. It involves the use of totally remote teaching solutions to work on content that would be taught in person and that will return to this format as soon as the crisis or emergency is resolved. The main objective in this case is not to create a robust educational environment, but to provide temporary access to instructions and instructional support quickly and reliably. When Remote Education is understood in this way, it is possible to separate it from Distance Learning.² Nursing teaching in Brazil and, consequently, in IFRR is carried out predominantly in the face-to-face format.

Since 2019, there has been a conflict of views between the Ministry of Education (MEC) and the Federal Council of Nursing (COFEN) with regard to distance education for Nursing courses, whether technical or undergraduate. The Ministry of Education, through Ordinance No. 2,117, of December 6, 2019, authorized educational institutions to extend the distance learning workload to the limit of 40% in the pedagogical and curricular organization in all face-to-face undergraduate courses, among them Nursing, with the exception of Medicine. ¹⁸ COFEN filed a lawsuit requesting the cancellation of this ordinance because it understands that training in the area of health and nursing must be in person. EAD, according to COFEN, tends to privilege the market to the detriment of the citizen, puts the health

care of the population at risk and is an action contrary to the guidelines of the Unified Health System (SUS).¹⁹

Despite the relevant advances observed daily in the field of health knowledge, thinking about nursing practice, in a distance format, is still not a "tangible" possibility. Considering that the keyword "Activities" appears as the most present in the IFRR ordinances and normative acts, being at the center of the "word cloud" (Figure 2), one comes to the understanding that the discussions and decision-making turned around defining the format of these activities. Continuing the lexical analysis of the cloud, terms such as "health", "public", "emergency", "education" and "face-to-face" emerge corroborating the understanding that the dilemmas experienced and the solutions found in the Remote Emergency Teaching modality for the IFRR Nursing Technician course are represented in the Institute's decision making and are transversal to its pedagogical policy.

Conclusion

The study concludes that IFRR's emergency actions were thought and developed in order to offer all students the continuity of strong, consistent and safe teaching, in the midst of the COVID-19 pandemic, a scenario in which face-to-face activities are suspended. Despite the reach of these decisions to the entire IFRR student body, the Technical Nursing Course, hosted at the Boa Vista Campus since 1998, has its needs covered by the institutional actions implemented by the Institute's Dean and the Campus General Directorate. There is also a strong humanist component in the drafting of regulations issued by the HEI. This fact demonstrates that the agency still maintains a strong connection to its historical roots, despite the fact that federal public education currently has been the target of constant movements that envision its dismantling and mischaracterization.

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