


Challenges of implementing full-time education policy in the state of Alagoas

Os desafios na implementação da política de educação em tempo integral no estado de Alagoas

Los desafíos en la implementación de la política de educación a tiempo completo en el estado de Alagoas

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Abstract: The discussion on full-time education is present in different spheres of educational policy. The aim of this article was to present the challenges experienced by school actors in implementing the Alagoas Full-Time Education Program (*Programa Alagoano de Ensino Integral*) and the consequences of the policy for the realization of the right to full-time education. The methodology was based on a qualitative approach, using the case study method. The data collection instrument was a semi-structured interview with ten actors who experienced the process of implementing the program. The main results of the research were that the challenges to implementing the program were: Understanding the policy among the school's actors; keeping students in school; updating teaching materials; and, finally, financial and human resources.

Keywords: Full-time Education. Alagoas Full-Time Education Program. Public education in Alagoas.

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Resumo: A discussão sobre a educação em tempo integral está presente em diferentes esferas da política educacional. O objetivo do artigo foi apresentar os desafios vivenciados pelos atores escolares para a implementação do Programa Alagoano de Ensino Integral e os desdobramentos da política para a efetivação do direito à educação em tempo integral. A metodologia esteve pautada na abordagem qualitativa, tendo como método, o estudo de caso. O instrumento de coleta de dados foi a entrevista semiestruturada com dez atores que vivenciaram o processo de implementação do programa. Como principais resultados, os participantes da pesquisa destacaram que os desafios para a implementação do programa foram: o entendimento da política entre os atores da escola; a permanência dos estudantes na escola; a atualização de materiais didático-pedagógicos; e, por fim, os recursos financeiros e humanos.

Palavras-chave: Educação em Tempo Integral. Programa Alagoano de Ensino Integral. Educação pública alagoana.

Resumen: La discusión sobre la educación a tiempo completo está presente en diferentes esferas de la política educativa. El objetivo del artículo fue presentar los desafíos experimentados por los actores escolares para la implementación del Programa de Educación Integral de Alagoas (*Programa Alagoano de Ensino Integral*) y los desarrollos de la política para la realización del derecho a la educación a tiempo completo. La metodología se basó en el enfoque cualitativo, teniendo como método, el estudio de caso. El instrumento de recolección de datos fue la entrevista semiestruturada con diez actores que vivieron el proceso de implementación del programa. Como principales resultados, los participantes de la investigación destacaron que los desafíos para la implementación del programa fueron: la comprensión de la política entre los actores de la escuela; la permanencia de los estudiantes en la escuela; la actualización de materiales didáctico-pedagógicos; y, por último, los recursos financieros y humanos.

Palabras clave: Educación a tiempo completo. Programa de Educación Integral de Alagoas. Educación pública en Alagoas.

1 INTRODUCTION

Public policies are mechanisms that represent the “*State in Action*” or state intervention (Azevedo, 2004). This intervention consists of drawing up and implementing public policies with the aim of solving society's demands, bearing in mind that it is up to the state to develop actions that solve problems in order to reduce social, cultural, economic and educational inequalities.

In the field of education, the construction of educational policies is the way for public education to meet the demands of the school system at all levels. Through educational policies, it is possible to concretize structural, didactic-pedagogical, political and financial and human resources issues that arise in the educational arena and in the struggles that are waged in the political clash. However, the drafting of educational policies is laden with intentions, as it reflects the form and content that will be transmitted to people in order to constitute the types of society that are desired (Martins, 1993).

It should be noted that the participation of civil society and public school professionals in the process of formulating and implementing educational policies is also a relevant aspect for their realization, since it is these professionals, along with the school community, who will experience the proposals made (Ball; Maguire; Braun, 2016). The design of policy planning is a dimension to be analyzed, as it can show the limits and



conflicts that have been/are being faced in the construction of the policies that are being developed in this area.

The discussion on full-time education dates back to the 1930s, when the Movement of the Pioneers of New Education (*Movimento dos Pioneiros da Educação Nova*) advocated public, secular, free and socially-oriented education for all (Azevedo, *et al.* 2010). Full-time education remains a demand to this day, and is present in the speeches of government officials and global education movements, as well as being part of the defenses of political and social groups fighting for better conditions of access, permanence and success in Brazilian education.

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The Alagoas Integral Education Program (*Programa Alagoano de Ensino Integral - PALEI*) was established during the first administration (2015-2018) of governor José Renan Vasconcelos Calheiros Filho, affiliated to the Brazilian Democratic Movement (MDB) party, in the state of Alagoas. During the period when PALEI was being formulated, the state secretary of education was José Luciano Barbosa da Silva, who also held the position of vice-governor of the state. It is worth noting that this secretary was mayor for two terms (2005-2012) of the municipality of Arapiraca, the second largest city in the state. During his time in office, he set up ten full-time elementary schools, a pioneering situation in the state of Alagoas.

With the institution of Law No. 13,415, of February 16th, 2017, a policy implemented under the government of President Michel Temer (August 31st, 2016 to January 1st, 2019), of the Brazilian Democratic Movement (MDB), new measures were adopted for secondary education in the country, among them “the transfer of funds from the Ministry of Education to the States and the Federal District for a period of ten years per school, counting from the date of the beginning of the implementation of full secondary education in the respective school [...]” (Brasil, 2017, Article 13, sole paragraph).

This initiative was possible because the aforementioned reform of secondary education also created, through Resolution 16 of December 7th, 2017, the Policy to Promote the Implementation of Full-Time Secondary Schools (*Política de Fomento ao Ensino Médio de Tempo Integral - PFEMTI*). In this way, Brazilian public schools were able to take part in the selection process for the implementation of a full-time school for this stage of basic education. However, Barbosa and Colares (2019, p. 310) point out that



“in principle, funding for full-time secondary schools is guaranteed. However, there are doubts as to whether there will actually be conditions for passing on these funds to schools that choose to join the program”. This is because the approval of the proposed Amendment to the Constitution No. 55 of 2016, which froze public spending for 20 (twenty) years, made it impossible for the services offered by the state to be financed.

In this sense, it is worth pointing out that the 62 (sixty-two) schools participating in PALEI, in the year of implementation of the federal government policy, became part of the national policy, receiving federal funds for the implementation of full-time secondary education, as advocated by Law No. 13,415 of February 16th, 2017. Thus, criteria were defined so that school units could participate in the process to receive funds from the federal government, such as: I - identification and delimitation of the actions to be financed; II - quantitative targets; III - physical-financial execution schedule; and IV - start and end forecast for the execution of the actions and the conclusion of the programmed stages or phases (Brasil, 2017).

The process of implementing PALEI took place in 2015 and its pilot project was the Marcos Antônio Cavalcante Silva State School, located in the Benedito Bentes neighborhood, in the city of Maceió, Alagoas. The process took place gradually, with 47 (forty-seven) schools in 2018, distributed across 13 (thirteen) Special Education Departments (GEE), in the capital and in the interior of the state (Alagoas, 2019).

The schools did not join PALEI spontaneously, but on the basis of the criteria published in Notice No. 003/2015 of the State Department of Education (SEDUC), dated June 11, 2015.

a) Not be the only school offering secondary education in the municipality; b) Have a minimum infrastructure; c) Maximum occupancy rate of 75% and d) Present a simplified study of the vocational, cultural, social and economic potential of the school's region. It is also important to note that the schools should be able to offer exclusively secondary education from the 2018 school year, as well as develop, from 2016, the management plan for implementing full-time education in the first year of secondary education (Alagoas, 2015).

Another element for joining PALEI in the first years of its implementation (2015 and 2016) was the preparation of a Pedagogical Action Plan, which aimed to present the local demands, the physical structure and human resources, the way high school would be offered and, finally, the complementary activities that the school intended to develop, in order to enable students to play a leading role in their lives (Alagoas, 2015).

In subsequent years (2017 and 2018), the selection of schools for the implementation of PALEI began to take into account the evaluation carried out by SEDUC, observing the school infrastructure and the interest of the school units in offering comprehensive education through the program, also considering the criteria of the federal policy. According to the information found on the SEDUC website (2022), there has been an expansion in the provision of comprehensive education in schools, serving 107 (one hundred and seven) schools in the state network.

The aim of this article is to present the challenges experienced by school actors in implementing the Alagoas Full-Time Education Program and the consequences of the policy for the realization of the right to full-time education.

The methodology was developed using a qualitative approach, from the perspective of field research (Minayo, 2010), as it allows the researcher to analyze the reality in which they are inserted, in order to interpret the data and understand the relationships that are established in this environment. The method used was the case study, whose main objective is “to investigate a contemporary phenomenon (“the case”) in depth and in its real-world context, especially when the boundaries between the phenomenon and the context may not be clearly evident” (Yin, 2015, p. 17).

The data collection instrument was a semi-structured interview with 10 (ten) actors who experienced the process of implementing the program at the school: The High School Supervisor³; the General Manager; the Assistant Manager; the School Secretary; the two Pedagogical Coordinators; and four Teachers. The data was interpreted using content analysis (Bardin, 2002).

The text is structured in 2 (two) parts that complement each other, in addition to this introduction and the final considerations. The first part reflects on public policies and full-time education. The second part presents the challenges of implementing PALEI in the school, based on listening to the voices of the participants.

2 PUBLIC POLICIES AND FULL-TIME EDUCATION

Education is a constitutional right described in the legal frameworks that regulate the area, in particular the 1988 Federal Constitution (Brasil, 1988) and the National Education Guidelines and Bases Law, Law No. 9.394 of December 20th, 1996 (Brasil, 1996). Thus, educational policies must ensure that this right is fulfilled so that all Brazilians have access to education, with the necessary conditions for comprehensive training.

³Nomenclature used until 2022 to designate the SEDUC technician responsible for the secondary school stage.



Within these possibilities, on June 25th, 2014, the National Education Plan, Law No. 13,005/2014 (Brasil, 2014), was approved, being the reference for the development of educational policies for the next decade, highlighting, in goal 6 (six), the expansion of full-time education.

As Azevedo *et al.* (2010) argue, in the context of educational policy, some proposals are configured as government policies in order to achieve goals for improving public education. As far as full-time education is concerned, in the 2000s it was possible to see some trials through the More Education Program, which aimed to extend the school day for a fraction of students who were in line with the profile and characteristics presented by the program, offering after-school tutoring activities and extracurricular activities developed through artistic, cultural and sporting expressions (Leclerc; Moll, 2012).

Studies by Santos and Prado (2014), Castro and Lopes (2011), Gomes (2018) reflect that the program was not configured as a full-time education due to a lack of commitment and political will, since in addition to the political-pedagogical guidelines, structural elements of the school were needed, aligned with the coverage of professionals who demanded greater quality in the process experienced and favored a social insertion of students into the school context, so that it could satisfy the political-educational needs of the subjects involved. In addition, the More Education Program has been affected by issues inherent to the overall context of education, such as school infrastructure, teacher pay, professional training and the lack of equipment and materials to carry out the activities. In this scenario, it can be seen that the development of educational policies is complex (Martins, 1993), implying the construction of dynamic processes in the educational sphere.

Other experiences of full-time education or extending the school day have also been evident in the Brazilian context since the 1950s and were extended in later years in various regions of the country, in an attempt to make full-time education possible for the subjects involved and to reduce the social and educational inequalities present in the history of Brazilian education.

Among the experiments, the following stand out: The Carneiro Ribeiro Educational Center (CECR), in the 1950s, in the state of Bahia; the Brasília Park School and the Vocational Gyms, in the 1960s, in the state of São Paulo; the Integrated Public Education Centers (CIEP's), in the 1980s, in the state of Rio de Janeiro; the Integral Child Training Program (*Programa de Formação Integral da Criança - PROFIC*), between 1986 and 1993, in the state of São Paulo; and the Comprehensive Child Care Center/National Program for Comprehensive Child and Adolescent Care (*Centro de Atenção Integral à*



Criança/Programa Nacional de Atenção Integral à Criança e ao Adolescente - CIAC/CAIC), in the 1990s, as a national policy.

It can be seen that the objectives of some of the experiments implemented were not achieved as planned, with the aim of improving Brazilian public education. The factors that may have contributed to the projects and programs not fully materializing were “political instability, insufficient oversight mechanisms, the practice of democracy, evaluation and information on the part of civil Society” (Guimarães; Souza, 2018, p. 161).

In this regard, Parente (2017, p. 23) also presents elements that contribute to understanding the lack of consolidation of full-time education in Brazil:

It can be said that full-time education is a recurring theme on the political agenda of Brazilian education. However, the issue has not always received enough political traction to move towards the formulation and implementation of policies. At times, policies in the area have been formulated and implemented in isolation, by a few federal entities; and many of these policies have been permeated by discontinuity, a very common aspect of Brazilian public management.

With regard to the current National Education Guidelines and Bases Law (*Lei de Diretrizes e Bases da Educação Nacional*), Law No. 9.394/1996, full-time education is timidly explained in Early Childhood Education, considering the integral development of children up to 5 (five) years of age, “childcare of at least 4 (four) hours a day for part-time and 7 (seven) hours for full-time” (Article 31, item III). As far as primary education is concerned, Article 34 of the law stresses that “[...] it will progressively be taught full-time, at the discretion of the education systems”. Article 87 emphasizes that “every effort will be made to progress urban public primary school networks towards full-time schools” (Brasil, 1996).

Goal 6 (six) of the National Education Plan (2014-2024) states: “To offer full-time education in at least 50% (fifty percent) of public schools, in order to serve at least 25% (twenty-five percent) of basic education students” (Brasil, 2014). It should be noted that this Plan is the driving force behind the development and implementation of local policies, which are drawn up on the basis of local planning, with a view to contributing to political and educational organization.

The Alagoas State Education Plan, Law No. 7.795/2016, in force for 10 years (2016-2026) is in line with goal 6 (six) of the current National Education Plan (2014-2024), conforming to the same objective of providing full-time education in the state. The strategies for the area are intended to meet the requirements of this goal, in a progressive manner, such as pedagogical and multidisciplinary support, the construction/expansion



and/or adaptation of public schools, the guarantee of school meals, the promotion of educational, cultural and sporting activities, among others (Alagoas, 2016).

The Education Plans that have been drawn up highlight the importance of full-time education in their goals and strategies, favoring the implementation of policies that can become necessary mechanisms for the realization of an education that guarantees subjects access to good quality education, since extending the school day can make it possible to improve the paths taken.

Recently, on the educational policy scene and, more specifically, on the agendas and agendas of governments (district, federal, state and municipal), the implementation of full-time education was proposed through the Full-Time School Program, by the government of Luiz Inácio Lula da Silva (2023-2026), of the Workers Party. This program was instituted by Law No. 14,640, of July 31st, 2023, with the aim of encouraging the creation of full-time enrollments in basic education (Brasil, 2023).

The political and social movements⁴ believe that this approach to education can broaden opportunities and improve the education offered to public school students. The debate on extending the school day is also provided for in regulations, guidelines, legal documents and in the various spheres of society. It should therefore be emphasized that a full-time education policy on the scale of Brazil's is a challenge to be faced, considering the multiple realities and political-educational dimensions of Brazil's municipalities and states.

The next section presents the challenges of implementing full-time education in the context of education in Alagoas, based on the Alagoas Full-Time Education Program.

3 THE CHALLENGES OF IMPLEMENTING PALEI AT SCHOOL

The purpose of this section is to present the challenges experienced by school actors in implementing the Alagoas Full-Time Education Program and the policy's consequences for making the right to full-time education a reality.

Education is a complex field (Lima, 2003) that emerges from correlations of forces in the development and implementation of public policies to tackle socio-educational inequalities. In turn, the policies implemented in the field of education suffer interference and conflicts of interest, which reflect on their implementation and understanding, since the

⁴National Association for the Training of Education Professionals; National Association for Education Policy and Administration; National Association for Graduate Studies and Research in Education; National Forum of Directors of Colleges/Centers/Departments of Education or Equivalents of Brazilian Public Universities; National Association for Research in Education Financing, among others.



school is made up of various subjects who have different perspectives and conceptions of the world, society, the individual and education.

In this respect, drawing up a public policy requires a wide-ranging process of collective discussion in order to list the strategies and practices that are appropriate for its implementation. It is well known that, in order to make planning a reality, whether at a local or global level, the state needs to guarantee the conditions for access, permanence and success at school. It is therefore possible to see, in the context of education, that the challenges of implementing policies, programs and projects permeate the educational landscape.

In the case of the Alagoas Integral Education Program, some challenges and obstacles have persisted since its implementation in 2015. An educational policy is interpreted and reconfigured on the school floor, based on the readings, interpretations and understandings of the actors who are involved in the day-to-day action. Every public policy needs the actors to understand its conception, purpose, curricular design and organizational structure so that it can be put into practice on the school floor. This was and continues to be one of the challenges experienced, according to the participants in the research:

I think the main thing is understanding... for me the main agony is the teachers general understanding of what comprehensive education is, because for me that's the most important thing. I think that comprehensive education can and should be implemented in all schools, even if the school isn't full-time. That's my main challenge. Making sure that students have this integral education and are not trained, which is my main concern, to reproduce cheap labor. I would like the world and the school to give them the chance to choose to be well-paid, well-qualified professionals [...] (Teacher 2).

I think the main challenges [pause] were firstly the process of sensitizing the teachers to the pedagogical proposal, and the families were also a big challenge because at that time there was still a very strong understanding that they had to study at one time and work at another. So breaking with this culture was very difficult, students changed schools when they had a job opportunity, underemployment, in fact. So dropout was a significant issue at the beginning [...] (Secondary School Supervisor).

As you can see through the report of Teacher 2, understanding the policy is an important element for the practice that will be carried out at the school, since it is only possible to develop activities when you know the pedagogical proposal that is being made possible. It is worth mentioning that the implementation of the policy takes place through its educational understanding by all those who make up the school. For this to happen, it is



necessary for the education secretariats and the management team to provide moments of study and discussion that deal with educational policy.

Therefore, understanding the meaning of the policy is a necessary element in understanding the nuances and conceptions of society, education and the human being that are in force in the pedagogical concept. Teacher 2 statement makes it clear that he is concerned about what is being proposed for the students. His understanding of integral education as a perspective of human formation in its entirety is an important aspect, given that it dialogues with the assumptions advocated for an emancipatory, dialogical and permanent education (Cavaliere, 2002).

The concept of comprehensive education that goes beyond curricular content and the training of labor for the job market, which are associated with a market and managerialist policy⁵, can be reflected in the teacher's practice in the classroom, breaking with the paradigms of a clientelist education aimed at training workers to work in precarious situations.

For Teacher 2, “comprehensive education can and should be implemented in all schools, even if the school is not full-time”. Understanding this difference, that comprehensive education does not correspond to extending the school day, is the crucial point for teachers planning and practice to be, even within an evaluative and meritocratic system, a path of possibilities for comprehensive education in all its dimensions.

From this perspective, the school and the teacher will be able to become aware of the pedagogical proposal, understanding it and analyzing it from the point of view of the intentions that are linked to it. The High School Supervisor's speech shows that there is a need for teacher training in the state school system. Another aspect highlighted is understanding on the part of the students families. According to Silva (2015), the way parents are received at school makes all the difference to their performance, their involvement in activities and the construction of elements that can contribute to the students teaching and learning process.

Another element highlighted by the participants was the issue of students staying in school.

With the implementation of PALEI, one of the challenges is to keep students in school. It's one of the biggest challenges. We deal a lot

⁵The perspective of managerial logic in education has as its basic principle the transformation of the school into a competitive environment, in which its members are co-responsible for the results obtained in the evaluations developed to measure the quality of education. As a result, schools that don't perform well in the assessments are seen as inefficient and incapable. This makes entrepreneurs increasingly legitimize their insertion into the public education system (Silva, 2023, p. 114-115).



with parents who come to get a transfer, and we sit down, we talk, we show them that their child is going to leave here with a job, but then there's the financial issue, there's a whole series of issues. We fight every day for the student to stay in school. This is one of the great challenges of the PALEI school. It's getting the student to stay (Manager).

It's challenging for a teenager like that, at an age when the job market is already... In a way, he's at this 9 hour school knowing that at home he's lacking... Parents often rely on them for this active force, right? So, to keep them here... access is achieved, permanence to a certain extent and the continuity that we keep fighting because the economic and social scenario itself doesn't allow them to stay here (School Secretary).

Student retention is a constant challenge in full-time schools, since the reality of Brazilian youth forces them to work from an early age to help support their families. This is a reality that permeates the lives of young people all over the country, as many are forced to break the school cycle to work precarious jobs that do not guarantee their labor rights.

From this point of view, the transfer of working students to another school has changed the profile of students in Youth and Adult Education (*Educação de Jovens e Adultos - EJA*), as they are increasingly becoming part of this type of education at an earlier age. Sometimes, they also give up studying because they consider that school no longer makes sense to them, since their focus is on working to supplement the family's income.

The Alagoas state government, with the aim of minimizing the school dropout rate, created the 10 School Card (Cartão Escola 10)⁶. This is a program to combat school dropouts by passing on educational incentives to students in the state's public school system. According to information on the SEDUC website (2023), more than 215 million reais were invested in the program and all high school and EJA high school students are entitled to receive the incentive: 1 - Return Scholarship: R\$ 500.00 for all regular high school and EJA high school students who returned to face-to-face classes in 2021; 2 - Permanence Scholarship: R\$ 100.00 for all high school and EJA high school students with attendance above 80% in the classroom; 3 - Completion Scholarship: R\$ 2.000.00 for all high school graduates from the state public school system.

The program was created in 2021 with the aim of returning students to school after the Covid-19 pandemic, as a way of helping students to stay in school and combat school

⁶At the federal level, the School 10 Card was the reference for the creation of the “Pé-de-Meia Program”, which is a financial-educational incentive for high school students in public schools across the country. This policy was created by Law No. 14,818 of January 16th, 2024.



dropouts. Based on the above, it is considered to have been an important initiative in the education scenario in Alagoas, given the objective realities faced by young people in the state's public schools.

In addition to the challenges pointed out, the management team is concerned about providing students with proposals that encourage student participation and action, such as field classes, as reported by the manager: “[...] we're going to take the whole school to the museum. So this was thought out because it will take the students out of the school field where they will experience a different kind of lesson in the museum, together with their teachers [...]”. The role of school management is important in designing activities that enable broad knowledge through interdisciplinarity (Lück, 2009). The various strategies to ensure that students stay at school all day are ways of making a full-time school work.

In the context of the school's organizational process, Teacher 4 statement draws attention to the fact that the school needs to think about “[...] the practical part, recreational moments directed at them so that they can make the most of learning, but that bring a playfulness so that they feel... it's more dynamic”. The teacher also pointed out that students need “[...] more time to rest or activities that are more enjoyable”. In this way, offering sports, field classes, artistic and cultural activities contributes to students staying at school, as well as being a way of providing them with an integral education (Penin; Vieira, 2002).

School infrastructure is a necessary element in the consolidation of quality education, given that school environments (laboratories, library, cafeteria, sports courts, reading rooms) are considered pedagogical spaces that can directly affect the students development and learning process (Silva; Aguiar, 2019).

From this perspective, the respondents pointed out that the school's infrastructure is a positive aspect of the school, as it meets the legal requirements of the Program for the Promotion of Full-Time Secondary Schools, but that it needs minor repairs and renovations, such as bathrooms with showers for bathing, a space for resting, to better meet the accommodation needs of students and school staff.

The challenges include the acquisition of material and pedagogical resources for the development of activities, as can be seen in the testimonies:

Minimal structure. It would need improving. It's not even the physical structure, but the equipment that would need improving, the robotics room, we have a computer lab, but there are few computers, there's a library, but the collection is small. So, we have the infrastructure, but the equipment needs improving (Pedagogical Coordinator 1).

In terms of physical space, yes. It has plenty of space. If you look at the outdoor areas, they just need more material. There needs to be more material for... like a complete science laboratory, robotics, they're a bit out of date. There's a robotics lab, a computer lab, a science lab, but they're out of date. They're not updated every two or three years, they need more investment, right? But the physical space is excellent, you can diversify a lot in the areas (Teacher 1).

There are plenty of activities to do but there are very few reservations I would say, for example, having more projectors because there are so many teachers, but in any case our school has an auditorium, a chemistry lab, a library, a sports court, a very nice canteen, and the meals are also very good quality. In general, it's a very well-structured school. I think there's very little that needs to be included, but it doesn't do much harm [...] (Teacher 2).

It's not enough today because we have a lack of resources in terms of materials. We've even asked for it now because we were having problems with the council, with funding, adjusting (Teacher 3).

In the case of the school researched, it meets the criteria required by the Ministry of Education to offer full-time education, as presented in Ordinance No. 1,145, of October 10th, 2016, which instituted the Program to Promote Full-Time High Schools.

Another program that contributes to the provision of full-time education is *Equipa Escola*, whose purpose is to provide the acquisition and distribution of equipment for the infrastructure of schools in the Alagoas state public network. The program invests in capital equipment such as air conditioning, school desks, kitchen kits, teaching materials, computers and printers for the schools.

The Alagoas state government's initiative is a step forward in guaranteeing school infrastructure, one of the aspects that contribute to the consolidation of a full-time school. According to Silva and Aguiar (2019, p. 202), “the concerns of the field of school architecture involve the dimensions of comfort, the construction program and the respective possibilities of use”. Thus, the authors state that these dimensions need to be related to “a pedagogical program, its objectives and financial resources, organically articulated with scientific-technological advances, as well as with the dimensions of work and teacher appreciation” (2019, p. 202).

School architecture is a relevant dimension for reflecting on the multiple possibilities for developing work and consolidating educational objectives that highlight the importance of the configuration between what is planned and executed, based on the spaces available. In this way, school architecture also demonstrates the political-pedagogical conditions experienced by those involved.



When asked if the financial and human resources were sufficient to organize the planned activities, the management team responded as follows:

No. It never is. They're not enough. We juggle so that we can say, "What's a priority? Let's choose the priorities". And I, as the manager that I am, keep procrastinating, so they ask me for something today, I say I forgot, so I leave it. When I see that there's no way around it, I go and buy it because, especially in an election year like this, resources are very scarce, so we have to be very careful. I don't think any school is going to tell you that it has enough resources and, in the case of this school, there's also a stronger reason: The accounts are overdue and, as a result, the federal government doesn't send resources if the school's accounts are overdue. So, since 2015, 2016, this school has had some outstanding payments (Manager).

And the other reason is because the government doesn't really send enough money because when the money comes, it's already earmarked. So there really isn't enough money because the only person who knows the reality of the school is the person who is there, so the money is already directed, but the money isn't always enough for that (Assistant Manager).

And the human aspect, a full-time school like this where we spend all our time here, I think two coordinators is too few for the universe of students we have. We still need a psychologist because the school should have one, because in the face of this pandemic, these students don't have psychological support (Pedagogical Coordinator 2).

There should be a guidance counselor, there should be someone to look after these kids who are in the corridors, who we call a discipline assistant. So, how can a full-time school, where students spend nine hours in a school and you don't have a discipline assistant? (Pedagogical Coordinator 1).

The issue of lunch here has always been very complicated, hasn't it? You have to serve 400-odd meals with everyone hungry at the same time. So, we set up the school council to help us. So the guild has been making a big contribution to the school when it comes to organizing lunch. We used to spend an hour and a half serving lunch and today there are days when we serve it in 40 minutes, sometimes 35 minutes. So there's been a big improvement, but it's because we've had help from the Guild. In the past, it was the girls [pedagogical coordinator and teaching coordinator] who were left without their lunch, without their rest, but nowadays we've managed to get them out of the fire. But it's complicated (Manager).

In all of the interviewees narratives, it is possible to see that the difficulties faced by the management in relation to financial and human resources have persisted since the year PALEI was implemented at the school in 2015. This is because the late rendering of

accounts has made it difficult to receive funds from the federal government, through the Policy to Promote Full-Time Schools, as well as other programs that transfer funds to the school.

In order to help improve the quality of education, the federal government created the Direct Money at School Program (*Programa Dinheiro Direto na Escola - PDDE*) in 1995, with the aim of providing financial assistance to schools. According to Silva and Silva (2019, p. 363), the PDDE “was consolidated and presented to the school community with the aim of promoting changes in school organization, management and administration”. With the implementation of this program, schools began to receive funds to maintain their physical structure and purchase teaching and learning equipment.

Accountability is a necessary element for the school to receive financial resources for the development of its pedagogical-structural activities. It is the role of the school management, through the school council, to render accounts so as not to jeopardize the organization and functioning of the school and to be able to guarantee the resources coming from the National Education Development Fund (FNDE) programs.⁷

Another aspect to reflect on is that the funds that reach the school are not enough to meet the demands, which in turn, according to the manager, means that she has to carry out other activities to raise funds, as well as asking suppliers for a counterpart⁸ and seeking donations from small business owners in the neighborhood. This situation demonstrates that “the insufficiency of PDDE funds for public schools increasingly favours interpretive practices in which the government does not invest in quality educational activities and proposals, nor does it prioritize education as a mechanism for social change” (Silva; Silva, 2019, p. 368).

In this way, the limitations related to financial resources are a problem in the day-to-day running of schools, because it is not possible to offer education without the necessary resources to develop actions and meet the demands of the school. From this perspective, the state shirks its obligations and transfers to the school the responsibility of carrying out various strategies to obtain the resources to carry out activities and thus promote the minimum conditions for school work to be effective. From this perspective, there is a defense that the state is responsible “for building a public, inclusive, secular and socially referenced school” (Silva; Silva, 2019, p. 372).

⁷National School Feeding Program (*Programa Nacional de Alimentação Escolar - PNAE*), Direct Money to Schools (*Dinheiro Direto na Escola - PDDE*), Broadband in Schools Program (*Programa Banda Larga nas Escolas*), among others.

⁸The suppliers are selected by the State Department of Education (*Secretaria de Estado da Educação*), via a bidding process, to meet the demands for school meals, cleaning supplies and teaching materials.



In terms of human resources, the school needs enough staff to meet the specific demands of a full-time school. A school with more than 400 students and a universe of teachers requires qualitative monitoring of the practices and actions developed in order to plan in line with the reality presented and thus offer an education that meets the wishes of the local and school communities.

According to the school's manager, the student council was created to help distribute school meals, since the lack of staff was overloading the pedagogical coordinator and the teaching coordinator. It is important to note that the lack of staff should not detract from the role of the student council, as it is a collegiate body whose function is to contribute to the management of the school through decision-making. Thus, assigning the student council the task of organizing and distributing school meals does not contribute to building autonomy, participation and democratic processes.

In the view of Silva and Santos (2021, p. 130), the student union is a channel for participation in democratic management that “enables students to move around the school in order to contribute to the progress of the school institution, in turn guaranteeing autonomy, representativeness and active and intervening action in the school's direction”.

The meaning of full-time education is to provide working and study conditions and experiences for those involved, so that the educational repercussions contribute to the training process and aim to guarantee education as a right, affirming the role of the state in consolidating access, permanence and success at school.

FINAL CONSIDERATIONS

Full-time education schools face many challenges, which are part of a complex area of education, since they suffer from various influences, impacting on their organization and dynamics. The indications given by the research participants show that, even with an adequate structure, there is still a need for human and material resources to develop the full-time education proposal.

It should be noted that the educational policy process, especially when it is a recent construction, requires interaction between the government, the Department of Education and the executors so that together they can resolve doubts, overcome challenges and move towards resolving conflicts. In the school under analysis, the participants revealed that they felt there was a lack of training that could contribute to the existing dilemmas and dialog about the concept of full-time education.

Based on the analysis of PALEI, it is considered that it is a program whose objective is to guarantee the right to full-time education for students, contributing to the school-



community relationship, with global training, through the socialization of collective and individual experiences for young people. The guiding document for the PALEI proposal explicitly states that comprehensive education is not limited to physical space alone, but requires the exploration of spaces in the neighborhood and the city, going beyond the school walls.

With regard to the challenges of the PALEI proposal, the participants in the survey highlighted the following as the main ones: Understanding of the policy among the school's actors; keeping students at school; holding field classes and artistic and cultural activities; updating didactic-pedagogical resources, especially laboratories (science, chemistry, robotics and IT) and financial and human resources.

The highlights presented are emblematic signs for the provision of full-time education, as they require all the aspects mentioned for the school to operate full-time, in line with the parameters required in the legislation dealing with the issue. Among the highlights is the question of the role of the state in resolving the school's challenges in providing full-time education, with a view to guaranteeing the necessary conditions for quality socio-educational training.

The fight for full-time education is an urgent and necessary dimension in Brazilian educational policies, and the state's role is to offer this demand, since it is not possible to guarantee a good quality education without pedagogical-structural, professional and financial-educational conditions.

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