

**THE ATTENDANCE IN FULL-TIME EDUCATION POST-NATIONAL  
EDUCATION PLAN (PNE 2014-2024) IN THE BAIXADA FLUMINENSE**

***O ATENDIMENTO NA EDUCAÇÃO EM TEMPO INTEGRAL PÓS-PLANO  
NACIONAL DE EDUCAÇÃO (PNE 2014-2024) NA BAIXADA FLUMINENSE***

***ASISTENCIA EDUCATIVA A TIEMPO COMPLETO TRAS EL PLAN NACIONAL DE  
EDUCACIÓN (PNE 2014-2024) EN LA BAIXADA FLUMINENSE***

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**ABSTRACT:** The purpose of this article is to analyze the offer of full-time education in the municipal networks of Baixada Fluminense (Rio de Janeiro), after the National Education Plan (PNE) was approved, during the 2015-2019 period. Having a quantitative and qualitative nature, the study is based on theoretical references that discuss the regulation of full-time education in Brazil, the PNE and the Municipal Education Plans (PMEs). Also, enrollment data from the School Censuses of the period allowed us to analyze the evolution of Goal 6 of the PNE in the region. Among its main results, it is possible to observe different scenarios to the provision of full-time in early childhood education and elementary education. It is also noteworthy that the absence of wide articulation between the federated entities and the discontinuity of policies, on the part of the federal government, contributed to the significant drop in enrollments in full-time, particularly in elementary education.

**KEYWORDS:** National Education Plan. Municipal education plans. Full-time education. Educational planning. Baixada Fluminense.

**RESUMO:** *O objetivo deste artigo é analisar a oferta da educação em tempo integral nas redes municipais da Baixada Fluminense, no contexto após a aprovação do Plano Nacional de Educação (PNE), no período 2015-2019. De cunho quanti-qualitativo, o estudo tem como base referenciais teóricos que discutem a regulamentação da educação em tempo integral no Brasil, o PNE e os Planos Municipais de Educação (PMEs). Além disso, foram utilizados dados de matrículas dos Censos Escolares do período, possibilitando analisar a evolução da Meta 6 do PNE na região. Entre seus principais resultados, é possível observar distintos cenários em relação à oferta do tempo integral na educação infantil e no ensino fundamental. Destaca-se, ainda, que a ausência de ampla articulação entre os entes federados e a descontinuidade de políticas, por parte do governo federal, contribuíram para a queda significativa das matrículas em tempo integral, particularmente no ensino fundamental.*

**PALAVRAS-CHAVE:** *Plano Nacional de Educação. Planos municipais de educação. Educação em tempo integral. Planejamento educacional. Baixada Fluminense.*

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**RESUMEN:** *El propósito de este artículo es analizar la oferta de educación de tiempo completo en las redes municipales de Baixada Fluminense (Río de Janeiro), luego de la aprobación del Plan Nacional de Educación (PNE), durante el período 2015-2019. De naturaleza cuantitativa y cualitativa, el estudio se basa en referencias teóricas que discuten la regulación de la educación a tiempo completo en Brasil, en el PNE y en los Planes de Educación Municipal (PMEs). Además, se utilizaron los datos de matrícula de los Censos Escolares del período, lo que permitió analizar la evolución de la Meta 6 del PNE en la región. Entre sus principales resultados, es posible observar diferentes escenarios respecto a la provisión de tiempo completo en educación infantil y primaria. También cabe señalar que la ausencia de una amplia articulación entre las entidades federativas y la discontinuidad de las políticas, por parte del gobierno federal, contribuyó a la caída significativa de la matrícula en tiempo completo, particularmente en la educación primaria.*

**PALABRAS CLAVE:** *Plan Nacional de Educación. Planes municipales de educación. Educación a tiempo completo. Planificación educativa. Baixada Fluminense.*

## Introduction

The elaboration of a National Education Plan (PNE, Portuguese initials) is directly related to the perspective of building an education project for the country, aiming to face the challenges necessary for the realization of free public education as a right for all (COELHO, 2016). Thus, the approval of the 2014-2014 PNE, through Law n. 13,005, of 25 June 2014 (BRASIL, 2014b), can be understood as a fundamental effort to continue the advances in policies to consolidate educational rights in course in Brazil (MOLL, 2014).

The 2014-2024 PNE was organized into 20 goals and 254 strategies aimed, among other things, at eradicating illiteracy, universalizing school services and improving the quality of education (BRASIL, 2014b). Among these goals there is the number 6 (six) which determined: "to offer full-time education in at least 50% (fifty percent) of public schools, in order to meet at least 25% (twenty-five percent) of students in basic education" (BRASIL, 2014b, s/p). Specifically in relation to this goal, the Ministry of Education (MEC) took on a role of great articulation so that the strategies associated with full-time, present in that plan, could meet the experience put into place through the More Education Program (PME, Portuguese initials) (PARENTE, 2017), an inducing strategy for full-time integral education created and operated by the federal government.

The approval of the 2014-2014 PNE brought two major challenges. The first of them is associated with the fact that the Law that approved the Plan also determined that subnational instances should prepare or adapt their education plans, in accordance with the New PNE, within one year (BRASIL, 2014b, Art. 8th). This process would face challenges

for its consolidation, due to the difficulties related to the preparation and approval of plans at the level of states, municipalities and the Federal District (SOUZA; MENEZES, 2015).

The second challenge is related to the process of making the PNE 2014-2024 effective, since after the coup suffered by President Dilma Rousseff, the actions of the MEC pointed to "leaving in the background the PNE, its commands, devices and deadlines" (GOLDEN, 2018, p. 488, our translation). In view of this scenario, this article aims to analyze the provision of full-time education in the municipal networks of Baixada Fluminense, in the context after the approval of the National Education Plan (PNE), in the period 2015-2019<sup>2</sup>.

The option for Baixada Fluminense was due to its low levels of human development (HDI), urban violence, school dropouts and other social problems (PLETSCH, 2012; 2016). The thirteen municipalities in the Baixada Fluminense were considered in this study, namely: Belford Roxo, Duque de Caxias, Guapimirim, Itaguaí, Japeri, Magé, Mesquita, Nilópolis, Nova Iguaçu, Paracambi, Queimados, Seropédica and São João de Meriti.

Of quanti-qualitative nature (MINAYO; SANCHES, 1993), this work was based on bibliographical and documentary research, through references on the PNE and full-time education in Brazil. In addition, municipal education plans were used, as well as the legislation that created them, as well as data referring to enrollments in basic education in the Baixada Fluminense, extracted from the School Census. As this is data related to municipal networks, enrollment numbers associated with early childhood education and elementary education were collected and analyzed.

Thus, this article is organized into three sections, apart from this introduction. The first presents discussions on full-time education in Brazil, from the Law of Guidelines and Bases for National Education (Ldben 9394/96) to the institution of the New More Education Program (PNME), with special attention to Goal 6 of the PNE 2014 -2014 and its strategies. The second presents the goal(s) associated with the full-time present(s) in the Municipal Education Plans (PMEs, Portuguese initials) of the Baixada Fluminense and, later, through data from the School Census, from 2015 to 2019, it investigates the provision of full-time education in the region. Finally, the third section presents the findings of the study and its implications for full-time policies.

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<sup>2</sup> In 2020, the educational systems, due to the Covid-19 pandemic, offered remote activities to students, and it was not possible to guarantee full-time care in that year.

## **Full-time education in Brazil: from the Law of Guidelines and Bases for National Education (LDBEN) to the New More Education Program (PNME)**

Despite the fact that the federal government made, in the 1990s, two “attempts to implement a full-time and integral education program” (COSTA, 2019, p. 143, our translation), namely: the Minha Gente Program (PMG) (BRASIL, 1991), in the Collor government; and, subsequently, the National Program for Attention to Children and Adolescents (Pronaica) (BRASIL, 1993), under Itamar Franco's government, it was only in 1996 that LDBEN 9394/96 established that “the school day in education fundamental will include at least four hours of effective work in the classroom, with the period of permanence in school being progressively extended” (BRASIL, 1996, our translation). Even so, the determination of that law did not present a definition of the metric associated with full-time.

This regulation took place in 2001, through the National Education Plan (PNE) 2001-2010, which dimensioned full time to at least seven hours of daily school activities (BRASIL, 2001). Apart from this definition, the 2001-2010 PNE also determined the prioritization of children from the most vulnerable strata of the population (BRASIL, 2001), revealed alignment with the determination of international bodies, in particular the United Nations Educational, Scientific and Culture (Unesco) which issued guidelines (UNESCO, 1984; 1996; 2002) that express a consensus on the potential for expanding the daily school day of students, as a strategy aimed at confronting educational inequalities and for the social protection of the most vulnerable strata of the population (DINIZ JÚNIOR, 2020).

The prioritization determined by the PNE 2001-2010 already indicated that full-time education policy(ies) in Brazil would not be universal, that is, they would serve a portion of the number of students in Brazilian public education and would also have focus on the poorest population in society. Despite the definition expressed in the PNE 2001-2010, about full-time education, it was only in 2007 that the federal government took two actions that made this service feasible.

In relation to early childhood education, in that year the Federal Government instituted, within the scope of the Education Development Plan (PDE), the National Program for the Restructuring and Equipment of the Public School Network for Early Childhood Education (Proinfância) which aims to ensure access to children to crèches and preschools, as well as the improvement of the physical infrastructure of the early childhood education network throughout Brazil (BRASIL, 2007b). Operationalized through voluntary transfers of resources from the Union to the municipalities, the program seeks to correct inequalities in access and permanence in early childhood education, by expanding the number of places at

this stage, adapting the physical network of early childhood education schools and, among other elements, the provision of full-time education (FALCIANO; NUNES: DOS SANTOS, 2019). Even though its focus was not exclusively on the provision of full-time education, it is possible to infer that the referred program was constituted as an important action for the offer of this modality in the country's early childhood education.

In the context of elementary education, the federal government created the More Education Program (PME, Portuguese initials), through the Interministerial Ordinance n. 17/2007 (BRASIL, 2007a), which was later provided for by Decree n. 7,083/2010 (BRASIL, 2010b), with the objective of constituting itself as the inducing action of full-time policies. The PME Manuals<sup>3</sup> (BRASIL, 2008; 2009; 2010a; 2011; 2012; 2013; 2014a) signaled for the focus on the most vulnerable social groups by establishing criteria for adherence to the program by schools and also for selection of students to be assisted in the extension of the school day. These criteria, which pointed to prioritizing the most vulnerable social strata, sought to articulate social policies from the perspective of the education and social protection binomial (SILVA, 2018), within the context of redistributive policies to combat poverty and social vulnerability (CARVALHO; RAMALHO; SANTOS, 2019).

In 2014, the PNE 2014-2024, in an unprecedented way, presented an exclusive goal associated with full-time education, having established, as previously presented, that, at the end of its effective period, its offer must include, at least, 50% of public schools in order to serve at least 25% of basic education students (BRASIL, 2014). This target reinforces what was already pointed out in the PNE 2001-2010 and, later, in the PME, regarding full-time service not being a universal policy, in order to meet part of the total number of students in public basic education from the country.

Goal 6 of the PNE 2014-2024, as well as the PME, privileges the full-time education project, called by Cavaliere (2009, p. 51) as “full-time student”, since, by making it possible to cover only one portion of the students it clearly indicates that such policy is not directed at the entire universe of students, whether within the national territory, within the same federative unit, or even within the same school institution (COELHO, 2016). Regarding this relationship between Goal 6 and the PME, Parente (2017) indicated that the effort undertaken by the MEC in the process of preparing the 2014-2024 PNE contributed to the materialization

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<sup>3</sup> Edited annually by the MEC, from 2008 to 2014, these manuals provided guidelines on the implementation of the PME at the local level, covering, in particular, criteria for joining the program, information on its operation and organization possibilities, in addition to general guidelines on financial issues (MENEZES; DINIZ JÚNIOR, 2020).

of a specific target for this modality and that this was in line with the aforementioned program carried out by the federal government.

The goals present in the 2014-2024 PNE are accompanied by strategies that contribute to the “structuring of Brazilian educational policy” (COELHO; ROSA; SILVA, 2018, p. 5). In the specific case of Goal 6, 9 strategies are presented that can be seen in Chart 1.

**Chart 1 - Strategies associated with Goal 6- PNE 2014-2014**

<b>Strategies</b>
6.1) promote, with the support of the Union, the provision of full-time public basic education, through pedagogical and multidisciplinary follow-up activities, including cultural and sports, so that the length of stay of the students at the school, or under its responsibility, should be equal to or greater than 7 (seven) hours a day throughout the school year, with the progressive expansion of the working hours of teachers in a single school;
6.2) to institute, in a collaborative regime, a program for the construction of schools with an architectural standard and adequate furniture for full-time care, primarily in poor communities or with children in a situation of social vulnerability;
6.3) institutionalize and maintain, in collaboration, a national program for the expansion and restructuring of public schools, through the installation of multi-sport courts, laboratories, including computer labs, spaces for cultural activities, libraries, auditoriums, kitchens, cafeterias, bathrooms and other equipment, as well as the production of material for teaching and the formation of human resources for full-time education;
6.4) to promote the articulation of the school with different educational, cultural and sporting 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, simultaneously and in conjunction with the public network education;
6.6) guide the application of the gratuity referred to in art. 13 of Law n. 12,101, of 27 November 2009, in activities to expand the school day of students from public schools in the basic education network, simultaneously and in conjunction with the public education network;
6.7) assist rural and indigenous and quilombola communities' schools in the provision of full-time education, based on prior and informed consultation, considering local peculiarities;
6.8) ensure full-time education for people with disabilities, pervasive developmental disorders and high abilities or giftedness in the age group from 4 (four) to 17 (seventeen) years, ensuring complementary and supplementary specialized educational service offered in multifunctional resource rooms from the school itself or in specialized institutions;
6.9) adopt measures to optimize the length of stay of students at school, directing the expansion of the journey towards effective schoolwork, combined with recreational, sporting and cultural activities.

Source: Devised by the authors based on Brasil (2014b)

Law n. 13,005/2014, determined that federated entities "will act in a collaborative manner, aiming at achieving the goals and implementing the objective strategies of this Plan" (BRASIL, 2014b, Art. 7) and, as can be seen, the strategies associated with the Goal 6 point out the collaboration regime as a resource for the realization of the provision of full-time education, especially regarding the construction and maintenance of schools for this service. The realization of this goal will only take place through the articulation and cooperation between the education systems of the federated entities and the realization of the 2014-2024 PNE, as the great planning strategy of Brazilian public education (SOUZA *et al.*, 2017).



Based on the studies by Coelho (2016) and Coelho, Rosa and Silva (2018), we can identify that the nine strategies linked to Goal 6 of the PNE can be organized into four topics, namely: 1. Pedagogical organization; 2. Material and human resources; 3. Subjects served, and; 4. Articulation with other public spaces and with civil society.

Regarding pedagogical organization, strategies 6.1 and 6.9 point to the articulation between activities already present in the school curriculum and other educational activities to offer recreational, cultural and sports activities. We emphasize that these strategies are aligned with the modus operandi of offering activities within the PME, which, through various educational experiences, organized in macro fields<sup>4</sup>, sought to provide students with multiple activities to contribute to the integral formation of these subjects (LECLERC; MOLL, 2012). In this way, the referred strategy highlights the influence of the PME experience in the preparation of the 2014-2024 PNE regarding the pedagogical organization of full-time education.

Regarding material and human resources, strategies 6.2 and 6.3 point to “[...] the construction of schools with an architectural standard and adequate furniture for full-time service [...]” (BRASIL, 2014b) and adequacy and restructuring of schools, as well as the “[...] formation of human resources for full-time education” (BRASIL, 2014b, our translation). The indication for the construction/adaptation of schools came in the opposite direction of what was present in the PME, since the program did not foresee to undertake changes in the physical structure of the schools, nor the construction of new school institutions.

The feasibility of such structural actions, in accordance with these strategies, would take place through the collaboration regime. However, given the absence of regulation of the collaboration regime that generates losses associated with the federative balance and the guarantee of the right to education (ARAÚJO, 2014), investments in material and human resources for full-time education would be at the mercy of this scenario.

Regarding the subjects assisted, the prioritization of “poor communities or with children in a situation of social vulnerability” stands out (BRASIL, 2014b). This focus is in line with guidelines from international organizations, such as Unesco, which pointed to the expansion of school hours as a strategy for social protection. Aside from that, the PME itself prioritized the most vulnerable strata of the population, either in the criteria for joining the schools or in the selection of students (MENEZES: DINIZ JÚNIOR, 2020).

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<sup>4</sup> The macro fields refer to the groupings of activities offered to students through the PME.

In addition to prioritizing the aspect of social vulnerability, strategies 6.7 and 6.8 point to the care, in full-time education, of "countryside schools and indigenous and quilombola communities" (BRASIL, 2014b, our translation) and also for "people with disabilities, pervasive developmental disorders and high abilities or giftedness in the age group from 4 (four) to 17 (seventeen) years (BRASIL, 2014b). It is possible to understand that these specificities, pointed out by these strategies, are in line with what Cury (2005, p. 11, our translation) called "inclusive and compensatory policies for basic education".

Regarding the articulation of the school, it is possible to observe that the PNE 2014-2024 points to the need for this movement to occur with other public spaces such as "community centers, libraries, squares, parks, museums, theaters, cinemas and planetarium" (BRASIL, 2014b). This articulation, which was also present in the (con)text of the PME, is related to Educating Cities<sup>5</sup>, which understand education as the responsibility of the entire community, to break with the idea of learning as an exclusive obligation of the school, reinforcing the understanding of that it takes place in different spaces, in the context of the educational territory (CAVALIERE; MAURÍCIO, 2001).

In addition, the school's articulation with private social service entities is also pointed out, in strategies 6.5 and 6.6, in line with what was proposed by the PME, to use these spaces as places to offer educational activities linked to the program. Regarding this articulation, between the State and civil society organizations, the political interests that permeate these relationships and contribute to potentializing the State's release from social policies must be considered (COELHO; ROSA; SILVA, 2018).

The presence of a specific goal for full-time education within the scope of the approval of the 2014-2024 PNE signaled an important advance regarding this agenda in the context of educational policies. If until 2007, the country had local experiences of expanding the school day from a full-time perspective, from that year on, at the time of the PME there was a "capillarization of the debate in Brazilian society" (LECLERC; MOLL, 2012, p. 104) and, finally, it was presented in the PNE as one of the goals for improving the quality of education.

However, apart from the challenges associated with determining that subnational authorities should prepare or adapt their plans in line with the PNE, it should be noted that the implementation of the plan suffered a setback after the coup that ousted the president of Brazil in 2016 (GOLDEN, 2018). In addition, the new federal government instituted the New More Education Program (PNME), which aims to improve learning in Portuguese and Mathematics

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<sup>5</sup> The concept comprises the educational potential of cities, in a constant construction of processes that enable the development of each and everyone, in an articulation between the State and society (MOLL, 2019).



“by expanding the school day for children and adolescents, by supplementing the workload with five or fifteen weekly hours [...]” (BRASIL, 2016b, our translation) reiterating the mark of the discontinuity of/in educational policies, characteristic of the country.

It should be noted that the Ordinance establishing the PNME did not revoke the one that gave rise to the PME, so that its discontinuity occurred from the suspension of the transfer of financial resources to schools for its implementation (IGLESIAS, 2019). Furthermore, the fact that the PNME makes it possible to expand the school day by five hours a week indicates that its implementation, in this format, would not effectively contribute to the achievement of Goal 6 established in the PNE, in relation to the provision of full-time education.

The scenario presented here demonstrates the movements and discontinuities associated with the full-time education agenda. It is noteworthy that this situation was also evidenced in the attendance of students in full-time education at subnational levels, especially those that already face major challenges in ensuring students' compulsory education.

### The service in full-time education in Baixada Fluminense

Baixada Fluminense is part of the metropolitan region of Rio de Janeiro, with a population of approximately 3,910,000 people and with a Municipal Human Development Index (MHDI) below the Human Development Index (HDI) of the state of Rio de Janeiro (0.761<sup>6</sup>). Aside from the low MHDI, the region is also marked by “precariousness in health services and other problems common to large Brazilian metropolises” (PLETSCH, 2016, p. 86, our translation). Table 1 summarizes the indicators presented here:

**Table 1 – Baixada Fluminense Indicators**

Municipalities	Estimated population (2020)	MHDI (2010)	Total enrollment in Basic Education* (2019)	Number of Enrollments in Full-Time Basic Education* (2019)
Belford Roxo	513.118	0,684	33.627	1.408
Duque de Caxias	924.624	0,711	63.514	4.856
Guapimirim	61.388	0,698	7.725	857
Itaguaí	134.819	0,715	18.683	3.736
Japeri	105.548	0,659	12.882	329
Magé	246.433	0,709	34.402	3.590
Mesquita	176.569	0,737	10.850	1.489
Nilópolis	162.693	0,753	10.165	1.086
Nova Iguaçu	823.302	0,713	55.988	3.906

<sup>6</sup> Source: Instituto Brasileiro de Geografia e Estatística (IBGE)

Paracambi	52.683	0,720	4.654	573
Queimados	151.335	0,680	12.756	153
São João do Meriti	472.906	0,719	23.484	1.855
Seropédica	83.092	0,713	12.057	999

\* Child and Elementary Education, in the municipal public network

Source: Devised by the author based on INEP (2019) and Pletsch (2016)

In order to contribute to the analyzes proposed in this study, Table 2 shows the total number of enrollments in early childhood education and primary education, in the municipal public network, in the period from 2015 to 2019, by municipality. The data point to an increase in the number of enrollments in early childhood education and a reduction in relation to elementary education. This reduction may be related to the retraction in birth rates and the advance of educational attendance rates in the different stages of basic education (LIMA, 2019), with emphasis on the universalization of primary education.

**Table 2** – Total enrollments in municipal public education, child education and elementary education, by municipality (2015-2019)

Municipality	Basic Education Stage	2015	2016	2017	2018	2019
Belford Roxo	Child Education	4.813	4.984	5.207	5.689	6.086
	Elementary Education	29.171	27.473	27.265	27.407	27.541
Duque de Caxias	Child Education	9.295	10.664	11.283	11.143	11.625
	Elementary Education	57.003	57.060	55.520	53.785	51.889
Guapimirim	Child Education	1.664	1.636	1.748	1.917	2.038
	Elementary Education	5.435	5.531	5.819	5.909	5.687
Itaguaí	Child Education	4.841	5.352	5.085	5.169	5.229
	Elementary Education	14.080	14.023	13.783	13.577	13.454
Japeri	Child Education	2.136	2.044	1.954	2.038	2.257
	Elementary Education	12.119	11.798	11.178	11.072	10.625
Magé	Child Education	5.590	5.776	6.910	7.713	8.581
	Elementary Education	26.524	26.413	26.972	26.844	25.821
Mesquita	Child Education	2.196	2.571	2.553	2.850	3.045
	Elementary Education	8.758	8.186	7.962	7.721	7.805
Nilópolis	Child Education	1.480	1.767	1.930	1.873	2.273
	Elementary Education	8.292	8.476	8.458	8.401	7.892
Nova Iguaçu	Child Education	6.891	7.215	7.372	7.991	8.469
	Elementary Education	47.480	47.218	47.417	48.195	47.519
Paracambi	Child Education	963	914	940	998	960
	Elementary Education	3.770	3.890	3.807	3.662	3.694
Queimados	Child Education	1.593	1.946	1.935	1.844	1.904
	Elementary Education	10.699	10.739	10.817	11.169	10.852
São João do Meriti	Child Education	4.444	4.796	5.299	5.748	5.795
	Elementary Education	17.596	15.084	17.017	17.653	17.689
Seropédica	Child Education	2.771	2.665	2.091	2.122	2.280
	Elementary Education	11.076	11.022	10.897	10.470	9.777

Source: Devised by the author based on Brasil (2015; 2016a; 2017; 2018; 2019)

Regarding full-time education, except for the city of Duque de Caxias, the Municipal Education Plans of Baixada Fluminense dedicated a specific goal to this modality, meeting the structure of the 2014-2014 PNE. The analysis of PMEds also made it possible to identify that all cities that had an exclusive goal for full-time education also signaled that 25% of students were served in this modality by the end of their plans, in accordance with the national goal. Chart 2 allows us to identify the Municipal Plans and the specific goal associated with full-time

**Chart 2** – Goal linked to Full-Time Education in PMEds in the Baixada Fluminense

<b>Municipalities and Municipal Education Plans</b>	<b>Goal(s) for Full-Time Education</b>
Belford Roxo Law n. 1,529, 24 June 2015.	Goal 6. Offer full time in at least 50% (fifty percent) of public schools, in order to serve at least 25% (twenty-five percent) of basic education students (BELFORD ROXO, 2015)
Duque de Caxias Law n. 2,713, 30 June 2015.	There is no specific goal for Full-Time Education in the city's PMEd
Guapimirim Law n. 859, 24 June 2015.	Goal 6. Offer full-time education, starting whenever possible from Early Childhood Education, in at least 50% of public schools, 10% every two years until the end of the term of this PME, in order to serve at least 25% of basic education students (GUAPIMIRIM, 2015)
Itaguaí Law n. 3,324, 30 June 2015	Goal 6. Expand the provision of full-time education in the municipal education network, to serve at least 25% (twenty-five percent) of basic education students (ITAGUAÍ, 2015)
Japeri Law n. 1,301, 23 June 2015.	Goal 6. Offer full-time education in at least 50% (fifty percent) of public schools, to serve at least 25% (twenty-five percent) of basic education students, by the end of the term of this plan (JAPERI, 2015)
Magé Law n. 2,267, 16 June 2015	Goal 6. Offer full-time education in at least 50% (fifty percent) of public schools, to serve at least 25% (twenty-five percent) of education students basic (MAGÉ, 2015)
Mesquita Law n. 908, 29 June 2015.	Goal 6. Offer full-time education in at least 50% (fifty percent) of public schools, in order to serve at least 25% (twenty-five percent) of the students of the basic education (MESQUITA, 2015)
Nilópolis Law n. 6,490, 03 September 2015.	Goal 6: offer, by the end of the term of the municipal education plan, full-time education in at least 50% (fifty percent) of public schools, to meet at least 25% (twenty-five percent) of the students of basic education NILÓPOLIS, 2015)
Nova Iguaçu Law n. 4,504, 23 June 2015.	Goal 6 - Offer full-time education in at least 50% (fifty percent) of public schools to serve at least 25% (twenty-five percent) of students in basic education (NOVA IGUAÇU, 2015)
Paracambi Law n. 1,169, 18 June 2015	Goal 6 - Offer full-time education in at least 50% (fifty percent) of public schools, to serve at least 25% (twenty-five percent) of the students of the Basic Education (PARACAMBI, 2015)
Queimados Law n. 1,251, 15 June 2015.	Goal 6 - Offer full-time education in at least 70% (seventy percent) of public schools with adequate physical and professional structures to carry out different activities to meet at least 50% (fifty percent) of the students of basic education of the municipal Education System, until the end of the term of this PME (QUEIMADOS, 2015)
São João do Meriti Law n. 2004, 17 June 2015.	Goal 6: offer full-time education in at least 50% (fifty percent) of public schools, to serve at least 25% (twenty-five percent) of the

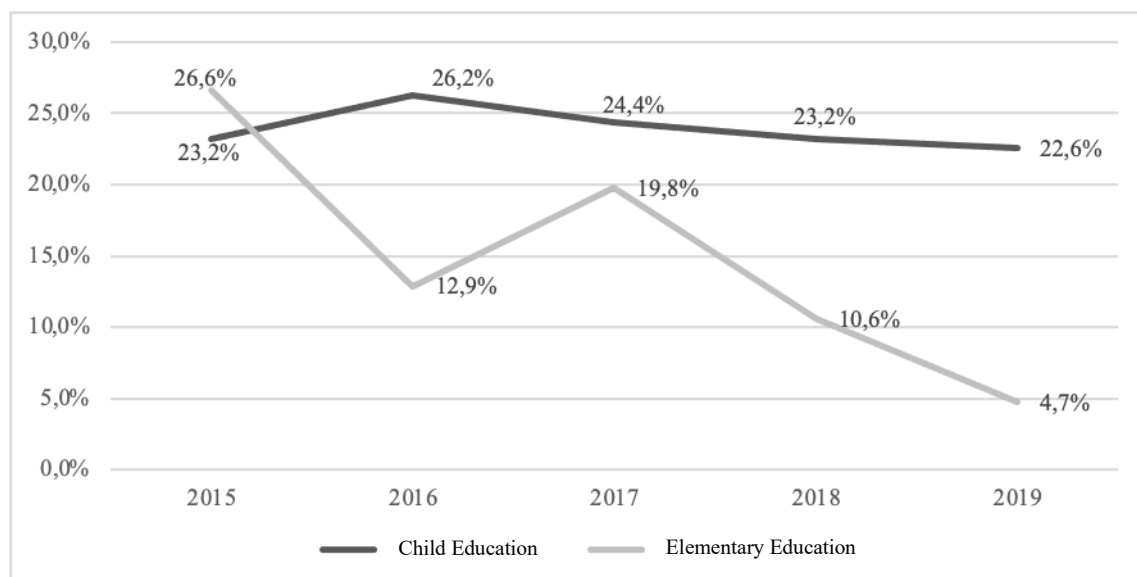
	students of the basic education (SÃO JOÃO DO MERITI, 2015)
Seropédica Municipal Law n. 566, 1 July 2015.	Goal 6: Offer full-time education in at least 50% of public schools, to serve at least 25% of basic education students (SEROPÉDICA, 2015)

Source: Devised by the authors based on Belford Roxo (2015), Duque de Caxias (2015), Guapimirim (2015), Itaguaí (2015), Japeri (2015), Magé (2015), Mesquita (2015), Nilópolis (2015), Nova Iguaçu (2015), Paracambi (2015), Queimados (2015), Seropédica (2015) and São João de Meriti (2015)

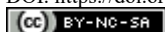
The preparation of such plans, in line with the PNE 2014-2024, not only signals the fulfillment of what was determined in Law n. 13,005/2014, but also points to an effort to integrate the planning of Brazilian education, through the articulation between the Plans in federated entities (SOUZA, 2017). For Souza (2017), the fact that these Plans are constituted as State policies would contribute to the reduction of oscillations in educational (government) policies.

However, in the case of full-time education, this effort to increase the number of enrollments in this modality, expressed in the 2014-2024 PNE and in the Baixada Fluminense Municipal Plans, did not materialize in the permanent expansion of this service. Graph 1, which shows the average share (in %) of full-time enrollments in the total enrollments in Basic Education, in the Baixada Fluminense, in the period 2015-2019, makes it possible to identify that: i. early childhood education shows small fluctuations, remaining close to the target of 25% of students; and, ii. elementary education showed a significant decrease, with a sharp drop in the number of full-time enrollments between the years 2017 and 2019.

**Graph 1** – Average share of full-time enrollment in total enrollment in Basic Education in Baixada Fluminense, 2015-2019 (in %)



Source: Devised by the author based on the results from School Census (BRASIL, 2015; 2016a; 2017; 2018; 2019)



In order to contribute to the reflections on the numbers associated with full-time enrollments from the approval of PMEds, Table 3 shows the participation of full-time enrollments, in Childhood Education, on the total enrollments, at this stage, in teaching in the municipalities of Baixada Fluminense, from 2015 to 2019.

**Table 3** – Share of full-time enrollment in total enrollment in Childhood Education, by municipality, 2015-2019 (in % and absolute value)

Municipality	2015		2016		2017		2018		2019	
	%	total	%	total	%	total	%	total	%	total
Belford Roxo	13,3	641	12,3	613	14,2	739	13,9	790	11,6	704
Duque de Caxias	21,7	2.015	24,0	2.564	23,0	2.596	23,3	2.593	24,3	2.829
Guapimirim	39,4	656	38,4	629	43,2	755	44,1	845	42,1	857
Itaguaí	67,8	3.283	70,4	3.766	48,7	2.478	49,3	2.550	46,5	2.433
Japeri	16,7	357	17,8	364	17,4	340	16,4	334	14,6	329
Magé	0,0	0	31,4	1.812	38,5	2.657	38,4	2.959	41,6	3.571
Mesquita	24,5	537	36,2	930	36,4	929	27,7	790	28,3	862
Nilópolis	35,3	523	36,6	646	35,2	680	34,5	647	35,2	799
Nova Iguaçu	16,8	1.156	14,8	1.066	15,2	1.118	6,1	487	2,1	176
Paracambi	12,6	121	8,3	76	5,9	55	6,1	61	6,4	61
Queimados	1,9	31	8,1	158	7,1	138	8,2	151	8,0	153
São João do Meriti	27,3	1.211	22,5	1.081	19,3	1.025	18,2	1.047	16,0	928
Seropédica	24,5	679	20,0	533	12,8	268	15,8	335	16,6	378

Source: Devised by the author based on the results from School Census (BRASIL, 2015; 2016a; 2017; 2018; 2019)

The Report of the third PNE Target Monitoring Cycle – 2020 (BRASIL, 2020) pointed out that the highest percentage of full-time enrollments in the country is seen in childhood education, already surpassing the percentage of full-time enrollments established in the PNE 2014- 2024 (25%). However, the moment of movement cannot be observed in the data referring to enrollments in this modality in all municipalities in the Baixada Fluminense.

Data analysis allows us to identify that five municipalities showed an accumulated increase in the numbers of full-time enrollment in child education, from 2015 to 2019, namely: Duque de Caxias (2.6%), Guapimirim (2.7%), Mage (41.6%), Mesquita (3.8%) and Queimados (6.1%). However, although Queimados has shown growth in this period, it has not yet approached the 25% determined by Goal 6 at the national level and reiterated at the municipal level.

The drop accumulated in that period can be observed in the following municipalities: Belford Roxo (-1.7%), Itaguaí (-21.3%), Japeri (-2.1%), Nilópolis (0,1%), Nova Iguaçu (-14.7%), Paracambi (-6.2%), São João do Meriti (-11.3%) and Seropédica (-7.9%). Of these, only Itaguaí and Nilópolis have a percentage of full-time enrollments in childhood education

higher than what was determined in the PNE (2014-2024) and in the Plans of these municipalities.

In this way, data analysis makes it possible to identify that the maintenance of full-time care for those children already enrolled is a challenge for the region. In the municipalities of Belford Roxo, Guapimirim, Itaguaí, Japeri, Nova Iguaçu, Queimados and São João do Meriti, a decrease in the number of full-time enrollments was observed in the period 2018-2019.

As pointed out, the provision of full-time education for the most vulnerable strata of the population is understood as a social protection strategy, present in guidelines from international organizations and in the documents that regulated full-time in the country, in this sense, the reduction this service goes against actions for the protection of children. And, also, considering the strong inequality present in the Baixada Fluminense, the offer of full-time education would be one more possibility to contribute so that children in the region could have their rights to education, food and protection guaranteed.

The provision of full-time education, as pointed out by the PNE 2014-2024 itself, requires coordination between federal entities, to enable the mitigation of administrative and financial inequalities for the realization of this right. In the case of municipalities in the region, even if they could count on *Proinfância*, difficulties associated with the program's determinations, as a physical space for the construction of new institutions, constituted obstacles to their progress in these locations, thus contributing to increase the challenges for the provision of full-time education (NUNES, 2015; SOUZA *et al.*, 2017).

In the case of elementary education, Table 4, which shows the participation of full-time enrollments at this stage, in the municipalities of Baixada Fluminense, in the period from 2015 to 2019, makes it possible to identify an oscillation in the service between the years of 2015 and 2018, and a dizzying fall in the year 2019.

**Table 4** – Participation of full-time enrollments in total enrollments, in Elementary School, by municipality, 2015-2019 (in % and absolute value)

Municipality	2015		2016		2017		2018		2019	
	%	total	%	total	%	total	%	total	%	total
Belford Roxo	41,4	12.073	1,7	457	29,6	8.060	39,1	10.716	2,6	704
Duque de Caxias	0,0	0	0,9	487	20,8	11.534	5,3	2.870	3,9	2.027
Guapimirim	23,2	1.263	1,5	81	25,8	1.503	0,0	0	0,0	0
Itaguaí	19,8	2.785	19,6	2.752	23,4	3.225	3,2	440	9,7	1.303
Japeri	0,0	0	0,0	0	0,0	0	0,0	0	0,0	0
Magé	16,1	4.267	6,6	1.754	19,5	5.258	18,4	4.933	0,1	19
Mesquita	47,3	4.145	23,3	1.909	8,6	685	21,1	1.630	8,0	627
Nilópolis	22,7	1.886	1,4	122	2,0	168	2,9	247	3,6	287



Nova Iguaçu	48,9	23.208	21,5	10.162	16,3	7.728	16,9	8.160	7,8	3.730
Paracambi	2,1	78	42,7	1.660	37,2	1.417	0,0	0,0	13,9	512
Queimados	22,3	2.382	18,5	1.984	26,9	2.906	0,0	0	0,0	0
São João do Meriti	39,2	6.889	13,1	1.980	32,7	5.564	18,3	3.237	5,2	927
Seropédica	62,6	6.930	16,7	1.840	14,1	1.541	12,8	1.344	6,4	621

Source: Devised by the author based on the results from School Census (BRASIL, 2015; 2016a; 2017; 2018; 2019)

Data analysis makes it possible to identify a profound difference between the goal established by the PNE 2014-2024 and the Municipal Plans, and full-time enrollment data in elementary education. Of the thirteen cities that make up the Baixada Fluminense, only in Duque de Caxias and Paracambi it is possible to observe an accumulated increase in the numbers of full-time enrollment in elementary school, in the period from 2015 to 2019, of 3.9% and 11.8%, respectively. However, according to the 2019 School Census, of the 51,889 enrollments in elementary school in Duque de Caxias, only 2,027 (3.9%) are full-time. In Paracambi, in 2019, of the 3,694 enrollments, 512 (13.9%) are in this modality.

The fluctuations between the percentage of enrollments in full-time elementary education in the period from 2015 to 2018 may be related to moments of political instability that resulted in the suspension of financial resources for the More Education Program and the creation of the New More Education Program which, among other changes in relation to the program that preceded it were not necessarily linked to the expansion of the school day from a full-time perspective (IGLESIAS, 2019; MENEZES; DINIZ JÚNIOR, 2020).

In 2019, it is possible to observe a significant drop in the percentage of full-time enrollments in elementary school. It should be noted that in 2019, the first year of Jair Bolsonaro's term<sup>7</sup>, no new strategy for the promotion of full-time education was signaled, nor even the continuity of the transfer of financial resources to schools for the continuity of the PNME. Thus, from the data, it is possible to infer that the lack of a strategy, on the part of the federal government, was an element that deepened the municipalities' inability to offer full-time elementary education to students.

Aside from this finding, it can be pointed out that the logic with which the federal government dismantled such policy, increased existing inequalities, since cities and states, which offered full-time education to students, no longer do so. In this sense, it is possible to understand that the provision of full-time education, as a public policy of the State, demands planning for the treatment of regional and local differences and inequalities, for those who

<sup>7</sup> Jair Bolsonaro's government proposal – “Brazil above all, God above all” – as a presidential candidate, did not make any mention or proposal for full-time education.

know, to be effectively constituted as a strategy that enables subnational instances can, according to their reality, plan, execute and sustain their policies.

### **Final considerations**

The study presented here evidenced the understanding of the expansion of the school day, towards full-time, as a strategy for confronting inequalities, from the perspective of social protection. It was evidenced that Brazil has experienced movements associated with attempts to implement policies (inducing) full-time education, with the process of regulating the metrics associated with this time and with the insertion of this modality in the national education planning instrument, the PNE 2014-2024.

The fact that the municipalities in the Baixada Fluminense adapted or elaborated Municipal Education Plans was highlighted, in line with what was determined in Law No. 13,005/2014. In the specific case of full-time education, of the 13 municipalities that make up the region, 12 indicated a specific target related to this modality in their plans. And yet, the city of Duque de Caxias, despite not having presented a specific goal, included this discussion in the goals associated with childhood education and elementary education.

However, data analysis made it possible to identify that this confluence between the PMEds and the 2014-2024 PNE was not sufficient to guarantee the provision of full-time education in childhood education and elementary education. It was highlighted that the instability associated with the induction - financial and technical - by the Union, materialized in the PME and PMNE, contributed to the fluctuations in the numbers of full-time enrollments in elementary education. In such a way, it is considered that the absence of regulation of the collaboration regime, pointed out in the PNE as an important strategy for the achievement of the actions of this plan and the country's political instability, contributed to the new plan being no more than intentions, without the due (and necessary) materialization. After all, there is no public policy without planning, financing and articulation.

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