

**Article****Teacher's work in the context of full-time education policies****Samanta Antunes Kasper<sup>1</sup>, Renata Portela Rinaldi<sup>2</sup>**

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**Abstract**

Understanding how teacher work is addressed in the policies of full-time education in the national and municipal levels was the main aim of this article, more specifically in the National Education Plan, the More Education Program, the New More Education Program and the Municipal Education Plan of a municipality in the State of São Paulo. The methodology was conducted by documentary research and content analysis of the normative and documents that instituted and guided the implementation of this proposal. The results show that teacher work appears in a minor way in the full-time education proposal. The National Education Plan considered it only when it addressed the progressive expansion of the teachers' working hours into a single school. On the other hand, despite some limiting aspects, the Municipal Education Plan takes into account the expansion of effective school work as a way of optimizing the time that students spend in school as well as the progressive expansion of teachers' working hours in a single school. When we analyzed the proposal of integral education in the More Education Program and the New More Education Program, both mentioned teacher's education, however, none of them detailed how it would be done. We concluded that teacher work is addressed superficially, without details of how the proposals related to it will be put into practice, even those that go beyond classroom management when full-time education is involved.

**Keywords:** Teacher's Work, Education Policy, Integral Education, Full-Time School.

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## 1. Introduction

In recent times, we have experienced and observed countless discussions in the educational field reflecting on the quality of the provided education. Indicated as one of the main challenges, even today, is to make the right to education—other than being guaranteed and implemented through measures of universalization of access and permanence—an enriching learning experience from the human, political and social point of view and that it embodies, in fact, a project of emancipation and social insertion (OLIVEIRA; ARAÚJO, 2005) from, above all, the perspective of school as an institutional space of production and dissemination, in a systematic way, of the knowledge historically produced by humanity (DOURADO; OLIVEIRA, 2009).

More recently, in the midst of these discussions, we saw the emergence, still in the 2000s, of the proposal of integral/full-time education as an alternative for such goals to be achieved. The implementation of full-time schools in the country has increased significantly, but there is not always adequate planning to ensure a qualitative expansion in the education system. In this sense, Rinaldi (2017, p. 1) points out that:

To think about the educational planning of an educational system, as well as its implementation within schools, is fundamentally a work of choice, of political decision, to which goals, strategies, and resources are subordinated. Choosing the path to take implies recognizing the possibilities and the limits of these choices.

Rinaldi and Silva (2017, p. 121) emphasize that

[...] the debate on contemporary educational policies, programs, and projects on Integral Education and full-time education has been fostered, and efforts have been made to articulate the dynamics and formative processes experienced in school with those experienced in other non-school spaces.

However, the authors warn that:

The challenges that are imposed in the reflection of a comprehensive education in contemporary times are intense and heightened in the face of demands [...] regarding the knowledge that is brought to school—scientific, aesthetic, ethical, corporal—and how this knowledge can be worked in an extended time that effectively builds more emancipatory practices, both for knowledges understood as hard, as for those related to a more participatory citizenship (RINALDI; SILVA, 2017, p. 121-122).

In this scenario, it is necessary to take a careful look at teachers who work in full-time schools, since they are the subject that plays a central role in this transformation/action that has been taking place in the Brazilian educational system, considering the expansion of school times, curricula, and teacher's work. In this sense, it is necessary to take into consideration aspects related to the work of this professional, one of them being their mental, emotional, and physical health, since it can reflect on the quality of teaching and of the work developed

on a daily basis. Moreover, it is worth noting the importance of teachers in full-time schools also having a comprehensive education, as Talaveras (2015, p. 11.702) indicates:

Full-time school teachers also need a comprehensive education, which starts in their initial training and remains in constant improvement during their continuing education. This training cannot be standardized for all schools, without considering their specificities.

That said, it becomes imperative to state our understanding of teacher's work, which, according to Oliveira (2010, n.p.):

It is a category that encompasses both the people who work in the educational process in schools and other educational institutions, in their various characterizations of positions, functions, tasks, specialties, and responsibilities, determining their experiences and identities, and the performed work activities. It comprises, therefore, the activities and relationships present in educational institutions, going beyond the classroom management. Therefore, teachers, educators, monitors, interns, directors, coordinators, supervisors, counselors, assistants, and others can be considered teaching subjects.

Thus, this paper aims to understand how the teacher's work is addressed in full-time education policies at the national and municipal levels, particularly in the regulations and documents that have instituted and guided the implementation of this proposal, namely: Plano Nacional de Educação (Law No. 13.005/2014), Mais Educação Program (Interministerial Ordinance No. 17/2007, Decree No. 7.083/2010), New Mais Educação Program (Ordinance No. 1.144/2016 and the booklet of pedagogical guidelines of the PNME) and Plano Municipal de Educação (Law No. 8.962/2015, Decree No. 21.142/2010).

The selection of the documents aimed at delimiting the investigated field, considering that the issues presented here are part of a larger study (RINALDI, 2016), of a qualitative and documental nature (SÁ-SILVA; ALMEIDA; GUINDANI, 2009; FLICK, 2009; GUBA; LINCOLN, 1981), methodologically anchored in the principles of content analysis (BARDIN, 2011) of seven documents related to the abovementioned set.

Based on the *corpus* and the goal of the study, we initially selected the documents and then defined the analysis units, which were based on the previously defined descriptors: teacher's work, full-time education, and full-time school. The process of analyzing and interpreting the results was based on a comprehensive and exhaustive reading of the documents, seeking to grasp what lies beyond what is explicit in the writing, "[...] reading between the lines seems like a superfluous recommendation; however, one must ask what it hides and why it hides: to make the source bleed" (EVANGELISTA, 2012, p. 61). In this sense, what is silenced in a document should also be considered, so when we performed the analysis we tried to investigate what was described and what was not. Also, we pay attention to the terms we use in the documents in a comprehensive and hermeneutic perspective, since words are not used by chance; they have a function and carry implications. Therefore, to conduct a

satisfactory document analysis, researchers must pay attention to the assumption of the language being used.

Next, we briefly reflect on full-time education and then proceed to present the main findings. Finally, considerations about the approach to teacher's work in the analyzed regulations and some perceived gaps are presented.

## 2. Full-time education as an educational policy

The concept of public policy can be considered ambiguous, as Rua (2013, p. 3) highlights, because it is “[...] imprecise, admits many definitions and some controversies. These divergences reveal inconclusive theoretical discussions, with important authors defending mostly irreconcilable points.” The author conceives public policy as “[...] the set of formal and informal procedures that express power relations and are intended for the peaceful resolution of conflicts over public goods” (RUA, 2013, p. 5). Also, according to the author, public policy often implies more than one decision and demands several strategically selected actions to implement the decisions taken.

However, despite the numerous definitions, the concept presented by Santos (2012, p. 5) will be adopted here, who defines public policies as: “[...] actions generated in the sphere of the State and that aim to reach society as a whole, or parts of it.” The author also affirms that every public policy has an intention and, in order to understand it, it is necessary to consider the identity of its formulators and the political, social, economic, and historical context in which they were elaborated. Public policy is thus understood as the State in action, where it sets and resets courses and chooses certain actions and issues over others. There are different types of public policies, however, in capitalist societies, whose welfare state values have prevailed in whole or in part, social policies have been developed, aiming at correcting the effects of capitalism. Social policy is characterized by Abranches (1998, p. 14) in the following way:

The social policy practiced in most industrialized countries seeks mainly to compensate for the discomfort, the social costs, and the perverse effects derived from actions indispensable to accumulation, from other government policies, and from the process itself that, by inducing change, can place certain groups in a situation of dependence.

Höfling (2001) inserts social policy within a particular type of state, seen as a form of state interference aimed at maintaining the social relations of a particular social conception. According to the author, social policies:

[...] refer to the actions that determine the standard of social protection implemented by the State, aimed, in principle, at redistributing social benefits in order to reduce structural inequalities produced by socioeconomic development (HÖFLING, 2001, p. 31).

In this context, since educational policy is a type of social policy, it corresponds to:

[...] all and any policy developed in order to intervene in the formative (and informative) processes developed in society (whether in the collective or in the individual instance) and, through this intervention, legitimizes, builds or disqualifies (often in an indirect way) a certain political project, aiming to achieve a certain society (SANTOS, 2012, p. 3).

In this way, educational policy is directed toward the proposition of measures that aim at the formation of the individual as a citizen. Saviani (2007, p. 1) adds that educational policy “[...] concerns, therefore, the measure that the State, in this case, the Brazilian government, takes regarding the directions that should be given to education in the country.” In addition, Oliveira (2010, n.p.) clarifies that:

educational policies can be defined as programs of governmental action, informed by values and ideas that are addressed to school audiences and implemented by the administration and educational professionals [...] educational policy is always state and institutional in nature, carrying an intention. This then requires understanding it always within the framework of the state and subject to governmental decisions.

Talking about integral/full-time education necessarily implies its contextualization and understanding as an educational policy aimed at basic education. Parente (2016, p. 265) emphasizes that:

[...] the formulation and implementation of a full-time education policy within the educational systems materialize the interest of the State in acting in this area. State action and, therefore, public policies are permeated with determinants at the same time that they can also determine and/or condition other actions of the State itself.

According to Silva (2017, p. 3) “In the history of Brazilian education, the theme of full-time education is recurrently present, although it is used from different and sometimes antagonistic ideological matrices.” More recently, the progressive expansion of full time in schools and the right to full-time education have been on the agenda of national, state, and municipal educational public policies. This is understood as one of the phases of public policy and is conceptualized by John Kingdon as follows:

[...] is the list of topics or problems that are the subject of serious attention at any given time, both on regarding government authorities and people outside the government but closely associated with the authorities. [...] Among the possible topics and problems to which the rulers could devote attention, they focus on some and not on others (KINGDON, 2006, p. 222).

The conception of integral education as a public policy for national education starts to be characterized, from a legal point of view, from the provisions of the 1988 Federal Constitution (CF/1988). From then on, other legislations started not only reaffirming the concept of integral education, but also

outlining goals and strategies to make it happen, with the expansion of the school day being one of the means found to make this purpose viable. The increase in school hours has been the subject of growing debate since the publication of the Law of Lines of Direction and Bases of the Education (LDBEN) No. 9394/96, which highlights the progressive expansion of the school day. Later, the definition of full-time is found in Law 10.172/2001, which establishes the National Education Plan (PNE) for the 2001-2010 period. In it, the expansion of the school day is seen as an alternative for minimizing social disparities and expanding learning opportunities.

In 2006, with the approval of the Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals (FUNDEB) and its regulation in 2007, through Decree 6253/2007, the goal is to allocate resources for all stages of Public Basic Education and includes, for the first time, resources for full-time enrollments. Menezes (2012) highlights that FUNDEB was constituted as “[...] a watershed in terms of guaranteeing the right to full-time education” (MENEZES, 2012, p.141), since it advanced in relation to previous laws. Also, in 2007, the Education Development Plan (PDE) was approved, which establishes actions for the different levels, modalities, and stages of national education, aiming at the construction of a “[...] systemic vision of education” (BRASIL, 2007a, p. 9). Among the actions planned in the PDE was the Mais Educação Program (PME), aimed at qualifying teaching and promoting integral education for children, teenagers, and young people in Brazilian public schools (BRASIL, 2010). The proposal intended the effort to build an intersectoral action between educational and social public policies, contributing to the reduction of educational inequalities and to the appreciation of Brazilian cultural diversity (BRASIL, 2009, p. 07).

Due to the wide debate that took place and the several experiences that were developed in the Brazilian territory, the need for a public policy for the expansion of the school day in the perspective of integral education was increasingly pointed out. In this sense, the theme was highlighted in the current PNE, corresponding to the decade of 2014-2024 (Law 13.005/14), which established a specific goal for full-time education in all basic education, without distinguishing percentages of fulfillment by stages or prioritizing one segment over another, thus presenting advances in relation to the previous PNE. However, after the political changes that occurred in the country, in 2016 the PME was interrupted, being resumed at the end of the same year in a new way, receiving the name of New Mais Educação Program (PNME).

According to the authors (2018, p. 528), this “new” program was

Instituted by Ordinance No. 1.144 of 2016... and aims to “[...] improve Portuguese language and mathematics teaching in elementary school, by extending the school day for children and teenagers (...)” (BRASIL, 2016). The execution of this program is done through institutional articulation and cooperation with the state, district, and municipal education departments, through technical and financial support from the Ministry of Education (MEC). In this sense, the addition of time at school is restricted to complementing studies, mainly in Portuguese Language and Mathematics.

The authors verified that the new program (PNME) was not conceived with the intention of maintaining or improving the proposal of full-time education as the previous one had foreseen, even though the results of its implementation have indicated limitations and numerous challenges. Additionally, when analyzing the PNME proposal, we noticed its restriction to elementary school with emphasis on a proposal focused on the curricular components of Portuguese Language and Mathematics as a means to minimize school failure. This measure is in line with the state's intention to meet the dictates of a global agenda in accordance with the propositions of multilateral organizations (World Bank, UNESCO, OECD).

It is worth reminding the statements of Saviani (2007) and Oliveira (2010) about educational policy and, in light of this, realize the setback that the change represented when, between the lines of the analyzed documents, we perceive the privatist business logic that was and is being imposed on Basic Education. Bigger than the setback of this change was the discontinuation of the PNME in 2019 after the transition of government.

In view of this scenario, in the subsequent section we present the results obtained from the analysis of the documents, since it is urgent that we understand how the teacher's work appears in these regulations in order to think of strategies and measures to deal with the devaluation and professional precariousness of teaching.

### **3. The teacher's work in full-time education: what do the regulations and documents of educational policy reveal?**

The research findings were organized and are presented under three subheadings, as follows: i) teacher's work in the National Education Plan (2014-2024); ii) teaching work in the Mais Educação Program and the New Mais Educação Program; iii) teaching work in the Municipal Education Plan.

#### **3.1 Teaching work in the National Education Plan (2014-2024)**

In the wake of the numerous educational reforms we have seen in several countries, largely influenced by international organizations, the National Education Plan can be characterized as an important educational policy in Brazil today. This normative document has the “[...] purpose of bringing together information necessary for the organization of public policies in the area of education within a country with a view to an intervention that transcends short-term actions” (GIL, 2010, n.p.). It contains guidelines, goals, and strategies that will enable, once implemented, a better organization of education, as Azevedo (2014, p. 266) points out:

We can affirm that the plan is an expression of planning, a tool used by societies aiming to reach the goals established for their organization and development, which in public policies guide governmental action.

The PNE corresponding to the decade of 2014-2024, according to Law 13.005/14, sanctioned on June 25, 2014, established twenty (20) goals and among them, considering the objective of this study, goal 6 (six) stands out, which

deals specifically with full-time education. This goal aims to: “[...] offer full-time education in at least fifty percent of public schools in order to serve at least twenty-five percent of students in basic education” (BRASIL, 2014a, p. 59). There are nine strategies proposed for the goal to be achieved in the period. We find that teacher's work is addressed in the first strategy (6.1), which anticipates:

[...] promoting, with the support of the Union, the offer of full-time public basic education, through pedagogical and multidisciplinary monitoring activities, including cultural and sports-related, so that the permanence time of the students in school, or under their responsibility, becomes equal to or greater than 7 (seven) hours a day throughout the school year, **with the progressive expansion of the journey of teachers in a single school.** (BRASIL, 2014a, p. 60, our emphasis).

The “[...] progressive expansion of the teaching day in a single school” represents a significant gain for the teaching career and appreciation of the teaching profession. However, despite the recognition that the issue of time is not only important for the students, but also for the teachers, this strategy is no longer a priority as it is seconded in the text when the term “progressive” is used. This fragility becomes even more evident when an analysis of the situation is made and we realize that this aspect of implementation is linked to other conditioning factors, such as financing.

Initially, what seems to have meant a breakthrough when we think of a long-term planning that transcends punctual actions that may reverberate in the teaching work of those professionals who work in full-time education in public schools in the country, when we analyze the policy of induction to full-time education, the weaknesses and challenges to reach this goal become evident, as we will address in the sequence when analyzing the PME and PNME programs.

It is worth noting that professional development and teacher training are specifically discussed in Goals 15, 16, 17, and 18, respectively. However, with regard to the initial and continuing education of teachers to work in full-time schools, nothing was mentioned.

### **3. 2 Teacher's work in the Mais Educação Program and the New Mais Educação Program**

The normative and guiding documents that propose the implantation and implementation of the PME and PNME programs were analyzed. The Mais Educação Program was established by the Interministerial Ordinance No. 17/2007 and regulated, in 2010, by the Decree 7.083/10. It was considered an educational policy to induce a full-time education in Brazilian schools. More specifically, the proposal aimed to:

[...] contribute to the integral formation of children, teenagers and young people through the articulation of actions, projects and programs of the federal government and their contributions to the proposals, visions and curricular practices of the public education networks and schools, changing the school environment and



expanding the offer of knowledge, methods, processes, and educational content (BRASIL, 2007b, p. 2).

The strategy, understood as a policy of induction, provided the expansion of time, spaces, and educational opportunities based on the assumption of comprehensive training, which is expressed by the connection of learning in the classroom, the experiences in workshops in various areas, the community knowledge that enters the school through different partnerships, as by the provision of food between shifts (VALENTINI; ZUCCHETTI, 2017). To help implement and conduct the program's activities, the federal government produced several guidebooks with theoretical guidelines and practical orientations for each macro-field<sup>3</sup>. Parente (2016) highlights the importance of the program in the process of formulation and implementation of full-time education policies in the country, considering that it was able to outline “[...] models and experiences in the area, by virtue of its characteristics and design” (PARENTE, 2016, p. 568).

Article 2 of Decree No. 7.083/2010 refers to the principles of integral education in the scope of the PME. Here we highlight the principle expressed in item VII that addresses the teaching work: “the articulation between education systems, universities and schools to ensure the production of knowledge, theoretical and methodological support and the **initial and continuing training of professionals in the field of integral education**” (BRASIL, 2010, art. 2, item VII - our emphasis). In this principle, the valorization of training for the professionals who work in the field of integral education is perceived; however, there are no details on how this training will take place. The construction of a full-time school imposes the need to think about the training and the work of teachers in full-time schools. Silva and Rosa (2016, p. 128) highlight that:

Full-time school education implies the need for more training and more teachers, both to work with the formal curriculum (which is being expanded) and to work with the new knowledge and activities that are being integrated into the school curriculum.

In addition, it is worth resuming the ideas of Oliveira (2010, n.p.) when he states that:

The teaching work is not only about the classroom or the formal teaching process, because it includes attention and care, as well as other activities inherent to education. In a generic way, it is possible to define teaching work as every act of accomplishment in the educational process.

From this perspective, Article 3, which deals with the objectives of the Program, indirectly addresses the teaching work by making the following mention: “to favor the coexistence between teachers, students and their communities” (BRASIL, 2010, art. 3, item III). It is worth noting that the poor relationship between the teacher and the student and the neglect of the students'

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<sup>3</sup> The “macrofield” is understood as the set of didactic and pedagogical activities inserted within an area of knowledge perceived as a large field of educational action.

families (the family being part of the community) are factors that contribute to teacher malaise (KASPER; RINALDI, 2017).

The Interministerial Ordinance No. 17/2007 that established Mais Educação makes the following mention about the teaching work in Article 7, which deals with the obligations of the Federal Ministries and Secretariats that are part of the Mais Educação Program in the federal sphere: “Train managers and professionals who will work in the Program” (BRASIL, 2007b, art. 7, item III). In turn, article 8 states: “**collaborate with the qualification and training of teachers**, technicians, managers and other professionals, in partnership with the Ministries and Federal Departments that are members of the Program” (BRASIL, 2007b, art. 8, item IV, our emphasis). It can be seen that teacher training is considered, but once again there is no clarity on how it will be carried out. In the latter, perhaps there was no detail, because article 8 refers to the obligations of the States, the Federal District, and the Municipalities that adhere to the PME, and perhaps the intention was to leave it up to them to choose how they will offer the training to teachers.

In the year 2016, Brazil had a major political crisis that generated a coup d'état and culminated with the impeachment of the elected president, Dilma Rousseff, approved by the federal senate on August 31 of that year. The national executive was taken over on an interim basis by the then vice-president Michel Temer, and during that time the destabilization and uncertainty of the continuity of public policies and programs, including the PME, deepened. So much that, in 2016, the PME was interrupted, being resumed at the end of the same year with a new look, receiving the nomenclature of New Mais Educação Program.

Instituted by Ordinance No. 1.144 of 2016, the PNME belongs to the Secretariat of Basic Education (SEB) and aims to “[...] improve Portuguese language and mathematics teaching in elementary school, by extending the school day for children and teenagers (...)” (BRASIL, 2016, art. 1). In this sense, the curricular components of Mathematics and Portuguese are placed in a hierarchical position in relation to the other learning that make up the entirety of the subjects. This factor shows the retrocession of the proposal and evidences that the real formative aspects and ideals of full-time education are being disregarded in detriment of the desires for “improvement in the quality of basic education” understood and measured by the performance results coming from the external evaluation exams. The Program also predicts the complementation of the workload of five or fifteen hours a week in the shift or counter-shift in Brazilian public schools. Due to the many changes that the initial proposal underwent, we can affirm that we are facing a step backwards in the field of educational policy, reductionism, decharacterization, and discontinuity of proposals grounded in political contexts that minimize or even disregard social policies.

Ordinance No. 1.144/2016 makes similar mention to Interministerial Ordinance No. 17/2007 that established the PME by assigning the following competence to the Ministry of Education: “**collaborate with the qualification and training of teachers**, technicians, managers and other professionals, in partnership with the MEC” (BRASIL, 2016, art. 5, item III, our emphasis). The use of the term “training” is emphasized in these documents. On this subject, Marin (1995) explains two ways of conceiving the term actions. The first concerns continuing education, in which the concept of training relates to actions to obtain higher levels of professionalism. On the other hand, the term also refers to the

sense of convincing and persuasion. The author warns that education professionals should not be convinced or persuaded of ideas, but should exercise a critical stance on them, otherwise indoctrination will be taking place. The author states that the adoption of the latter conception triggered:

[...] countless "training" actions aimed at the "sale" of educational packages or closed proposals uncritically accepted in the name of innovation and supposed improvement. However, what we have seen are disastrous consequences during and after the use of such materials or processes, because there are all kinds of deviations and internal disorganization in the school that eliminate certain forms of work without having corresponding adequate alternatives to fill such functions (MARIN, 1995, p. 17).

The PNME's pedagogical guidelines booklet also brings a specific item that deals with the training of the program's subjects, a task assigned to the local articulator<sup>4</sup> of New Mais Educação, who must assume the task of continuously training the learning mediators<sup>5</sup> and facilitators<sup>6</sup>.

It is desirable that the articulator draws the learning mediators' and facilitators' attention to the Program's objectives and goals, planning the activities together with them, and promoting permanent evaluation of these activities. Volunteers need to know what is expected of them in running the Program (BRAZIL, 2017, n.p.).

The document also points out the need for formal meetings between the Math and Portuguese Language teachers who work in the regular shift with the learning mediators who are in charge of the pedagogical follow-up that takes place in the after-school shift; these professionals are volunteers according to the proposal. It also highlights the importance of meetings between other school teachers and the facilitators who work in sports, leisure, art, and culture activities. The PNME proposal includes in the work team several professionals, not necessarily teachers, and makes their development precarious in that it places the teaching work, to be developed by the professionals, on a voluntary basis. From this perspective, several challenges are identified with the implementation

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<sup>4</sup> The articulator is appointed by the school and must be a teacher, pedagogical coordinator, or an equivalent position with a minimum workload of 20 hours, and must still be in active service, preferably in the school. The articulator is responsible for coordinating, executing and monitoring the Program in the school (BRASIL, 2017).

<sup>5</sup> Learning mediators are professionals who provide pedagogical support in Portuguese Language and Mathematics. They must work together with the articulator so that the activities, methodologies, and contents are related to the work developed by the teachers and students during the regular shift. They must also work in coordination with Math and Portuguese Language teachers. The activities performed by learning mediators are considered voluntary in nature (BRASIL, 2017).

<sup>6</sup> Facilitators are responsible for complementary activities in the field of culture and arts, sports and leisure. They must plan and execute the chosen activities considering the needs and abilities of the students and the program's objectives, especially regarding the improvement of learning in Portuguese and Mathematics. If the school opts for five hours of activities, the facilitator will not work at the School Unit, since it will only have five hours of Pedagogical Follow-up: two and a half hours for Portuguese and two and a half hours for Math. The activities developed by the facilitators are also of a voluntary nature (BRASIL, 2017).

of this proposal, for example, when "not always teachers with previous training, who take over the didactic-pedagogical activities in the schools with extended day". (RINALDI; RINALDI, 2020, p. 11).

In view of the analysis, it can be seen that the PME contemplated a larger number of considerations about teachers' work in relation to the PNME. It is also noticeable that in both programs the teaching work appears directly linked to teacher training, but in neither case are there details on how the training will take place.

### 3. 3 Teacher's work in the Municipal Education Plan

Article 8 of the PNE states that it is mandatory for the States, Federal District, and Municipalities to prepare education plans or adapt them within a period of 1 (one) year as of the publication of the law:

The States, the Federal District and the Municipalities shall prepare their corresponding education plans, or adapt the plans already approved by law, in line with the guidelines, goals and strategies set forth in this PNE, within one (1) year from the publication of this law. [...] (BRASIL, 2014b, art. 8).

In Presidente Prudente, a city located in the western region of the State of São Paulo, 580 km away from the capital city, the Municipal Education Plan, when adapting to the PNE, aims in Goal 6 to: "Maintain full-time education in at least 67.5% (sixty-seven and a half percent) of municipal public schools in order to serve at least 26% (twenty-six percent) of students in Basic Education" (PRESIDENTE PRUDENTE, 2015, n.p.).

The municipality of Presidente Prudente, autonomous to decide about the directions of education, adhered to the proposal of integral education with the Cidadescola Program through Decree No. 21.142/2010, which aims to promote integral education for children in the Municipal Education Network and has as objectives:

[...] develop the integral formation of children in the municipal school system of Presidente Prudente and contribute to the accomplishment of curricular proposals and practices, expanding the offer of knowledge, social and educational activities that help in the formation process of the children, through the articulation of intersectorial actions of all the secretariats and agencies of the city. (PRESIDENTE PRUDENTE, 2010, art. 1).

With regard to the teaching work, Decree No. 21.142/2010 indicates in its article 7 that the municipality of Presidente Prudente will be responsible for **"collaborating with the qualification and training of teachers**, technicians, managers and other professionals in partnership with the Ministries of the Federal Government and State Secretariats that integrate the Program" (PRESIDENTE PRUDENTE, 2015, art. 7, item V, emphasis added). Attention is again drawn to the use of the term "training".

Furthermore, the aforementioned decree assigns to the managing<sup>7</sup> committee in Article 9 the function of "establishing actions aimed at partnerships with Training Institutions for the **qualification of professionals in the Program**" (PRESIDENTE PRUDENTE, 2010, art. 9, item III, our emphasis). Also according to the decree, the staff assigned to the Program "will be recruited preferably from among professionals qualified for the demand of activities, municipal public agents and from training institutions" (PRESIDENTE PRUDENTE, 2010, art. 9º, §1º). Attention is drawn to the use of the adverb "preferably", which demonstrates imprecision in the effectuation of this point and the secundarization of it. However, despite the limitations, the Cidadescola Program, unlike the PNE 2014-2024, considers teacher training, in addition to encouraging the positive practice of the university-school relationship.

The Municipal Education Plan of Presidente Prudente, in turn, makes the same mention as the PNE 2014-2024 by indicating that the journey of teachers in a single school will be progressively expanded (BRASIL, 2014a; PRESIDENTE PRUDENTE, 2015). However, there is an advance in the Presidente Prudente municipal plan in strategy 6.9, which promises to:

[...] ensure, in the first year of this Municipal Education Plan (PME), the creation of a municipal committee to establish discussions about the directions of comprehensive education in the municipality of Presidente Prudente, **with the participation of the teaching staff**, municipal councils, representatives of public authorities, the Office of the Promotor for Children, School Boards and technicians involved in the implementation of this proposal, which should be evaluated and redesigned annually (PRESIDENTE PRUDENTE, 2015, n.p., our emphasis).

One can notice in this strategy the valorization of the teachers, in the sense that they will be part of the committee that will discuss the directions of integral education in the municipality. The fact that teachers are consulted and listened to represents a positive aspect in educational policy, it remains to be seen whether their opinion has been considered during the annual replanning.

#### 4. Conclusion

This article aimed to analyze how the teaching work is addressed in the context of the production of text in the policy of integral education from the National Education Plan, Municipal Education Plan of a municipality in the state of São Paulo, Mais Educação Program and New Mais Educação Program. Although these documents and legislations represent an advance with regard to integral education in the country, they present in a timid way the teaching work in the integral education policy.

The PNE for the decade 2014-2024, for example, despite having a specific goal for full-time education and goals for professional development and teacher training (goals 15, 16, 17, and 18), dealt with the teaching work with regard to full-time schools only when it considered the progressive expansion of

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<sup>7</sup> The Cidadescola Program is managed by a Steering Committee whose function is to coordinate the implementation of the Program. It consists of three committees, namely: I - intersectoral commission; II - planning commission; III - execution commission.

the teaching day in a single school (strategy 6.1), without mentioning teacher training specifically for full-time schools. In turn, the Municipal Education Plan of Presidente Prudente, despite some limiting aspects, pays attention to teacher training, as well as promotes the positive practice of the university-school relationship.

As far as the teaching work in the PME is concerned, it highlights the initial and continuing training of professionals in the field of integral education as a principle, and points out as one of its goals the need for coexistence among teachers, students, and their communities. Both aspects have a significant level of relevance to the teaching work. Similarly to the PME, the PNME also mentions teacher qualification and training, besides presenting in its booklet for pedagogical guidelines a specific item on the training of the program's subjects, assigning this function to the articulator. In view of the analysis of both programs, the PME presents a greater number of considerations about the work of teachers in relation to the PNME, and although both address teacher training, in neither case are there details about how the training will be done.

The analysis allowed us to conclude that the teacher's work appears in a subtle way in the context of the production of the texts of the analyzed policies for full-time education, and that it is approached in a superficial way, without details on how the proposals that address it will be put into practice, that is, there was no vehemence when mentioning the teacher who works in full-time schools. Still, some questions must be asked: Why, in strategy 6.1 of the PNE 2014-2024, will the exclusive dedication of teachers who work in full-time schools be made "progressive"? Why isn't the exclusive dedication not happening from the initial implementation phase, since such a measure would help in the construction of the professional identity of these teachers? Similar questions can be asked about the Municipal Education Plan of Presidente Prudente. It is also worth asking why the training of teachers who work in full-time schools is mentioned only slightly, without further details on how it will be carried out.

Therefore, it is reinforced that a full-time school needs to invest in decent working conditions for teachers and in the training of these professionals, so that a full-time education can, in fact, be achieved.

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### Acknowledgements

We gratefully acknowledge FAPESP and CAPES for funding the Master's research that led to this article. Grant 2017/11415-8, São Paulo Research Foundation (FAPESP). The opinions, hypotheses and conclusions or recommendations expressed in this material are those of the author(s) and do not necessarily reflect FAPESP opinion. This study was financed in part by the Coordenação de Aperfeiçoamento de Pessoal de Nível Superior - Brasil (CAPES) - Finance Code 001.

### Authors' contribution

Author 1: substantial contribution to textual elaboration, design and analysis, interpretation of data, and discussion of results.

Author 2: active participation in the construction of the theoretical framework, correction and final revision of the manuscript.

English translation of the original in Portuguese KASPER, S. A.; RINALDI, R. P. O trabalho docente no contexto das políticas de educação em tempo integral by Frank Holbach Duarte, e-mail: frankholbach@gmail.com

Submitted on: June 14th, 2019 | Approved on: August 9th, 2021