

ANALYSIS OF THE SIXTH GOAL OF THE NATIONAL EDUCATION PLAN IN THE LIGHT OF MONITORING AND EVALUATION INDICATORS

ANÁLISE DA SEXTA META DO PLANO NACIONAL DA EDUCAÇÃO À LUZ DE INDICADORES DE MONITORAMENTO E AVALIAÇÃO

ANÁLISIS DEL SEXTO OBJETIVO DEL PLAN NACIONAL DE EDUCACIÓN A LA LUZ DE LOS INDICADORES DE SEGUIMIENTO Y EVALUACIÓN

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ABSTRACT: The article presents an analysis of the sixth goal of the National Education Plan - PNE (2014-2024) regarding integral education with an emphasis on the Mais Educação Federal Program. For the analysis of the proposal, bibliographical and documentary surveys were made of the context of the educational demand involved, of the guidelines/proposal of the goal and its strategies for educational policy, available on the institutional page of the PNE, linked to the Ministry of Education. To analyze the effectiveness of the goal to date, reports from the Anísio Teixeira National Institute of Educational Studies and Research were consulted, referring to the School Census of Basic Education and compared with the monitoring indicators of the PNE Observatory. The results of the goal 6 indicators show that, in order to meet the goal in 2024, it is necessary to be aware of the fluctuations and setbacks in public policies regarding integral education, in order to promote quality education to basic education students.

KEYWORDS: Evaluation. Educational policy. National education plan. Integral education. Indicators.

RESUMO: *O artigo apresenta uma análise da sexta meta do Plano Nacional de Educação – PNE (2014-2024) referente à educação integral com ênfase no Programa Federal Mais Educação. Para a análise da proposta foram feitos levantamentos bibliográficos e documentais do contexto da demanda educacional envolvida, das diretrizes/proposta da meta e suas estratégias para a política educacional, disponibilizadas na página institucional do PNE, vinculada ao Ministério da Educação. Para a análise da eficácia da meta até o presente momento, foram consultados relatórios do Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira, referentes ao Censo Escolar da Educação Básica e cotejados com os indicadores de monitoramento do Observatório do PNE. Os resultados dos indicadores*

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da meta 6 revelam que para o cumprimento da meta em 2024 é preciso ficar atento às oscilações e retrocessos nas políticas públicas referentes à educação integral, de forma a promover uma educação de qualidade aos estudantes da educação básica.

PALAVRAS-CHAVE: Avaliação. Política educacional. Plano nacional de educação. Educação integral. Indicadores.

RESUMEN: El artículo presenta un análisis del sexto objetivo del Plan Nacional de Educación - PNE (2014-2024) con respecto a la educación integral en el Programa Federal Más Educación. Para el análisis de la propuesta, se realizaron estudios bibliográficos y documentales del contexto de la demanda educativa involucrada, de las pautas o propuesta de la meta y sus estrategias de política educativa disponibles en la página institucional del PNE, vinculadas al Ministerio de Educación. Para analizar la efectividad de la meta hasta el momento, se consultaron informes del Censo Escolar de Educación Básica que han sido publicados por el Instituto Nacional de Estudios. Sobre ellos se ha realizado una comparación con los indicadores de monitoreo del Observatorio PNE. Los resultados de los indicadores de la meta 6 revelan que, para alcanzar la meta en 2024, es necesario estar al tanto de las fluctuaciones y retrocesos en las políticas públicas con respecto a la educación integral hacia promover una educación de calidad para los estudiantes de educación básica.

PALABRAS CLAVE: Evaluación. Política educativa. Plan nacional de educación. Educación integral. Indicadores.

Introduction

Research in the field of education in Brazil, especially in the area of educational policies, has used qualitative and quantitative data, with studies focused on different themes (GATTI, 2001), but oriented towards analyzing the educational reality and proposing alternatives for action. The purpose of these studies has been characterized by the attempt to understand the complexity of the issues and the contemporary challenges posed to the school and to the whole society, resulting from the globalization process, from the technical-scientific transformations and the global environmental socio-environmental changes, among others, that have been demanding the “definition of the political agenda of the States” (CARVALHO, 2006, p. 11, our translation).

In this process, starting from the understanding of public policy as a field of knowledge that seeks to put the government into action. In the words of Dye (1984) it is what the government does or does not do. Once formulated, policies “unfold into plans, programs, projects, databases or information and research systems. When put into action, they are implemented and then subjected to monitoring and evaluation systems” (SOUZA, 2006, p. 26, our translation).

Specifically in the field of educational policies, from the Federal Constitution of 1988 onwards, public education is ensured as a social right, a duty of the State and the family, aiming at the full development of the person, their preparation for the exercise of citizenship and their qualification for the work.

Since the approval of Law 9,394/96, education has been inserted in the public policies of the Brazilian State based on the principle of the universal right to quality education for all and democratic management, with basic education being compulsory and free.

According to the National Curriculum Guidelines for Basic Education, quality public education is one of the foundations of the Nation project under construction, with school formation as an indispensable foundation and the first condition for the full exercise of citizenship and access to social, economic, civil and political rights (BRASIL, 2013).

Thus, the possibilities of evaluating actions, products and their impacts are expanded, which require an analysis of the relationship between public action and social demands. It also reveals the need to understand the political agenda, the policy itself, the execution and the results of the process (SOUZA, 2006).

According to Ball, Maguire and Braun (2016, p. 37, our translation) “policies are defined against and alongside existing commitments, values and forms of experiences”. It is in this context that the National Education Plan (PNE) is a part of national policy, whose goals are challenges for the State and society.

Law No. 13,005/2014, which approves the PNE, is valid for ten years, scheduled for the period from 2014 to 2024, with a view to complying with the provisions of Article 214 of the Federal Constitution, with the objective of articulating the national education system in a collaborative regime and define guidelines, objectives, goals and implementation strategies to ensure the maintenance and development of education at different levels, stages and modalities through integrated actions of public authorities from different federal spheres, which lead to:

- I - Eradication of illiteracy;
- II - Universalization of school attendance;
- III - Improvement in the quality of education;
- IV – Formation for work;
- V - Humanistic, scientific and technological promotion of the country;
- VI - Establishment of a goal for the application of public resources in education as a proportion of the gross domestic product (BRASIL, 1988, our translation).

Among the goals established in the PNE, goal 6 proposes to offer full-time education in at least 50% (fifty percent) of public schools, in order to serve at least 25% (twenty-five percent) basic education students.

According to Carvalho (2006), there are debates that seek consensus around the concept of integral education: it can be understood as a full-time school; an achievement of quality in education; as protection and integral development; the bet that more school time increases learning; and as a socio-educational complement to the school, through the inclusion of social, cultural and sports projects.

In this context of integral education, the Mais Educação Program constitutes a strategy of the Federal Government for the extension of the school day, which meets the objectives of the goal considered in this analysis, in the light of the monitoring indicators of the PNE Observatory. According to Jannuzzi (2017, p. 13, our translation), social indicators are used to “point out the effectiveness or inefficiency of public policies or defend their positions regarding social priorities”.

The political agenda

The policy analysis according to Muller and Surel (2002) can be carried out through a sequential approach consisting of the following steps: 1) agenda; 2) production; 3) decision; 4) implementation; 5) evaluation; 6) completion of the program. These steps have no linearity in the policy process.

According to Mainardes (2006), the policy cycle approach, formulated by English researchers Ball and Bowe (1992), constitutes a theoretical-methodological tool to support the analysis of educational policies. In this context, one could also consider the contexts of influence, the context of text production, the context of practice, the context of results and the context of political strategy as elements of a dynamic that is now set up as a backdrop for different issues, now as the main element of analysis.

The public policy agenda can be defined as a set of problems and agendas that need government attention to compose the debate and the construction of public policies. In this approach, the demand for integral education emerges from the analysis of the social inequalities and poverty that plague the country, which requires the agreement of an agenda for the quality of education for the consolidation of effective public policies of social inclusion and the right to education, in a more egalitarian corporate insertion process (BRASIL, 2009; CARVALHO,

2006; MOLL, 2012; MOLL; LECLERC, 2013; SOUZA; ESPÍRITO SANTO; BERNADO, 2015; PARENTE, 2018).

According to Parente (2018), integral education can be an alternative to facing a public problem, such as social vulnerability, child labor, among other social issues to be faced by expanding the school day, aiming at the necessary improvement the quality of basic education. This social or educational problem justifies the formulation of public policies from the perspective of full-time education.

Integral education began to occupy the agenda of Brazil's political agenda in the twentieth century, in a project of democratic and unitary education following significant milestones in Brazilian education: Anísio Teixeira with the Park Schools and Class Schools between the years 1940 and 1960; Darcy Ribeiro with the Public Education Centers (CIEP's) between the 1980s and 1990s, which aimed at increasing the school day; and Paulo Freire, with the perspective of serving students from the lower classes with adverse social conditions and often through late entry to school. In this way, integral education is legally based on the Federal Constitution to face inequalities; in LDB/96 Art. 34 and 87 in the perspective of the gradual extension of the school day to the full-time regime; in the National Education Plan for the decade of 2001-2010 with the proposal to gradually increase the school day to 7 (seven) hours a day and the participation of communities in school management; in FUNDEB/2007 determining specific financing for basic education in full-time; in the Education Development Plan-PDE/2007, through the Mais Educação Program; and in the new PDE planned for 2011-2020 (Bill no. 8,035/2010), approved for the decade 2014-2024, specifically in goal 6 in an extended daily shift, which incorporates integral education within the scope of public policy in the country (MOLL, 2012; MOLL; LECLERC, 2013).

The National Curriculum Guidelines for Basic Education state that to establish an education with a minimum standard of quality and in full-time, it is necessary:

investment with value calculated from the expenses essential to the development of formative processes and procedures, which gradually lead to an integral education, endowed with social quality: daycare centers and schools with infrastructure and adequate equipment and accessibility conditions; qualified teachers with adequate remuneration and compatible with that of other professionals with the same level of education, working 40 hours full-time in the same school; definition of an adequate relationship between the number of students per class and per teacher, which ensures relevant learning; technical and administrative support personnel to ensure the smooth running of the school (BRASIL, 2013, p. 23, our translation).

In this interim of full-time education, the Mais Educação Program was instituted by Interministerial Ordinance no. 17/07 and regulated by Decree no. 7,083/2010, with the aim of promoting the integral education of children, adolescents and young people, through socio-educational activities at school, linked to the teaching project developed by the school. In its Art. 1 search to:

institute the Mais Educação Program, with the objective of contributing to the integral formation of children, adolescents 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 public teaching networks and schools, changing the school environment and expanding the offer of knowledge, methods, processes and educational content. Single paragraph. The program will be implemented by supporting the implementation, in schools and other sociocultural spaces, of socio-educational actions during school hours, including in the fields of education, arts, culture, sports, leisure, mobilizing them to improve educational performance, while cultivating relationships between teachers, students and their communities, ensuring social protection for social assistance and formation for citizenship, including thematic perspectives on human rights, environmental awareness, new technologies, social communication, health and body awareness, food security and nutrition, coexistence and democracy, community sharing and network dynamics (BRASIL, 2007, our translation).

For Moll and Leclerc (2013, p. 293-294, our translation), this program poses challenges to public policy:

1) to experience a school that has a continuous duration equal to or greater than seven hours a day, throughout the school year, comprising the total time that one student remains in it; 2) experiencing curricula like formative courses for students, constituted by their school and community experiences such as science, technology, culture, the world of work, art, sport, leisure, public policies, the experience of respect for the environment, ethnic, territorial, class, gender and sexual orientation diversity; 3) affirm a school with the same school-day, for all students.

Parente (2018, p. 417, our translation) presents a distinction between State policy - with continuity measures, strengthened by legal actions, planned over the long term - and government policy - those that do not present prospects for continuity beyond their mandates. This differentiation is important to understand the contexts of “programs and actions for expanding school hours, sometimes characterized as government policies, sometimes as State policies”. For example, the Mais Educação Program, which “can be characterized as a government program, due to its vulnerability to budgetary, administrative and political issues”.

In addition to the program in question, the existence of full-time education policies in the country is visible, which change according to the conjunctural and structural factors of education and society (PARENTE, 2018).

In this context, as of 2016, with the change of the Federal Government, this program was discontinued. From it originated the New Mais Educação Program, created by MEC Ordinance no. 1,144/2016, and governed by Resolution FNDE no. 17/2017. It is a strategy of the Ministry of Education that aims to improve learning in Portuguese and mathematics in elementary school, by expanding the school day of children and adolescents, optimizing the time spent by students in school. In 2018, the program began to be implemented in public elementary schools, through institutional coordination and cooperation with state, district and municipal education departments, through technical and financial support from the Ministry of Education. The implementation is linked to the pedagogical accompaniment in Portuguese and mathematics and the development of activities in the fields of arts, culture, sport and leisure, driving the improvement of educational performance by supplementing the workload in five or fifteen hours per week in all school shifts. The program aims to contribute to:

- I - Literacy, increased literacy and improved performance in Portuguese and mathematics of children and adolescents, through specific pedagogical support;
- II - Reduction of dropout, failure, distortion of age/grade, by implementing pedagogical actions to improve school performance and performance;
- III - Improvement of learning outcomes of elementary school, in the initial and final years - 3rd and 9th year of regular elementary school;
- IV - Expansion of students' permanence in school (BRASIL, 2016, our translation).

Currently, the theme of integral education is part of the educational policy agenda at the national level, with the challenge of reaching goal 6 of the PNE of offering full-time education in public schools of basic education, which will be analyzed below.

Analysis of Goal 6 Effectiveness

Political evaluation, according to Figueiredo and Figueiredo (1986), consists of assigning value to policies and presents the need to establish criteria for evaluating and choosing a specific policy, certainly a complex and controversial work. This precedes the evaluation of policies, in the establishment of logical connections between objectives and evaluation criteria, and models of analysis of a policy or program.

With regard to effectiveness, process evaluation measures the effectiveness of program execution, according to the proposed guidelines and goals, within tolerable limits (FIGUEIREDO; FIGUEIREDO, 1986).

Specifically within the scope of comprehensive education in extended daily hours, the PNE proposes the sixth goal with the purpose of offering full-time education in at least 50% (fifty percent) of public schools, in order to serve at least 25% (twenty-five percent) of students in basic education, composed of nine specific strategies: 6.1) expansion of time; 6.2) construction of schools; 6.3) resources - infrastructure and equipment, material; 6.4) articulation in the territory; 6.5) partnerships with private entities; 6.6) NGO-school partnership; 6.7) local diversity; 6.8) full-time for people with needs; 6.9) length of stay (OPNE, 2019). The strategies are detailed below:

6.1) promote, with the support of the Federal Government, the provision of public basic education in full-time, through pedagogical and multidisciplinary monitoring activities, including cultural and sports activities, so that the students' permanence time at school, or under its responsibility, will be equal to or higher than 7 (seven) hours per day throughout the school year, with the progressive expansion of the teachers' day at a single school;

6.2) institute, in a collaborative regime, a program for the construction of schools with an architectural pattern and adequate furniture for full-time care, primarily in poor communities or with children in socially vulnerable situations;

6.3) institutionalize and maintain, in collaboration, a national program for the expansion and restructuring of public schools, through the installation of sports courts, laboratories, including information technology, spaces for cultural activities, libraries, auditoriums, kitchens, cafeterias, bathrooms and other equipment, as well as the production of didactic material and the formation of human resources for full-time education;

6.4) promote the articulation of the school with the different educational, cultural and sports spaces and with public facilities, such as community centers, libraries, squares, parks, museums, theaters, cinemas and planetariums;

6.5) stimulate the offer of activities aimed at expanding the school day of students enrolled in public schools of basic education by private social service entities linked to the union system, concurrently and in articulation with the public network education;

6.6) guide the application of the gratuity referred to in Article 13 of Law No. 12,101, of 27 November 2009, in activities to expand the school day of students from public schools of basic education, simultaneously and in conjunction with the public school system;

6.7) assist schools in the countryside and indigenous and quilombola communities in offering full-time education, based on prior and informed consultation, considering local peculiarities;

6.8) guarantee full-time education for people with disabilities, global developmental disorders and high skills or giftedness in the age group of 4 (four) to 17 (seventeen) years, ensuring complementary and supplementary specialized educational assistance offered in multifunctional resource rooms the school itself or in specialized institutions;

6.9) adopt measures to optimize the time spent by students in school, directing the expansion of the journey to effective schoolwork, combined with recreational, sports and cultural activities (BRASIL, 2014, our translation).

In short, the goal is to increase the length of permanence of children, adolescents and young people enrolled in public schools, with the challenge of expanding times, spaces, educational activities and educational opportunities, aiming at improving the quality of education for the students of basic education (BRASIL, 2015a).

The main line of analysis is the baseline of the indicators constructed jointly by the Ministry of Education and by the National Institute of Educational Studies and Research Anísio Teixeira (Inep) for monitoring the National Education Plan 2014-2024 (PNE), selected as the most appropriate indicators for monitoring and evaluating the goals established in the Plan (BRASIL, 2015a).

According to Jannuzzi (2017, p. 150, our translation), social indicators are fundamental for the formulation and evaluation of public policies. In the evaluation stage, indicators that “answer for effectiveness (did the program fulfill its objectives?), Efficiency (were the resources used well?) And social effectiveness (what are the effective impacts generated by the program on beneficiaries and society?)”.

This analysis considers indicators 6A and 6B of the sixth goal of full-time education, nationwide, elaborated based on data from the Basic Education School Census of the historical series 2009-2013 (BRASIL, 2015a), with the purpose of evaluating the effectiveness in reaching the goal/result of 50% of public schools, in order to serve at least 25% of students in all basic education.

According to data from Inep referring to the 2012 School Census, of the 192,676 schools of basic education that had school enrollments, 42,884 were full-time, with a coverage of 22% of the total schools of basic education, which represents less than half of the target to be reached in the 10 years of the Plan's effectiveness (MOLL; LECLERC, 2013).

In the 2018 School Census (BRASIL, 2018), 48.5 million enrollments were registered in the 181.9 thousand Brazilian basic education schools, 1.3 million less compared to 2014, which corresponds to a reduction of 2.6% of total enrollments. Based on the data presented in Table 1, a 17.8% increase in full-time enrollment in high school can be seen, from 2017 to 2018.

Table 1 – Percentage of full-time enrollments

Year	STAGE OF TEACHING AND NETWORK					
	Elementary School			High School		
	Total	Public	Private	Total	Public	Private
2014	15,7%	18,2%	2,4%	5,4%	5,7%	3,3%
2015	16,7%	19,4%	2,5%	5,9%	6,3%	3,5%
2016	9,1%	10,5%	2,0%	6,4%	6,7%	3,8%
2017	13,9%	16,3%	2,1%	7,9%	8,4%	3,9%
2018	9,4%	10,9%	2,2%	9,5%	10,3%	4,0%

Source: Organized by the author based on the data School Census – Inep 2018 (BRASIL, 2018)

However, in early childhood education and elementary education, there was a drop in enrollments for students who have at least seven hours of school activities daily, even adding the duration of schooling to complementary activities.

When bringing the most detailed data by type of education, we have the following measurements: in early childhood education, in 2018 the percentage of students enrolled in full-time daycare centers was 56.6%. This figure represents a reduction of 2.1% in relation to 2014. This reduction is also observed in pre-school, whose percentage of 11.5% in 2017 dropped to 11.1% in 2018. However, when evaluating the historical series, there is a certain stability in recent years. In **elementary school**, 9.4% of enrollments remained seven hours a day or more in school activities in 2018. The proportion of full-time enrollments is substantially lower in the private network than in the public network, representing only 2.2% enrollment. In **high school**, 9.5% of enrolled students spent seven hours a day or more in school activities. In 2017, this percentage was 7.9%. The proportion of full-time enrollments is higher in the public network (10.3%) than in the private network (4%). Since 2014, the proportion of public school enrollments classified as full-time has increased by 4.6 percentage points. The percentage of students who spend at least seven hours a day at school went from 7.9% in 2017 to 9.5% in 2018, characterizing them as full-time students.

When comparing Inep's data with OPNE Indicators, in relation to the first objective of the goal - offering at least 50% of public schools daily hours of seven hours or more until 2024 -, with the specific strategy 6.1 of expansion of the time, the partial result is presented: in 2014, 42% of public schools offered full-time education; in 2015 there was a significant increase, reaching 44.3%; in 2016 there was a decrease to 32.3% of schools; and an increase in 2017 to 40.1%. With regard to the second objective - to ensure that at least 25% of basic education students are served daily hours of seven hours or more until 2024 - the partial result in 2017 was that 15.3% of enrollments were in full-time education.

The following are the two main indicators built to measure compliance with goal 6 and the results of monitoring the goal in the national context, available with an update

on the PNE Observatory institutional page. These PNE Monitoring Indicators were developed by the Todos Pela Educação program based on data from the School Census, with the objective of collaborating in fulfilling its role as the guiding agenda for educational policies in the country. In this goal, two main questions arose: “What is the percentage of basic education students enrolled in full-time education? What percentage of public schools in basic education offer at least one full-time enrollment?” (BRASIL, 2015a, p. 99, our translation). Based on these guiding questions, the two target indicators were defined with the following initial functions: “Indicator 6A measures the percentage of full-time enrollments, that is, those enrollments with a total daily workload of at least seven hours. Indicator 6B reveals the percentage value of schools that offer at least one full-time enrollment” (BRASIL, 2015a, p. 109, our translation).

Following is a presentation of each Indicator with a brief description of how it was built and the calculation formula (BRASIL, 2015a; 2015b), followed by OPNE results (BRASIL, 2019b).

Indicator 6A - Percentage of public elementary schools with full-time enrollment – shows the number of basic education schools that have students enrolled in full-time, that is, with an average daily workload of seven hours. It has three levels of proportion, over 50%, over 75% and 100% of enrollments, which represents the percentage of students within these schools who are full-time. This Indicator allows access by institutions that have at least one of their students in this teaching modality, as well as information by education networks.

According to data from the technical sheet of goal 6, for the calculation of Indicator 6A, all enrollments in regular public education in kindergarten, elementary and high school were considered, including integrated high school and concurrent with vocational education. In calculating the total daily activity time of these enrollments, the schooling time in regular education classes plus the duration of the student's complementary activity and, when applicable, the time of specialized educational assistance, was counted. Being considered full-time enrollment the result equal to or greater than 7 daily hours per student (BRASIL, 2015b). The calculation formula is:

$$\frac{\text{number of public schools that students stay for at least 7 hours a day in school activities}}{\text{number of enrollments}} \times 100$$

According to data from OPNE (2019), between 2011 and 2015, there was a continued growth in the percentage of public schools with full-time enrollments. In 2015 there was a considerable increase of 14.9 percentage points, reaching the mark of 41.7% of schools. In 2016, this Indicator fell by 9.5 percentage points, growing again in 2017, when it counted on 38.4% of public schools of basic education with students enrolled in this type of education.

When comparing full-time schools in the scope of basic education by administrative dependence, it is noted that the public network had the highest percentage of schools with 40.1%, while the private had 32.2% in 2017. This reality was controversial in 2011, with a higher index of the private network (29.8%) compared to the public network (26.1%).

In the analysis of public schools by stage, it appears that all of them suffered falls in 2016, with primary education being the stage with the highest percentage of full-time schools. Early childhood education had a percentage of 24.7% of schools. Elementary school had 34% of schools. While high school reached 17.4% of schools offering full-time education.

Regarding the proportion levels (50%, 75% and 100%) of students enrolled in full-time, we have the following data: in 2017, 27,109 primary education schools (18.8%) had more than 50% of their students in full-time education. This data shows the highest proportion of growth since 2011 with 8.4 percentage points. In the same period, there were a total of 25,140 schools (13.7%) with more than 75% of full-time students. And 19,325 Brazilian schools (10.5%) have all students in this type of teaching.

When analyzing this data from the education networks, schools with more than 50% of their students enrolled with seven hours daily, in 2017 corresponded to 21.8% of private and 18.8% public institutions. Of the schools with more than 75%, 19.5% are private and 12.1% are public. While those with all students had full-time, 18.1% are from private schools and 8.4% from public schools.

Indicator 6B - Percentage of enrollments in public schools in full-time in basic education – shows the number of basic education schools in each locality by the proportion of their enrollments made in full-time, having at least an average daily workload of seven hours.

According to data from the Goal 6 technical sheet, indicator 6B represents the proportion of public schools with at least one student who remains at least 7 hours in daily school activities, in relation to the total of public schools. The Indicator was constructed as follows:

based on schools that have full-time enrollments. For calculating the total daily activity time of these enrollments, the schooling time plus the duration of the student's complementary activity and, when applicable, the time of specialized educational assistance, was counted. When this sum is equal to or greater than 7 hours a day per student, enrollment is considered full-time. All enrollments in mainstream education in kindergarten, elementary and high school were considered. The exclusion of the youth and adult education modality is based on the concept that full-time education has no specificity for the pedagogical nature of EJA - which particularly serves young people and adults who divide the workday between studies at night and productive insertion during the day. Exclusive schools for the care of people with disabilities are also not the object of the present study, since the full-time public schools project is contemplated only in regular schools (BRASIL, 2015b, our translation).

The calculation of the indicator considers the number of students enrolled in an average daily workload of seven hours. The formula for calculating Indicator 6B is:

$$\frac{\text{number of public schools with at least 1 student who remains at least 7 hours in school activities}}{\text{total number of schools}} \times 100$$

The data in this Indicator show a notable growth from 2011 to 2015 in the percentage of students enrolled in public schools in full-time, with 9.2 percentage points, reaching 16.7% in 2015. However, in 2016 there was a decrease of 5.2 percentage points, reaching 11.5%. In 2017, full-time enrollment rose again, reaching 15.3%, totaling approximately 6 million students enrolled full-time in public schools in 2017.

This Indicator also makes available the percentage of enrollments in the public system per teaching stage, which gives visibility to the offer of full-time education. According to OPNE, early childhood education in the public system has already met the target in 2011, when it had 25.3% of full-time enrollments; in 2016 this rate increased and reached 28.2%. This observation also occurs in enrollments in basic education, between the years 2015 and 2016, when the rate fell by 0.5 percentage point, rising again in 2017 to 28.8%. In elementary education, it grew between 2011 and 2015, rising 13 percentage points and reaching 19.4% of enrollments in 2015. In the 2015-2016 interval, the index showed its first drop since the beginning of the historical series, and the highest already reported among the data cited with 8.9 percentage points. In 2017, this figure rose to 16.3%. High school did not keep pace with the other stages and maintained a lower percentage than the others, with a total of 8.4% of enrollments in full-time schools in 2017. Still, it was the only stage that showed growth in all years since 2011 reaching 5.6 percentage points.

In view of the achievement of goal 6 and its strategies for the effectiveness and progress in the quality of basic education in Brazil, it is expected that:

Such strategies prescribe the adoption of public policies that subsidize the expansion of resources necessary to the attendance in public schools of full-time, based on the improvement of the contribution of educational inputs and the infrastructure of the schools, with adequate architectural and furniture standards, and the expansion of permanence of teachers in a single school, partnerships for the use of public space for educational activities, the guarantee of integral education assisted by specialized educational assistance for people with disabilities, global developmental disorders and high skills or giftedness, among other indications of appreciation of the right to education. If implemented in their entirety, these strategies have great potential for inducing the fourth PNE guideline: improving the quality of basic education (BRASIL, 2015a, our translation).

In this sense, in addition to doubling the proportion of schools with integral education to reach the goal proposed in the PNE, of universalizing the right to full-time within each school, it is also necessary to ensure a curriculum design that includes teacher formation, infrastructure, management, financing and the role of students (MOLL; LECLERC, 2013; SOUZA; ESPÍRITO SANTO; BERNADO, 2015).

Jannuzzi (2017) emphasizes that the use of indicators requires an understanding of their concepts and limits. In this sense, indicators 6A and 6B presented by OPNE, are models that translate, to a certain extent, the reality of national education when considering the total of schools and number of students in basic education in the full-time modality, but recognize the limitation of using only time as a parameter to monitor the goal. The indicators do not capture aspects related to the pedagogical activities developed in this extended time load, which attribute value to the quality of the education offered to students during the school day.

There is a challenge in comprehensive education to provide opportunities for learning and access to culture, art, sport, science and technology, through activities planned and aligned with the political-pedagogical project of the school, and not only Portuguese and mathematics, since it is understood that the diverse themes also contribute to learning, and consequently to the elevation of the Basic Education Index - Ideb.

In the same line of thought, for the analysis of the effectiveness of the sixth goal of the PNE, whose proposal is to gradually expand the daily time in Brazilian public schools, it would be necessary to deepen the existing pedagogical relationships between the school's physical space, educational activities and extended school time. A relation between the 20 goals proposed in the PNE is also enunciated, mainly with regard to guaranteeing the right to education and reducing inequalities, which depends on the achievement of other goals to

implement them, especially those dedicated to democratic management, teacher formation and enhancement, universal teaching and financing of public education, including goals 2, 3, 4, 7, 15, 17, 19 and 20 (SOUZA; ESPÍRITO SANTO; BERNADO, 2015).

Finally, the use of social indicators contributes to, “when portraying the present and comparing it with the past, building the paths to reach the desired future” (JANNUZZI, 2017, p. 186, our translation). Thus, according to the results of the OPNE Monitoring Indicators, in order to meet the 2024 target, it is necessary to be aware of the fluctuations and setbacks in public policies.

Final considerations

The policy evaluation process is certainly complex, challenging and at the same time extremely relevant, especially for strengthening the field of educational policies.

Currently, the theme of integral education is included in the educational policy agenda, but there is no guarantee of its permanence or withdrawal, nor that its maintenance will have an impact on the formulation of effective policies in the area, as it depends on several conjunctural factors (PARENTE, 2018, p. 422). There is a latent question about the sixth goal for 2024 presented by Souza, Espírito Santo and Bernado (2015, p. 157, our translation) that deserves reflection:

Will the conjunctures of the current Brazilian education systems/networks, which seem not to account for so many elementary school students, have a structural composition to meet the PNE goal, incorporating a considerable increase in the daily workload at school for 25% of the student population?

In addition, one must consider the different contexts of this public policy put on the agenda, which is being implemented by the different subjects of the country in different understandings and conditions that would need to be considered in the analysis from a micropolitical perspective.

Based on the effort made in this work of analysis of the sixth goal of the National Education Plan and the results of the OPNE Indicators, integral education is an alternative to the problems of Brazilian education and the improvement of the quality of education offered to students. There is an important tendency to expand the school day in Brazil from the perspective of integral education, being achieved in previous years, but there is a long way to go for the goal to be achieved by 2024, in a collective effort between society and Government (CARVALHO, 2006; MOLL; LECLERC, 2013; PARENTE, 2018).

Another relevant observation is the remarkable relationship between this goal and the other PNE strategies, which would require a joint analysis to account for understanding the complexity of integral education. One could, for example, make an interrelation between the Indicators of the PNE Observatory, of great relevance for future studies of the subject in question, as well as the field of educational policies.

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How to reference this article

VIEIRA, S. R.; SOUZA, Â. R.; TORALES-CAMPOS, M. A. Analysis of the sixth goal of the national education plan in the light of monitoring and evaluation indicators. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 24, n. 3, p. 1368-1386, Sep./Dec. 2020. e-ISSN:1519-9029. DOI: <https://doi.org/10.22633/rpge.v24i3.13763>

Submitted: 08/06/2020

Approved: 10/08/2020

Published: 01/09/2020

