

**Historical aspects and current challenges of Physical Education policies: a survey of
Brazilian programs and actions**

**Aspectos históricos e desafios atuais das políticas de Educação Física: um levantamento
dos programas e ações brasileiras**

**Aspectos históricos y desafíos actuales de las políticas de Educación Física: un
relevamiento de los programas y acciones brasileños**

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Abstract

The Physical Education (PE) policies in Brazil have been poorly explored and discussed. Health, education, and sports are areas of knowledge sustained by PE. However, it has not been addressed together, as the PE field purpose. The aim was to present an overview of the main historical aspects of PE policies, by systematizing their technical and operational aspects and unveil the challenges in Brazil. The research did a data extraction, which characterized as a policy analysis in the process of organizational and operational information. Additionally, a bibliography review was applied to support the discussion. The actual public programs in Brazil are established since 1995 to 2017, and most of them prioritize a specific stratum of the population to develop actions and usually cover the national territory. Actions linked to moments and not temporal construction. Finally, Brazil has a large in the evaluation and monitoring of policies around PE. For future application an alternative is the unification of political sectors to favor environments and practices to meet the current demands of society, promoting a continuing and multidisciplinary professional training and link actions beyond the public sector.

Keywords: Public policy; Intersectoral collaboration; Health; Sport; Education; Teaching.

Resumo

As políticas de Educação Física (EF) no Brasil têm sido pouco exploradas e discutidas. Saúde, educação e esporte são áreas do conhecimento sustentadas pela EF. No entanto, não foi abordado em conjunto, como é a proposta da área EF. O objetivo foi apresentar um panorama dos principais aspectos históricos das políticas de EF, sistematizando seus aspectos técnicos e operacionais e desvelando os desafios do Brasil. A pesquisa fez uma extração de dados, que se caracterizou como uma análise de política no processo de informação organizacional e operacional. Além disso, uma revisão bibliográfica foi aplicada para subsidiar a discussão. Os próprios programas públicos no Brasil estão estabelecidos de 1995 a 2017, e a maioria deles prioriza um estrato específico da população para desenvolver ações e, geralmente, abrange o território nacional. As ações em sua maioria são estabelecidas em períodos determinados, e não se caracterizam com uma construção temporal. Por fim, o Brasil tem grande atuação na

avaliação e monitoramento das políticas em torno da EF. Para futura aplicação uma alternativa é a unificação de setores políticos para favorecer ambientes e práticas que atendam às demandas atuais da sociedade, promovendo uma formação profissional continuada e multidisciplinar e articulando ações para além do setor público.

Palavras-chave: Política pública; Colaboração intersetorial; Saúde; Esporte; Educação; Ensino.

Resumen

Las políticas de Educación Física (EF) en Brasil han sido poco exploradas y discutidas. La salud, la educación y el deporte son áreas de conocimiento sustentadas por la EF. Sin embargo, no se ha abordado conjuntamente, como el propósito de campo de la educación física. El objetivo fue presentar un panorama de los principales aspectos históricos de las políticas de EF, sistematizando sus aspectos técnicos y operativos y develar los desafíos en Brasil. La investigación hizo una extracción de datos, que caracterizó como un análisis de políticas en el proceso de información organizacional y operativa. Además, se aplicó una revisión bibliográfica para apoyar la discusión. Los programas públicos actuales en Brasil se establecen desde 1995 hasta 2017, y la mayoría de ellos priorizan un estrato específico de la población para desarrollar acciones y generalmente cubren el territorio nacional. Acciones ligadas a momentos y no construcción temporal. Finalmente, Brasil tiene una gran participación en la evaluación y seguimiento de políticas en torno a la EF. Para su futura aplicación una alternativa es la unificación de sectores políticos para favorecer entornos y prácticas para atender las demandas actuales de la sociedad, promoviendo una formación profesional continua y multidisciplinar y vincular acciones más allá del sector público.

Palabras clave: Política pública; Colaboración intersectorial; Salud; Deporte; Educación; Enseñanza.

1. Introduction

Physical Education have different concepts that varies from country to country. In Brazil, topics related to activities for health promotion, education at school, and sports in different contexts, (Brasil, 1998) are contemplated generically within a large area called Physical Education. Employing regulated professionals, the training axes are generalists to contemplate the universe of performance, with specializations in different aspects of the area according to previous experience or complementary training. Therewith, researches of formal

educational systems, high performance, and recreational sports, fitness and, public health include this background.

Health, education, and sports practice are citizenship rights, and to attend strategies each point, policies and public actions can support the practice dissemination. Constitution of 1988 was an important turn point for articulation actions based on the State obligation in communion with population necessities and rights (Brasil, 1988), and policies have been very popular research topics in Brazil; however, based on our knowledge, these three main topics have not been addressed together, as the PE field purpose. Also, the regulamentation did not propose or encourages an intersectional action perspective with different ministries departments. From this perspective, the ministries made by their different outlines.

Taking as an example, the school (e.g. elementary school) context presents a good place to develop those three topics together (Jewett et al., 2014). The professional support for attempt in enjoyable activity experiences, environment for practice, interscholastic sports, materials, and social support, which can offer a behavior change that can be persisted or track to adulthood and older adults (Hills, Dengel, & Lubans, 2015). However, instead of support integrative proposes, based on literature the development of areas highlights the exponential visibility of the health sector in Physical Education, especially with the health promotion approach. The development of one area over the others seems to be related to the intervention of several professionals and medical support in the public health sector in contrast, for example, the sports sector that the PE Professional is the main (and maybe the only one) responsible for its development.

Chronologically, PE in the educational sector represents the first record of a political action developed by the State involving sports and physical activity. It was first described in the XIX century, with the decrees number 2,116 (1858), 3,705 (1866), 4,720 (1871), 5,529 (1874), 9,251 (1884) and 1,0202 (1889) for the obligatory practice of sports in military schools (Tubino, 2002). The health sector was the most well developed in accordance with the Physical Education, and has important interdisciplinary approaches in policies, insert in the public health and education context (PNPS, 2018; PSE, 2007).

However, the sports public sector was the one that received most programs for implementation (Mazzei, Barros Meira, Bastos, Silveria Böhme, & Bosscher, 2015) with most of them focused on high-performance sports. Since 1941, with the Decree-Law number 3.199 and publishing of the first official sports legislation in Brazil, the basis for the organization of sports throughout the country was developed by the National Sports Council (Brasil, 1941). From 1941 to 1988, the policies had much more of a sports promotion character as a tool of

demonstration of national identity and national strength, besides the beginning of the institutionalization of the sports organization (Mezzadri et al., 2015). In 1998, it was instituted the Law 9.615, called *Lei Pelé* (Pelé's Law). This law implemented the funds for Olympic and Paralympic sports. Additionally, during the twentieth century, sport-related policies gained a focus on participatory sports programs (e.g. *Segundo Tempo*, among others), and especially on the development of high-performance sports (e.g. *Bolsa Atleta*, among others).

Through a long period of development, PE is nowadays more established in the health sector. The importance of PE in the health sector started to rise after researches present evidence of how being physically active can prevent diseases (Fox & Haskell, 1968) and the creation of government programs based on physical activities in school and health centers seems to be a promising strategy (Brasil, 2013). PE action in the Educational context has been taking too much time to build a 'solid spot' and legitimize its importance in this context. For a long time, most of the discussions regarding PE in the Educational context were about the epistemology concept (Bracht, 1995; Lovisolo, 1995) and the uncertainty about the way that it would contribute to our children's development. Another context that PE is still in development, however gaining attention, is the Sport context due to the decade (2007-2016) of mega sporting events held in Brazil (Mazzei & Rocco Júnior, 2017). Before (Brasil, 2004) and during (Brasil, 2013) this decade, sporting programs/laws were created to increase the number of Brazilian's elite athletes. Although it was crucial to qualify athletes, programs such as talent identification and investments in athletes during their process to become elite did not get too much consideration (Mazzei et al., 2015).

Financial support is always an important aspect that contributes to develop and implement policies; however, based on our knowledge, it is not the most challenging condition to implement aspects related to PE in policies. The strategies of how to implement, evaluate, and to review those typologies of policies are might be the biggest challenge to the health (Rutter et al., 2017), sports (Houlihan, 2005), and educational (Haddad & Denshy, 1995) contexts. There are other challenges that we need to take for consideration, but the planning about how the program will be implemented, monitored, and evaluated seems to be crucial to develop any scenario that involves PE.

PE Politics intends to attend the overall population, since children until older adults. What varies among the population assisted are the objectives, such as, health promotion, social inclusion, educational development for soft, and hard skills and high performance. The Brazilian political system consists of politics and laws, which are responsible for designating public actions, and are developed by ministries. Usually, ordinances are published to support

complementary information in the institutionalization of programs, actions and teamwork groups (Brasil, 2010).

Even the politics in Brazil have been developed by State organizations; an interpretation using a multicentric approach can provide futures comparison with other countries (Secchi, 2014). The policy networks framework has important explanatory power both on the level of strategic interaction processes as well as on the level of institutional relationships (Klijn & Koppenjan, 2000). Based on that, and due to the continuous process of specialization of the areas and the growing demand for policies, PE, health, education and sports, they have moved away and seem to have little dialogue with each other. Therefore, we aimed to verify if there is a collaborative or intersectoral or interdisciplinary process of formulating and implementing policies related to PE in different areas such as sport, health, education and sport.

2. Methodology

The present study is descriptive research, with a retrospective qualitative approach and documentary analysis (Delgado, Marin, & Sánchez, 2011). We searched for online and open access documents from Brazilian government ministries and secretaries' websites (i.e., portal.mec.gov.br/; esporte.gov.br; saude.gov.br/acoes-e-programas; defesa.gov.br/esporte) since the identification of PE in the public sector as a plan of actions, programs or projects (inclusion criteria). Documents with no identification and no data of publication were excluded (exclusion criteria). During the non-systematic searches, the following descriptors in Portuguese language were used: “escola” (school), “atividade física” (physical activity), “promoção da saúde” (health promotion), “esporte” (sport), “olímpico” (olympic), “programas e ações” (programs and actions), “políticas públicas” (public policies). The data collection was performed between October 7th to November 18th of 2019. We selected institutional documents of politics and analyzed the chronological, technical, and operational information of those documents. The first, second and third author independently screened the websites and documents. After that, the authors compared their finds to check agreements and discordances.

The data extraction was characterized as a policy analysis in the process of organizational and operational information, based on dimensions and aspects recommended by the RE-AIM framework, (an acronym for Reach, Effectiveness, Adoption, Implementation and Maintenance) This instrument has a translation and adaption for Brazilian context, which

allows assistance for planning and evaluation of physical activity and health promotion programs (Brito et al., 2018). *RE-AIM* was validated in the 1990s and is compatible with systems-based and social-ecological thinking. It has been used for the planning, implementation and organization of programs (Glasgow, Vogt, & Boles, 1999). It also can offer an assessment directed towards methodological quality, which enables the analysis of information on individual, organizational or both levels to gather data on program methods (Belza, Toobert, & Glasgow, 2007).

RE-AIM framework provides a better understanding of interventions based on evidence and developing new programs, contributing for translation of knowledge and reapplication of good practices (Antikainen & Ellis, 2011; Glasgow et al., 1999). Organizational process was presented in information about professionals' direction (e.g., PE professionals and health professionals), society sector (contemplated population), expected duration (start and end date), potentially benefited location (e.g., schools, universities) and coverage (national, macroregional, states or federal unit)

The operational information considered the implementation (what the program or action institute for the potentially benefited location), monitoring (which PE subarea and/or those responsible to carry out the public investment) and, finally, the evaluation (feedback control; e.g., reports and medals). Additionally, we did a bibliography review and consulted specialists (PhD professors current working on the thematic of investigation) to support our thoughts and discuss the topic. Finally, we arranged the inter-ministry actions involving PE for synthesize how programs, actions, and projects listed are carried and which public system is they from.

3. Results

3.1 Overview of Public Actions involving Physical Education

Based on the data collected of 10 programs and actions (Table 1), most of the public programs in Brazil that involve PE seem to prioritize a specific stratum of the population to develop actions and usually cover the national territory. It was possible to identify that some programs were developed in the same year as the old Ministry of Sports was created (the old Ministry of Sports was changed to Special Secretary of Sport into to Ministry of Citizenship in 2018. Thus, we will refer the program and action from the old Ministry of Sport based on

its new ministry name, Ministry of Citizenship). PE professionals were hired in the Ministry of Health. Also, the same decade mega sporting events were hosted in Brazil.

Table 1. Descriptive characteristics of programs and actions retrieved from an organizational process perspective.

Programs and Actions	Professionals	Society Sector	Expected duration (start - end)	Potentially benefited locations	Coverage
<i>Academia da Saúde</i>	Physical Education Professionals and partners	All people	2011 - in operation	Places that need revitalization and are needy	National territory
<i>Saúde na Escola</i>	School teachers and the NASF team	School students	2007 - in operation	Municipal schools	National territory
<i>Segundo Tempo/Segundo Tempo no Mais Educação/Forças do Esporte</i>	Undergraduate students	Children and adolescents from 6 to 17 years old; disabled people;	2003 - in operation	Public schools and/or areas of social vulnerability	National territory
<i>Mais Educação/Novo Mais Educação</i>	School teachers	School students	2007 - 2017/ 2017 - in operation	State and municipal schools	National territory
<i>Esporte e Lazer da Cidade</i>	Physical Education Professionals	All people	2003 - in operation	Squares, courts, church halls, sports gyms, soccer fields, and social clubs	National territory
<i>Bolsa Atleta</i>	-	High- performance athletes	2005 - in operation	-	National territory
<i>Rede Cenesp</i>	Professors, graduate, and undergraduate students	High- performance athletes	1995 - 20??	Universities	South, Southeast, Northeast regions
<i>Transforma</i>	School Teachers of Physical Education	School students	2014 - ?	Schools	States of Rio de Janeiro, Minas Gerais, and Distrito Federal
<i>Rede Cedes</i>	Sport and leisure researchers	Higher education institutions	2003 - in operation	Public and private higher education institutions	National territory

<i>Programa Olímpico da Marinha</i>	-	High-performance athletes	2011 - in operation	-	National territory
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Note: Information from official documents.
Source: Authors.

Although these programs have an important impact on people's lives, some of them do not have or do not provide online free access to their operational process of implementation, monitoring, and evaluating. The lack of this information imposed a limitation on the present study. For instance, it could help professionals to replicate national actions in smaller locations. In general terms, each program presents a specific implementation, monitoring, and evaluation process, which is reasonable considering that they differ among them and have different indicators. However, the use of different types of monitoring and evaluating might difficult their integration with other areas and sectors, being hard to share and compare the effectiveness.

In Table 2, interestingly, the programs and actions that have a well-established evaluation and monitoring processes are the programs of the Ministry of Health, and in less scale the programs and actions of the Ministry of Education. The Ministry of Citizenship's programs and actions, however, have a very large lag in the evaluation and monitoring. The few programs and actions that have evaluation strategies are through a partnership with researchers and research groups, culminating in books and scientific articles published in PE journals. However, the evaluations from the Ministry of Education's programs are already pre-established to guide the program improvement.

3.2 Inter-ministry Public Actions involving Physical Education

Ten programs, actions, and projects were listed for the comprehension of an organizational and operational process in the Brazilian public system. The Ministry of Health and the Ministry of Citizenship were responsible for *Saúde na Escola* (health in the school); the Ministry of Education and the Ministry of Citizenship for the programs *Mais Educação* (more education), project *Segundo Tempo* (second time) into *Mais Educação*, *Rede Cenesp* (Cenesp network), and *Rede Cedes* (Cedes network); and the Ministry of Citizenship and Ministry of Defense for the *Segundo Tempo/Forças do Esporte* (strength in the sports). Six programs were carried by only one ministry, even considering the PE professional's

intervention.

Table 2. Descriptive characteristics of programs and actions retrieved from an operational process perspective.

Programs and Actions	Implementation	Monitoring	Evaluation
<i>Academia da Saúde</i>	Infrastructure, equipment, and professionals for promotion and production of health care.	It is the municipality's responsibility to inform the federal government.	Pre-established forms are used at all program hubs and are evaluated at local, municipal, and state levels. Then all data is sent to the Ministry of Health, which generates states, and a national report with the Program scenario. Such documents are referential for decision making and for planning future actions, both federally and statewide.
<i>Saúde na Escola</i>	Education and health actions performed as didactic projects in schools.	Independent scientific research.	Recent research punctuated a series of evaluations about Program (e.g., Fontenele, Sousa, Rasche, Souza, & Medeiros, 2017).
<i>Segundo Tempo/Segundo Tempo no Mais Educação/Forças do Esporte</i>	Sports activities in the school overtime.	Indicators created in partnership with Pontifícia Universidade Católica de Minas Gerais are used.	The program monitoring and evaluation system has been designed to establish a monitoring and evaluation model that incorporates process and outcome indicators that can be continuously verified, resulting in the publication of a book (e.g. Sousa et al., 2010)
<i>Mais Educação / Novo Mais Educação</i>	Improve learning in Portuguese and Mathematics in elementary school, by extending the school day of children and adolescents, by complementing the workload.	The school director is responsible for providing program information to the Ministry of Education.	The monitoring is done by a partnership between the Ministry of Education and the Center for Public Policy and Education Assessment of Federal University of Juiz de Fora. The information collected by the system is the subject of a longitudinal survey to monitor and evaluate the actions developed to verify the effectiveness of the Program.
<i>Esporte e Lazer da Cidade</i>	Implementation and modernization of infrastructure for recreational and leisure sports.	Indicators created in partnership with Pontifícia Universidade Católica de Minas Gerais.	The program monitoring and evaluation system has been designed to establish a monitoring and evaluation model that incorporates process and outcome indicators that can be continuously verified, resulting in the publication of a book.
<i>Bolsa Atleta</i>	Financial support for high-performance athletes.	Achievement of medals and ranking position.	Program evaluation is done through a partnership between the Ministry of Citizenship and a group of researchers, resulting in the dissemination of results in scientific articles (e.g., Reis, Moraes, Figuerôa, de Almeida, & Mezzadri, 2015).
<i>Rede Cenesp</i>	Scientific and technological research development of sports, training, and improvement of athletes' performance.	Government-provided reports and audits.	Reports are available on the program web site, concerning the numbers generated by the program.
<i>Transforma</i>	Qualification of physical education teachers for teaching "non-traditional" sports in Brazil.	Independent scientific research.	Recent research punctuated a series of evaluations about the Transforma Program (Santos, 2018).

<i>Rede Cedes</i>	Scientific and Technological Development of Sport and Leisure.	Research and actions.	The products of Rede Cedes are available at a repository (http://vitormarinho.ufsc.br/).
<i>Programa Olímpico da Marinha</i>	Athlete Support	Achievement of medals.	The success of the program is measured by medals and positions archived by athletes on competitions.

Note: Information from official documents.
Source: Authors.

4. Discussion

The broad perspective that PE in Brazil is multifaceted reflects its technical functions applied in several ministries, including its aspects to their programs, plans of action, and projects. The ministries are Ministry of Health, Ministry of Education, Ministry of Citizenship, and Ministry of Defense. Although these ministries make use of the PE aspect, it seems that they do not have a linked communication between them to develop new programs in an integrated view. This discussion is currently carried in sports practice and health benefits in children (Hills et al., 2015), adults (Oja et al., 2015) and older adults (Jenkin, Eime, Westerbeek, & van Uffelen, 2018), in the different perspectives and evidence of education and sports practices (Beni, Fletcher, & Ní Chróinín, 2017; Koh, Ong, & Camiré, 2014), with an important document published entitled “International Charter for Physical Education, Physical Activity, and Sport” (UNESCO, 2015). Although, few perspectives of education, health, and sport for all ages in a political practice are debated.

In Brazil, it has been established that programs, actions, and projects are products of politics. Therefore, one could understand, and future propose actions based on politics already existing. For instance, the Ministry of Health institutionalized the National Health Promotion Policy (Brasil, 2006), National Policy for Integrative and Complementary Practices (Brasil, 2015), National Health Policy for the older adults (Brasil, 2006). Linking politics with national programs resulted in important steps to aggregate PE to the public health sector. Nowadays the programs need to be updated with a proposed composing international plan. For example, the global action plan on physical activity 2018 - 2030 (Let's be active), which increases their intervention for all populations. It was considered an improvement in the environment, cultural aspects, social profile, and opportunities for people of all ages and skills (OMS, 2018). The key to improving health is the engagement of different departments, ministries, and secretaries, with professionals' training, stronger data systems, as well as the use of digital technologies (OMS, 2018).

The actual Secretary of Sports has its actions based on the development of the Olympic and participation sports. There was in the last decades, which actions and plans for the achievement of a specific number of Olympic medals, at the Rio de Janeiro 2016 in the Olympic Summer Games, it was called the *Plano Brasil Medalhas* (Brasil Medals plan). The decade of mega sports events brought up a series of policies and actions, so much for game realization, preparation of athletes, and the legacy of the games to society (DaCosta, Terra, Pinto, & Rodrigues, 2008). The Fédération Internationale de Football Association (FIFA) and the International Olympic Committee (IOC) required to Brazil many things to the accomplishment of the FIFA Soccer World Cup and the Olympic Games in Brazil. In particular, they include the construction of sports arenas, centers of sports training, qualification of coaches from the Brazilian Olympic Committee, and support the preparation of athletes. Thus, despite many doubts about the Olympic legacy, positive actions have generally emerged for Physical Education.

Lastly, the Ministry of Education plans its actions and programs based on surveys about the education in Brazil preconized by United Nations Educational, Scientific and Cultural Organization (UNESCO) (Brazil, 2019). Because of the Ministry of Education, PE is a discipline taught in the elementary to middle schools. Going beyond the school's curriculum, this ministry integrated into its program *Mais Educação* the program from Ministry of Citizenship "Segundo Tempo", in 2009. This integration demonstrated a wide range of possibilities that ministries can do if they work together. Both programs combined show that educational and sports activities need to be associated with the schools' pedagogical political proposal to contribute to the student integral formation (Grando & Madrid, 2017). Furthermore, there is a third program named *Forças no Esporte*, from the Ministry of Defense, that is also interaction with these two other programs to attend children and adolescents with social vulnerability.

The polices reported influenced international organizations to be frame, even being based on national problems. It is necessary to consider that in Brazil, there are two undergraduate courses only for integral comprehension of Physical Education, one focused on schools and others focused on clubs, gyms, and public health sectors. If governments bodies wish to create and develop a public program using some of the examples that we gave about PE aspects, we suggest that this program combine the three contexts (health, sports, and education), maybe with future sequences more specialized, and be applied initially in the community of schools and primary care.

Finally, the public program to have a method to unified and able to be compared is necessary to guide some dimensions for future replications. A framework named RE-AIM proposed by Glasgow and colleagues (1999) is an example of what dimensions are necessary. If the program has instructions for check the reach, effectiveness, adoption, implementation, and maintenance (Glasgow et al., 1999) of actions it can be systematically applied as a national standard, with professional training, and with technical support, the eventual changes and updates are more reliable and effective. This procedure initially will need public investment, but we believe that education for health and social background, sport for health and education, and the strategies viewing practice in all lifelong can promote the difference in Brazilian society.

5. Future Perspectives and Considerations

The historical aspects of Health, Education, and Sports Politics involving PE in Brazil faces difficulties to present products from the process involving practice activities, especially in the educational and sports area. In the past years, there was a reduction of sports-related PE actions, which can improve again with the use of evidence to direct actions and exploring technical and operational points to strengthen these areas.

The findings of this survey highlight some practical implications for policymakers in the PE in Brazil, which include the following suggestions: encourage more state actions and less Federal actions, propose the unification of political sectors to favor environments and practices to meet the current demands of society, promoting a continuing and multidisciplinary professional training and link actions beyond the public sector. Although this study presents limitations concerning its non-systematic search, it brings to our readers (researchers, policy makers and all community) an easy way in the understanding of historical aspects on PE political actions and programs in Brazil.

For future studies, we considered important continued this framework with an integrated approach of PE. With the organizational and operational information, a potential next step is to investigate the perspectives of managers and the Brazilian population in front of this scenario.

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