



**FULL TIME EDUCATION, SPORTS AND PUBLIC POLICIES: AN ANALYSIS
OF MAIS EDUCAÇÃO, NEW MAIS EDUCAÇÃO AND SEGUNDO TEMPO
PROGRAMS**

**FORMAÇÃO INTEGRAL, ESPORTE E POLÍTICAS PÚBLICAS: UMA
ANÁLISE DOS PROGRAMAS MAIS EDUCAÇÃO, NOVO MAIS EDUCAÇÃO E
SEGUNDO TEMPO**

**FORMACIÓN INTEGRAL, DEPORTES Y POLÍTICAS PÚBLICAS: UN
ANÁLISIS DE PORGRAMAS MÁS EDUCACIÓN, NUEVA MÁS EDUCACIÓN Y
SEGUNDO TIEMPO**

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Abstract: Over the years, there has been a solidification of the discourse of full time education in the implementation of educational and sports public policies. In this article, we will seek to understand how the discourse of full time education appears in the context of public policies through the analysis of documents from the programs Mais Educação (PME), New Mais Educação (PNME) and the Segundo Tempo (PST). In PME and PST, holistic development appears as a proposal for training physical education classes having as means of experiences that

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have meaning. On the other hand, the PNME aimed at results and returns in favor of a unilateral and reductionist vision. We conclude that the PME and PST programs represented a viable alternative for phenomenological training where sport was used to develop the axiological, physical and affective aspects of human training.

Keywords: Full time education; Sport; Public policies.

Resumo: Ao longo dos anos, houve uma solidificação do discurso de formação integral na implementação de políticas públicas educacionais e esportivas. Neste artigo, iremos buscar compreender como o discurso de formação integral aparece no contexto de políticas públicas por meio da análise dos documentos dos programas Mais Educação (PME), Novo Mais Educação (PNME) e o Programa Segundo Tempo (PST). No PME e PST, o desenvolvimento holístico aparece como proposta de formação das aulas de educação física tendo como meio vivências que tenham significado. Por outro lado, o PNME visou resultados e rendimentos em prol de uma visão unilateral e reducionista. Concluimos que os programas PME e PST representaram uma alternativa viável de formação fenomenológica onde o esporte foi acionado para desenvolver os aspectos axiológicos, físicos e afetivos da formação humana.

Palavra-chave: Formação integral; Esporte; Políticas Públicas.

Resumen: A lo largo de los años se ha ido consolidando el discurso de la educación integral en la implementación de las políticas públicas educativas y deportivas. En este artículo buscaremos comprender cómo aparece el discurso de la educación integral en el contexto de las políticas públicas a través del análisis de documentos de los programas Mais Educação (PME), Novo Mais Educação (PNME) y Segundo Tempo (PST). En el PME y PST, el desarrollo holístico aparece como una propuesta para la formación de clases de educación física teniendo como medio experiencias que tienen sentido. Por otro lado, el PNME apuntó a resultados y retornos a favor de una visión unilateral y reduccionista. Concluimos que los programas PME y PST representaron una alternativa viable para el entrenamiento fenomenológico donde se utilizó el deporte para desarrollar los aspectos axiológicos, físicos y afectivos del entrenamiento humano.

Palabras clave: Formación integral; Deporte; Políticas públicas.

1 Introduction

Over the years, we have observed an advance in the debate in defense of comprehensive training in the implementation of public educational and sports policies. The full time education in the schooling process has its main objective in the search for an expansion of the school's role in the midst of a new context of changes in society in the XIX and XX centuries. The search for this new standard has put in check a perception of traditional and technical training found in traditional school and, consequently, in physical education classes.

The school, while aimed at a select supply of places for the few, had as its essential role school instruction "and its social action was a linear expansion of the integrating processes of the homogeneous sociocultural community that had access to it" (CAVALIERE, 2002, p. 248).

The development of a democratic school, coming from an unstable scenario, brought elements that can reflect the identity of the school institution that, until then, was flooded with sociocultural disparity. The challenge is to find a new identity for the school, aiming at alternatives that provide conditions where children and adults have broad experiences in a democratic environment.

We can say that a reformist movement emerged that sought to rediscover the vocation of the school in the urban, mass, industrialized and democratic society, being directed by the new-school pedagogical current. In general, the movement to rethink the school [...] "was associated with the valorization of the activity or experience in its daily practice. The understanding of education as life, and not as preparation for life, was the basis of the various movements that formed it" (CAVALIERE, 2002, p. 251).

In Physical Education field, the traditional discourse of sport pedagogy started to suffer attacks from contestations of the objectives, methods and contents of Physical Education classes, leading them to be reviewed through a network of academic productions inspired by the theories of human growth and development, with the purpose of proposing alternatives to overcome the supremacy of sport teaching at school, the way it was being performed (NEIRA, 2015).

In this context, a traditional view of school Physical Education is put to the test. With characteristics that prioritized technical issues in physical education classes, this perspective did not contemplate a contextualized and sociocultural view of learning.

In addition, since the beginning of the XX century, the backdrop of this scenario has been the search for guaranteed rights and overcoming the challenges of historical inequalities. To this end, several educational proposals have been made, grounded on the expansion of the school day and the offer of activities in the fields of sports, art, culture and leisure, with activities in the school counter-shift.

The concept of full time education has advanced in the field and in the academic debate in Education and Physical Education, especially regarding the sportive phenomenon, broadening the horizons of a unilateral and technicist education, towards a phenomenological view of a multidimensional, critical, moral, and ethical subject, articulated with the dimensions of life, thus

being significant. Studies such as those by Machado, Galatti, and Paes (2014); Jacobs, Knoppers, and Webb (2012); Hellison and Doolittle (2007); Sanmartín (1995); Holt (2008); Carr (2002); Bailey (2005); Stegeman and Janssens (2004); Ruíz (2014), Naul (2008), and Binder (2012), provide foundation for this understanding.

That being said, the central question that will tension the debate in this article is: how does the discourse of a full time education show up in the context of educational and sports public policies?

For that, we will discuss the conception of full time education in the speeches made in the documents Mais Educação (PME), New Mais Educação (PNME), and Segundo Tempo (PST) programs.

2 The bases of the conception of full time education in public policies in the educational and sports fields

In the Brazilian context, there have been formulated conceptions and practices of full time education anchored in the expansion of the school day and in the offer of activities in sports, art, culture, and leisure field, with activities in the school counter-shift, which, since the beginning of the XX century, aimed at guaranteeing rights and overcoming the challenges imposed by the historical time..

The 1988 Federal Constitution, for example, proclaims a network of social rights that are fundamental to citizens, among them, education. In Article 6, it defends as social rights: education, food, work, housing, transportation, leisure, security, social welfare, protection of motherhood and childhood, and assistance to the destitute (BRASIL, 1988).

Education is highlighted as a social right, Art. 208, which affirms the State's duty to guarantee compulsory and free basic education from 4 (four) to 17 (seventeen) years of age (BRASIL, 1988).

Just like education, sports are also highlighted in the Constitution. In Section III, Art. 217, sports appears as the State's duty to promote it, both formally and non-formally (BRASIL, 1988).

In this scenario, there are indications that the concept of full time education and sport go hand in hand, since education and sport constitute the belt of rights for a full education.

The sport view as a tool for a full education of the subject took shape - still with limitations - in the 90's, with the emergence of the first methods that pointed to issues beyond a motor vision in physical education classes: the psychokinetic method, also known as Psychomotricity. This perception aimed at the full development of the child by focusing on motor, socio-affective and

cognitive aspects. The construction of psychological structures as one of the bases for development launches a new perception of training (NEIRA, 2015).

In the same line, other theories resorted to psychology as an epistemological field that emerged in the scenario of academic productions in physical education, as it is the Developmental Approach case, idealized by Go Tani et al.(1988).

This aspect was based on the articulation between biological maturation and cognitive, socio-affective and motor performances. Moreover, according to Neira (2015, p. 237), it "made Physical Education responsible for movement learning, intrinsically relating it to global development".

João Batista Freire (1989) proposes in his studies a whole body physical education, aligning an equal treatment to body and mind dimensions using games and play as pedagogical learning tools. In this perspective, playfulness and the link between body and mind take shape in the physical education scenario.

Soares et al.'s (1992) *Critical Overcoming Pedagogy* and Eleonor Kunz's (1994) *Critical Emancipatory Pedagogy* stand out in the scenario of a critical pedagogy of teaching and learning.

In the first, body practices have a strong relationship with culture and society, having a critical position towards the contents addressed. Soares et al. (1992) introduce the concept of body culture of movement, emphasizing the importance of systematizing the teaching of physical education at school, with sport as a content that should be considered in its broad dimension.

Critical Emancipatory Pedagogy, on the other hand, introduced the concept of movement culture, where movements are mediators of symbolic content. For Kunz (1994), this perspective may be a tool for human transformation and emancipation. About sports, the author argues that the content cannot be only practical, it must also be problematized, assuming a status of understanding the sports phenomenon, by means of historical issues, for example.

For Rocha et al. (2015) other researches have transcended the traditional scope of a physical education perspective and taken on a critical character as it is the post-critical theories case that are based on Cultural Studies and Multiculturalism⁴.

That said, throughout the Physical Education history, sport transcends as a trend that points it towards a multidimensional, cultural, and critical education, and it can be functional in the pursue of a fair society in search of social equality.

⁴ Compõe as produções dessa área os estudos de: Ferreira (1997); Oliveira (2000-2001); Silveira; Pinto (2001); Gariglio (2002); Amaral (2004); Neira; Gallardo (2006); Souza Júnior (2007b); Guimarães (2008a; 2009b); Nunes; Rúbio (2008); Oliveira; Chaves Junior (2009); Diniz; Amaral (2009); Gramorelli; Neira (2009); Millen Neto; Ferreira; Soares (2011); Pereira; Mendes (2010); Martiny; Florêncio; Gomes-da-Silva (2011); Oliveira; Linhales (2011); Pykosz; Oliveira (2009); Souza Júnior, Santiago; Tavares (2011); Nunes; Ferreira Neto (2011; 2012); Rosário; Darido (2012); Tenório et al. (2012b); Pizani, Oliveira; Barbosa-Rinaldi (2012) e Sousa; Souza Júnior (2013).

The sport practice that used to be seen as an alienating tool, which restricts the dimensions of movement and reproduces the rules of a capitalist society, gains a broad and phenomenological dimension of education.

Physical Education takes amplitude by enabling the offer of contents that are distant from the knowledge traditionally promoted by traditional scientific disciplines, and sees them as cultural phenomena. This Physical Education potentiality in the curricular organization meets the opportunity of a comprehensive training, citizen and in values, because, according to Varnier (2015), it is possible to promote a teaching in values, allowing the approach of different contents, provided there is a pedagogical intentionality.

It is no wonder that, according to Holt (2008), based on Biglan et al. (2004) studies, the last decade has witnessed a significant increase in the number of youth sports programs that bet on the belief that participation in sports can be valuable for personal development, capable of minimizing social problems such as violence, drug involvement, obesity, and so on.

A comprehensive education emerges from this perspective where sports practice is associated with a series of positive results. The teaching of sports assumes a network of values that, based on its practice, can contribute to a broad subject education in its cognitive (concentration/feedback), affective, social, moral, physical, and other aspects.

For that, Machado, Galatti and Paes (2014), in Machado et al's light (2011), support a proposal to approach sport, inside or outside the school context, from a perspective of Sport Pedagogy, which bets on the complexity of the sport phenomenon, leaving the motor aspect to be privileged or, commonly, highlighted in the teaching of sports, to also give voice to a socio-educational and historical perspective. In Galatti (2006), the authors state that:

[...] because sport is a phenomenon of multiple possibilities, it promotes not only the learning of technical and tactical issues, but it can also promote and discuss values. The treatment with values and modes of behavior in the process of teaching, living, learning and sports training is what different authors call a socio-educational reference (MACHADO; GALATTI; PAES, p. 418, 2014).

The valorization of the socio-educational aspect strengthens the expansion of the sports contributions for a human education, allowing the subjects to get to know each other and live in society.

In this sense, the discussion about full time education under the scope of public policies is necessary, since it has been part of the agenda of governmental actions in the national and international educational sphere, which is often linked to the improvement of basic education and the promotion of social projects, with sport as its partner.

The progressive expansion of the school day, covering a minimum of seven hours, was one of the contributions of this broad training, which, by means of a variety of pedagogical activities - among them sports - aimed at creating conditions to regulate the school paths, such as

the eradication of illiteracy, repetition, dropout, age/grade distortion, in such a way as to enable and expand sociability.

For that, full time education in the democratic rule of law agenda is ensured by a "belt of protective and progressive social policies, which promote relationships of belonging with the social and natural environments, the material and symbolic dimensions, the objective and subjective spheres" (MODESTO; MAZZA; SPIGOLON, 2019, p. 166).

For Cury and Cunha (2015) it is important to understand education under a historical-social matrix, starting from historical references that lead us to articulate the context of a historical narrative of education. On the other hand, for Araújo (2017), public policies are defined as complex and multidimensional processes that take place at various levels of action and decision (local, regional, national, and transnational), involving different actors (governors, legislators, voters, etc.) who act within institutional frameworks and in specific geographical and political contexts, aiming to solve public problems and distribute power and resources.

According to Lima and Marran (2013), public policy is the visible manifestation of a strategy adopted by the government to solve public problems, thus being a set of actions promoted by the rulers through standardizations, which start from a collective discussion and are later materialized through legislation or projects, with or without popular participation, aiming to meet a demand.

It is important to recognize that social diversity is key to understanding the scope of active social forces. Thus, thinking about quality education is thinking about an education and a citizenship that is active. Active citizenship feeds social responsibility from the understanding that responsibility belongs to everyone and not only to the government (GADOTTI, 2009).

Next, we will look at the discourses found in documents that have advocated full time education as an inductive voice in the search for a fair and more egalitarian society, such as: *Mais Educação*, *New Mais Educação* and *Segundo Tempo* Programs.

2.1 Mais Educação Program (PME) and New Mais Educação Program (PNME)

Mais Educação Program was created by Interministerial Normative Ordinance N° 17/2007 and regulated by Decree N°. 7.083/10. The initiative was a Ministry of Education strategy in collaboration with the Ministry of Social Development and Fight against Hunger, the Ministry of Culture, and the Ministry of Sports, in order to promote full time education in state and municipal education networks in order to extend the school day in public schools to at least 7 hours a day, through pedagogical activities in the areas of sports, culture, art, and leisure during the after-school period. This training perspective can be found in Article 1, sole paragraph of the Interministerial Normative Ordinance no. 17/2007:

The program will be implemented by supporting the execution, in schools and other socio-cultural spaces, of socio-educational actions in the after-school period, including the fields of education, arts, culture, sports, leisure, motivating them to improve educational performance, to cultivate relationships among teachers, students and their communities, to the guarantee of social protection of social assistance and the education for citizenship, including thematic perspectives of human rights, environmental awareness, new technologies, social communication, health and body awareness, food and nutritional security, social coexistence and democracy, community sharing and networking dynamics (BRASIL, 2007).

The program involves the fields of education and sports in schools and other socio-cultural spaces, seeking for an educational perspective for citizenship and democracy.

Holt (2008) and Ruíz (2014) studies bring sport as a functional social transformation tool for the development of citizenship and democracy. In Holt (2008), it is clear that sport has an important role in promoting social integration, which, in a popular way, is a recognized social phenomenon. This is because sports offer a common and functional language for social and democratic development, since it creates conditions for political democracy and is fundamental to the development of citizenship. Ruíz (2014) proposes sport as a path of educational transformation, aiming at an education for citizenship, health promotion and disease prevention, ethics training and sex education.

The proposal of a broad formation that takes into account the multidimensions of human development with the offer of artistic activities, reading, creativity, sports and leisure are defended in this document that says in article 2, item V, that it aimed at:

V - to promote the sensibility training, perception and expression of children, teenagers and young adults in artistic, literary and aesthetic languages, bringing the educational environment closer to the Brazilian cultural diversity, stimulating sensoriality, reading and creativity around school activities; VI - to stimulate children, teenagers and youngsters to maintain an effective interaction around educational and leisure sportive practices, directed to the process of human development, citizenship and solidarity; VII - to promote the approach among school, families and communities, through activities that aim the accountability and the interaction with the educational process, integrating the social and communitarian equipments among themselves and to the school life (BRASIL, 2007).

The potential of sports practices comes into play, again, under the argument of accountability to the process of human development - and this includes several formative dimensions - of citizenship and solidarity.

It is no wonder that the activities proposed by the program moved towards this understanding. According to Moll (2019, p. 16), the idea of macro fields proposed significant

areas for human development processes and social life, expanding the formative perspectives, going beyond content listings. The author goes on to say that::

[...] in 2007, these macro-fields are arranged as Pedagogical Monitoring; Environment; Sports and Leisure; Human Rights in Education; Culture and Arts; Digital Culture; Health Promotion; Educommunication; Research in the Field of Natural Sciences; Economic Education. Each macro-field proposes activities that organize knowledge and practices, to be chosen by the schools, according to their educational project, strengthening the daily work and the pedagogical and financial autonomy of the schools.

In detail, the macro-fields that were part of the Program were: 1) Pedagogical Follow-Up with the offer of Science, History, Geography, Literacy, Foreign Language or Math activities; 2) Environmental Education and Sustainable Development with the proposals of Environmental Education and Sustainable Development activities; 3) Sports and Leisure with the offer of Athletics, Street Basketball, Basketball, Orientation Race, Soccer, Futsal, Rhythmic Gymnastics, Handball, Judo, Karate, Swimming, Recreation and Leisure/Puzzles, Taekwondo, Field Tennis, Table Tennis, Volleyball, Traditional Chess, Virtual Chess, or Yoga/Meditation; 4) Education in Human Rights with the proposal of Education in Human Rights; 5) Culture, Arts, and Heritage Education with the activities of Popular Crafts, Band Fanfare, Choral Singing, Capoeira, Film Club, Dances, Drawing, Heritage Education, String Instruments, Sculpture, Musical Initiation through Flute, Graffiti, Hip-Hop, Reading and Textual Production, Mosaic, Percussion, Painting, Circus Practice, or Theater; 6) Digital Culture with Social Networking Environment activities; 7) Health Promotion with Health Promotion and Disease and Illness Prevention activities offer; 8) Communication and Media Use with Photography, Comics, School Newspaper, School Radio or Video activities; 9) Investigation in the field of Natural Sciences with Laboratory activities, Science Fairs and Projects, and Educational Robotics; and finally, 10) Economic Education/Creative Economy with the Economic Education/Creative Economy activity.

For the development of each activity, the federal government transferred resources to pay for the monitors, the purchase of material kits, small services contracts, and the provision of consumable and permanent materials.

When we focus our analysis on the Sports and leisure macrofield, a comprehensive training perspective can be found in Mais Educação Program guiding document. According to this document, the Sports and Leisure macrofields are:

activities based on body, play, and sports practices, emphasizing the rescue of the local culture, as well as the strengthening of cultural diversity. The experiences worked in the perspective of educational sport must be focused on full time development of the student, giving meaning to the developed practices with critical and creative thinking. The access to sports practice through planned, inclusive and playful actions aims to incorporate it into the daily way of life (BRASIL, 2012, p. 15).

The holistic development appears as a training proposal for physical education classes having as a means the proposal of experiences that have meaning for the critical formation of the subjects, being planned, inclusive, and playful.

The proposal meets the complexity of the conception of full time education that has historically gained breath in the field of physical education. In it, physical education has a wide background for the development of an axiological teaching that has outlines for a full time education, considering sports as an ally to this challenge.

In the literature field, there are scientific studies that relate training through sport to aspects of life. Aligned to the same meaning, Holt (2008), Jacobs and Wright (2018), Stegeman and Janssens (2004), Ruíz (2014), Naul (2008), and Binder (2012) the studies contribute to the debate.

Holt (2008), Jacobs and Wright (2018), Stegeman and Janssens (2004), and Ruíz (2014) present the concept of lifeskills from different starting points but meet in meaning.

For Holt (2008), Jacobs and Wright (2018) life skills are those that allow individuals to succeed in the different environments in which they live, such as school, home and in their community, and can be acquired through participation in sports as long as it takes an intentional and connected perspective to life skills through demonstration, observation and practice.

Supported by the concept presented above, Stegeman and Janssens (2004) express that many of these skills are present in playing sports, and therefore sports can be a valuable vehicle for teaching life skills such as performance under pressure, problem solving, meeting deadlines and challenges, goal setting, communication, success and failure, teamwork, and so on.

Ruíz's (2014) concept of life skills dialogues with an educational perspective that aims to enable individuals to deal effectively with the dilemmas faced in everyday life, aiming at a positive and adaptable behavior, under the prism of unique and full time individuals, inserted in a culture and committed to their community (RUÍZ, 2014).

Naul (2008) and Binder (2012) bring foundations that are in line with the premise of a formative life discourse, which in the authors' conception is named as life world. In the Olympic Education scope, there is an advance in the proposals of systematization of pedagogical approaches that aim to guide the practical effectiveness of the Olympic Education teaching.

Drawing on Olympic education initiatives, Roland Naul (2008) outlines four didactic approaches that underlie the pedagogical practice of an Olympic education: *the knowledge-oriented approach, the experience-oriented approach, the effort-oriented approach, and the lifeworld-oriented approach.*

The *knowledge-oriented approach* is the most widely used pedagogical method of Olympic education in the world and is characterized by the cultural knowledge of the Olympic Games such as the dissemination of information about their host countries, their dates, facts

occurred, their symbols, among others. Books, brochures and didactic material are used as pedagogical tools for teaching this approach (NAUL, 2008).

The *experience-oriented* approach aims to provide experiences that refer to Olympic competition in order to understand Olympic values such as mutual respect, honesty, and fairness. A typical example of this approach are school games and competitions, especially those that reproduce the Olympic ceremonies, emulating their values.

The *effort-oriented approach* is based on the principles of German pedagogue Rolf Geßmann and presents the pedagogical concept that guides the learning process through sports competition, obtaining as a basis the development of principles such as equity - by providing game situations that refer to help, support, and consideration for the opponent - and mutual respect - by recognizing the other competitor's effort (NAUL, 2008).

The fourth and last approach is presented as an approach oriented to the life world, meeting the ideals proposed by Deanna Binder (2012). The situations experienced in the practice of sports are transported to situations occurring in everyday life, so that they provide an empirical link between the meanings attributed to the sports world to the world of life.

According to Varnier (2015), participants are more likely to experience positive aspects when programs have a pedagogical intentionality - which would justify the importance of planning sports activities set out in the document.

The Program also provides some principles of full time education, which, as mentioned in Article 2, proposes a conception of full time education articulated to interdisciplinary, the proposal of educational territories, the integration of public policies, the experiences promotion, and the affirmation of the culture of human rights, for example, according to an excerpt taken from Decree N°. 7.083/ 2010, which provides on Mais Educação Program.

Article 2 The principles of full time education, in Mais Educação Program scope, are:

I - the articulation of curricular subjects with different fields of knowledge and sociocultural practices referred to in § 2, art. 1;

II - the constitution of educational territories for the development of full time education activities, by means of the integration of school spaces with public equipment such as community centers, public libraries, squares, parks, museums, and cinemas;

III - the integration between educational and social policies, in dialogue with school communities;

IV - the appreciation of the historical experiences of full-time schools as inspirers of comprehensive education in contemporary times;

VI - the culture of human rights affirmation, structured in diversity, in the promotion of ethnic-racial, religious, cultural, territorial, generational, gender, sexual orientation, political option and nationality equity, through the insertion

of the human rights theme in teacher training, in the curricula, and in the development of teaching materials (BRASIL, 2010).

The conception of full time education in Mais Educação Program understands that the school territory can transcend the school walls, starting from the school's surroundings to multiple educational possibilities, in a way that dialogues with structuring and contemporary themes for life under a republican and democratic perspective. This conception should always be articulated with "other public policies that contribute to the diversity of experiences that make Full Time Education an innovative and sustainable experience over time" (MOLL, 2008, p. 5).

Moreover, the program foresaw that its development would be built and monitored by the Forum for Full Time Education and by the Committee for Full Time Education, being carried by several hands, in the bet of a shared and, therefore, democratic management.

For so, this perspective of full time education defended by the program underwent changes in 2016 with the reformulation of the program to the New More Education format.

Set by Ordinance Nº. 1,144/2016, issued by the Ministry of Education, New Mais Educação Program was regulated by FNDE Resolution Nº. 17/2017 that aimed to improve learning in Portuguese Language and Mathematics, also having the development of activities in the field of arts, culture, sports and leisure, boosting the improvement of educational performance in elementary school, by complementing the workload by five or fifteen hours per week in the school shift and afterschool shift.

As mentioned in Ordinance Nº. 1,144/2016, in Article 2, the program had the purpose of contributing to:

I - literacy, literacy promotion, and improved performance in Portuguese language and mathematics of children and adolescents, through specific pedagogical monitoring; II - reducing dropout, failure, and age/grade distortion, through the implementation of pedagogical actions to improve school performance; III - improving the learning results of elementary school in the early and final years; and IV - increasing the length of time students stay in school (BRASIL, 2016).

A phenomenological vision of education, where many dimensions of learning are taken into consideration, loses strength in the Ordinance mentioned above, and is absent in the final strategies presented. Arts, culture, sports, and leisure activities mentioned in the objectives by the same ordinance are also absent in article 2, in a movement disconnected from the program's interdisciplinary proposal.

And how has sport been present in the New Mais Educação Program? Throughout 2017 Guideline Booklet, sport is presented as a learning support, in order to endorse the discourse of a

performance training presented above, including it in the responsibilities of those who will mediate the learning, named as "facilitator". According to the guidance booklet:

Facilitators will be responsible for carrying out activities of the school's free choice in the fields of arts, culture, sports and leisure. They must plan and carry out the chosen activities in accordance with the students' needs and abilities, considering the program's objectives, especially with the improvement of learning in Portuguese and Mathematics. Thus, activities from different fields can be linked to the process of reading, writing, text interpretation, expansion of literacy and literacy, calculation, identification of shapes, problem solving, in short, improving mathematical learning (BRASIL, 2017, n.p).

When we analyze the goals of the Program, we find a reductionist discourse - the concepts of full time education, education, and physical education - anchored to a performance profile and, purely, assistential, by betting only on the improvement of learning for children in dropout situations through the permanence of students in school, without taking into account a sociocultural, human, and critical proposal that sports and physical education could provide.

This point of view goes against and diverges from what is presented in the Guiding Document of the New Mais Educação Program, from 2016, which kept the concept presented in the Sports and Leisure macro-field of Mais Educação Program, mentioned above, where the full time development is built through the strengthening of cultural diversity, playfulness, creativity, and criticality.

According to Moll (2019), the disfiguration and replacement of Mais Educação Program by New Mais Educação Program responds to a regressive logic. PME pointed to broad horizons, intercultural dialogues, educational territories, differentiated pedagogical arrangements, intersectoral policies, and to an agenda for the construction of the full education policy that sought the historical experiences in the area and dialogued with the present of the schools. Thus, understanding the learning processes as part of a process of social and cultural recognition and self-recognition.

In addition, for the author, New Mais Educação Program,

It feeds the myth that it is possible to change 'results' and achieve better 'performance' with more time and reinforcement of what the school already does. There is a return to the logic of 'complementary activities' in the afterschool, without the effort of building continuous time. The horizon narrows and seems to respond to the evaluative logic focused on instructionality, competition, rankings so harmful, given the profound inequalities of output among students and among schools (MOLL, 2019, p.19).

After several mismatches in the transfer of funds for the development of the Program, in December 2019 the program was discontinued.

Supported by Guar (2006, p.22), who mentions the words of Ansio Teixeira at the opening of the Carneiro Ribeiro Popular Education Center, in Salvador, who said that "one could

not do education for cheap", it is important to understand that, given the wealth of objectives that a comprehensive education proposal contributes to the education of a society, its implementation cost follows suit.

With the school hours extension, there are still complementary costs such as food, maintenance, investments in materials, teachers/educators hiring, etc. The sharing of these expenses should be the responsibility of state and municipal governments, in an inter-sectoral way, so that a real alternative can be created for the viability of a full time education project that walks towards universality without ruptures.

The rupture of the project stems from a neoliberal discourse assumed from the implementation of New Mais Educação Program, with a reductionist and performance ideology proposal, which develops in its governmental actions, the dismantling of education and social projects.

Despite the mismatch in objectives between the Programs, it is important to establish the PME's place in the development of a solid proposal for full time education that contemplated the principles of a conception of full time education, which, in partnership with sports, gave voice to the widespread discourse of full time education.

2.2 Segundo Tempo Program (STP)

Established in 2003, by the Federal Government, and active until today, Segundo Tempo Project (STP) was a program developed by the Ministry of Sports, with the objective of integrating children and young people by means of sports and complementary activities during the school shift. Each center can attend to 100 beneficiaries, organized in 3 classes with a maximum of 35 students.

In addition, the program is currently divided into three strands: standard - for children from 6 to 17 years old; Paradesporto - for people with disabilities from 6 years old; and University - for University students..

STP participants are offered the practice of at least three sports with a minimum frequency of three times a week in two daily hours. In addition, they are also offered school reinforcement activities and cultural activities, as well as meals, since the activities take place during the school shift.

The program has didactic material prepared to guide the pedagogical actions of the centers. In addition, the program provides continued education for the teachers and educators who are in charge of the program.

The program's target audience is children and teenagers in a state of social vulnerability, promoting full development and citizenship. It is accessible to find in its divulgation means

speeches of education that are anchored to the goal of providing the development of social values, the improvement of physical and motor capacities, social integration, besides keeping children and teenagers away from drugs, prostitution, criminality, and other social risks that come from the environment where they live.

It is in the guidelines that the socio-educational principles of a perspective of full time development of the individual as a full time part of the educational process are mentioned, because according to the document:

[...] sport is provided for by Law No. 9.615/98, which addresses this practice in education systems and in non-systematic ways of education in order to avoid selection and hyper-competitiveness of its athletes, achieving the full development of the individual and their training for citizenship and for the practice of leisure. The socio-educational principles of educational sport are based on the following pillars: principle of inclusion; principle of participation; principle of cooperation; principle of coeducation; and principle of co-responsibility (BRASIL, 2018, p. 4)

In the principles in values, mentioned above, such as cooperation, inclusion, co-education and co-responsibility, throughout the Program Guidelines of 2018, we can find the discourse of training in constituent values for a moral and ethical training, which according to the document, sport should contribute "to the education and it brings human beings closer together in order to strengthen the development of values such as morality, ethics, solidarity, fraternity and cooperation" (BRASIL, 2018, p. 4).

Other principles, such as the right to citizenship as a commitment to social advances, equity and social justice, the democratization of sport participation, the diversity of experiences, pedagogical transcendence through the approach of body culture contents, and values as substantial for an education, appear in this document, which we will present next:

- **Right of Citizenship:** considering that sport and leisure are precepted as rights by the Federal Constitution and by other infra-constitutional regulations, through the development of educational sport and its various manifestations, these are recognized and materialized so as to advance beyond their legitimacy, that is, they are presented as a social practice committed to social advances, such as equity and social justice.
- **Unrestricted Participation:** it concerns the democratization of participation, enabling full access to body practices, without any distinction or discrimination of color, race, gender, sex, or religion.
- **Diversity of Experience:** through body practices, the benefited have access to wisdom, knowledge, experiences, and attitudes that empower them.
- **Pedagogical Transcendence:** the educational sport embraces widely the body culture contents, being these central elements of the pedagogical activities in the centers. This is because it is understood that, by means of the several body practices (invasion sports, brand and with dividing net, dances, fights,

capoeira, circus activities, adventure body practices, among others), the benefited ones should not learn only the dimension of knowing how to do (procedural), they should also assimilate a knowledge about (conceptual) these contents and a knowledge of being (attitudinal) and relate to each other, in such a way that these themes can effectively guarantee the citizenship education of the participants.

- Values: in the development of educational sport, values are inherent to body practices and have a substantial character, especially those involving social and cultural aspects, such as participation of all, cooperation, co-education, co-responsibility, respect for rules and colleagues, inclusion, regionalism, emancipation, and wholeness (BRASIL, 2018, p. 7).

In the document, sport is presented as body culture content, being developed through a range of body practices capable of addressing the conceptual, attitudinal and procedural dimensions. This amplitude of learning aspects dialogues with the phenomenological completeness of education and is close to the learning perspectives of César Coll et al. (1998) and Charlot (2000).

Commonly known, César Coll et al. (1998), presents three teaching contents, namely: conceptual, procedural and attitudinal. The conceptual contents are those linked to facts, concepts or principles. The procedural contents are related to knowing how to do. And the attitudinal contents are those articulated to values, norms and attitudes.

Advancing in the perception of the three above-mentioned contents and betting on a relational perspective that enriches and subjectives the learning process are the studies by Charlot (2000), who presents three forms of epistemic relations or figures of learning: objectification-denomination (knowledge-object), imbrication of the self (knowledge-domain), and distancing-regulation (knowledge-relational).

In the program's Pedagogical Manual, of 2008, sport is proffered as a strategic training program for children and young people's lives, developing several personal, social, and cognitive skills, which will be presented below:

The new way consists in understanding sport as a privileged way to educate children and young people for life, thus promoting human development in our country. Worked within the philosophy of education through sport, children and young people develop personal, social, cognitive and productive skills. This is education focused on promoting human development. It is an education that develops skills, abilities, attitudes, behaviors, and values. The one that believes that each child carries within him or herself a potential. And this education is the opportunity that must be offered by society for the potential in each child to be realized. (OLIVEIRA; PERIM, 2008, p. 32).

The document highlights the importance of axiological training for human education, delegating this functionality to sport. Thus, sport assumes this function of value education that conditions it to a corporal practice capable of strengthening a holistic education that is able to

dialogue with the world of life. Thus, as the proposal presented by Mais Educação Program, sport can be a functional tool for learning the world of life, with academic researches endorsing this discourse - Naul (2008) and Binder (2012).

In the Handbook analysis, the promotion of the four pillars presented by UNESCO, through Delors' Report (1998), is presented and contributes to foster a concept of education for human development, which according to the document, is about an education that is able to promote the four learning: "being, living together, knowing, and doing - and able to transform this learning into four competencies in the students' lives - personal, relational, productive, and cognitive" (OLIVEIRA; PERIM, 2008, p. 35).

The promotion of a citizen education is also defended in the document's lines, since it presents a conception that is free of prejudices, and that has a sense of justice, personal and collective respect, as we will present below:

[...] queremos formar cidadãos democráticos, que saibam compreender, aceitar e conviver com as diferenças, livres de preconceitos e defensores dos direitos estabelecidos para todos. Em relação a valores, as atividades esportivas permitem um intenso trabalho, uma vez que o esporte oferece ricas oportunidades para a sua expressão. Respeito, solidariedade, cooperação, sinceridade, senso de justiça, responsabilidade pessoal e coletiva (ou seus opostos) podem ser expressos e identificados nas atividades esportivas. São os valores que orientam o modo de agir e as nossas escolhas entre ser ou não ser (OLIVEIRA; PERIM, 2018, p. 36).

The pedagogical foundation of the program is anchored in the provision of body practices of an educational nature, so that the contents cover the conceptual, procedural and attitudinal dimensions, in a planned, inclusive and playful way (BRASIL, 2018)

The social background that sports carry defines it with a notion of social capital. Authors such as Holt (2008) and Bailey (2005) share the theoretical debates of Bourdieu (1997), Coleman (1988), and Putnam (2000) to direct this thesis.

For the authors, the notion of social capital that emerges concerns the role of social networks and shared activities, and is closely articulated to the concepts of trust, community and civic engagement. The emphasis is given to social processes and ways of improving community organizational capabilities, which from a social cohesion, creates or strengthens the physical, social and cultural infrastructure of communities (HOLT, 2008).

Once the practice of sports provides a structure as a social activity, creating opportunities to make friends, develop networks, and reduce social isolation, it seems safe to say that the sports phenomenon presents dimensions for the development of social capital.

For Grando and Madrid (2007), the sport developed in Segundo Tempo Program and in Mais Educação Program contribute to the implementation of actions that aim to meet the needs and interests of the population, being propellers of sporting practices.

It was based on this formative discourse that Segundo Tempo Program was presented as the largest Olympic education program in Latin America and submitted to Brazil's bid to host 2014 FIFA World Cup and 2016 Olympic and Paralympic Games.

Mais Educação Program, having sport as an evident macro field in the development of the Program, mentioned in sections above, was also submitted to the proposal of popularization of physical education and sport classes in school units with the perspective of increasing investments for this purpose.

Despite the advances, the path followed up to the present day does not match a continuous vision of governmental actions. Currently, the Sport for All campaign promotes different sports programs such as Sport and Citizenship Project, Playing with Sport Project, City's Sport and Leisure Program, Village Living Project, Delas Project, Healthy Life Program, the Struggle for Citizenship Program, Turning the Game Project, and the Cedes Network. Given the variability of proposals, many of the initiatives are not active, nor are they intended to impact the local territory and universalize the practice of sports where they are being developed.

The gap may be the result of a lack of interest in sports training, since the Ministry of Sports was extinguished in 2019, transforming it into a Special Secretariat for Sports, and it is now part of the Ministry of Citizenship. Besides the symbolic impact, the extinction of the Ministry of Sports has led to a reduction in the amount of funds allocated to the proposals developed in the agenda of this Ministry.

The resources cutoff hits the advances of public policies in the sports area that were being invested as a historical mark of the legacy of 2016 Olympic Games and 2014 World Cup held in Brazil. In addition, the threat of making Physical Education non-mandatory in 2017 went hand in hand with the fragmentation of a conception of full time and human education, richly developed and grounded in Physical Education field.

3 Conclusion

We have drawn the conclusion of this article with the perception that the educational and sporting proposal of the analyzed programs headed towards a Welfare State through the promotion of public policies that induce the expansion of school time, the promotion of sport as a sporting phenomenon for the development of values and moral construction, the multidimensional promotion of learning and learning opportunities, in the pursuit of a citizen,

emancipatory, and social justice education, in favor of the integrity of the human being's education.

It was in this scenario that social rights were strengthened and materialized as fundamental rights, conquered through social struggles that sought to appeal to the historical debt of these social rights silenced over time, education being a fundamental part for the transformation of society.

The target audience of public schools end up being originated from this historically exclusionary movement where, many times, they see full-time education schools and social sports projects as strongholds for minimizing these weaknesses. Therefore, according to Guar (2006, p. 20):

[...] it is necessary to be aware of the risk of a decrease in the quality of these programs, caused by the absence or insufficient provision of resources for the services offered, which makes the collaboration of professionals well prepared for the educational task unfeasible. If the population is vulnerable, it will need even more competent and well-structured programs, the cost of which is certainly higher.

Gadotti (2009, p. 54) talks about the importance of the sociocultural quality of education. For the author, the concept is linked to investment in the conditions that enable educational quality such as transportation, health, food, clothing, culture, sports and leisure. According to him, it is not enough to activate public inclusion policies, inserting students in a state of vulnerability to promote inclusion. It is also necessary to insert with them "their culture, their desires, their dreams, the will to "be more" (Paulo Freire). It is necessary to enroll the life project of these new students in an ethical, aesthetic and ecopedagogical perspective". Thus, full time education needs to aim at the sociocultural quality of education, which is synonymous to full time quality.

However, we recognize that in order to develop quality in the offer of this educational perspective, endogenous and exogenous aspects are associated, such as a series of specific deficiencies like, for example, teachers' education, career, and salaries; inadequate infrastructure; school size; number of students per classroom; shifts and part-time shifts; school organization; pedagogical processes; curricular organization; and policies of access, permanence, and pedagogical support, among others.

Although we find a path that seeks the valorization of Education and, consequently, the search for quality in the educational field, Fagnani (2014) and Cara and Pellanda (2018) state that there is still a long way to go.

The legacy of a past of injustices and inequalities endorses the urgency of facing these challenges at higher levels for the full development of citizenship. On the other hand, many of these struggles had their voices silenced by dominant interests that saw - and still see - school

institutions and sports as prey of the conservative classes, interested in maintaining a type of education.

For Foucault (2012), doctrine binds individuals to certain types of utterances and prohibits access to others. And it is within the construction of public policy agendas that these discourses are valued or silenced.

In recent years, a neoliberal reductionist movement has been taking shape in the agendas of public educational and social policies which, from this perspective, has been promoting agendas that have been defragmenting the integrity of the subjects' education and delegitimizing a democratic society that seeks the reduction of social injustices.

Studies such as Fagnani (2014), Bedin (2013), Ribeiro, Richter and Borges (2019), Rossi (2019) and Cara and Pellanda (2018) synthesize this unbalanced path that has been defragmenting a comprehensive education, especially by the interests of the market order, through the reduction of rights and budget freezes.

For Ribeiro, Richter, and Borges (2019), what is placed in the ideological discourses, in many moments, are of a conservative, reactionary, patriarchal, xenophobic, sexist, and fundamentalist character.

For Fagnani (2014, p. 1003), the challenge is to expand the dialogues in the construction of consensus for the "formulation of a national project focused on combating the various faces of social inequalities, which requires the construction of a field of alliances and increasingly expanded public debates. For the author, a transformation agenda for social protection and education must be conditioned to the defense of the values of the Welfare State, much of which is included in 1988 Federal Constitution.

Thinking about proposals for social, educational, and sports public policies that imply in the development of human potentialities as the greatest asset to be taken care of is still a challenge for the fulfillment of a definitive government agenda.

The best way is to understand education and sport as an element of democratic transformation, constituted by the subjects and for the subjects, anchored on the principles of education, which are based on a universalistic and holistic view, because otherwise, we will be betting on a conception of full time education where 'more education' will be in 'second time'- as elucidated in the proposal of New Mais Educação program.

The proposals of integral education experiences found in the Mais Educação and Segundo Tempo programs represented a viable alternative and an overcoming of a capitalist neoliberal project in a rich phenomenological education project presented throughout this study.

The principles of full time education have been expanded to a conception of full education that is anchored in universality, so that it can meet the right of all in a secular, accessible, universal way, meeting a variability of educational opportunities and so many other principles.

Physical education classes and sports were thought under the logic of democratic experience, which brings together several subjects, adding significant socio-cultural values to the students' education, because the meeting of these differences leads to dialogues and experiences essential to a comprehensive education, making it possible to articulate learning activities in school and out of it through a meaningful curriculum.

Sport, specifically, was established in these documents as a constructive partner for a holistic education, being used to fulfill the responsibility of developing the axiological, physical, and affective aspects of human education.

Finally, New Mais Educação Program presented an educational proposal that was disconnected from the concepts presented in the documents analyzed. The restricted educational proposal is far from a multidimensional educational proposal presented in Mais Educação and Segundo Tempo programs.

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