

## LEARNING RECOVERY AS A PUBLIC POLICY: IMPLEMENTATION CHALLENGES AND IMPACTS ON EVERYDAY SCHOOL LIFE

### A RECOMPOSIÇÃO DAS APRENDIZAGENS COMO POLÍTICA PÚBLICA: DESAFIOS DE IMPLEMENTAÇÃO E IMPACTOS NO COTIDIANO ESCOLAR

### LA RECOMPOSICIÓN DE LOS APRENDIZAJES COMO POLÍTICA PÚBLICA: DESAFÍOS DE IMPLEMENTACIÓN E IMPACTOS EN LA VIDA ESCOLAR COTIDIANA



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#### ABSTRACT

Learning recovery has emerged as a response of educational public policies to the gaps accumulated in teaching and learning processes, intensified by structural inequalities and recent crisis contexts. In this scenario, understanding its implementation challenges and its

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impacts on everyday school life becomes essential to analyze the effects of these policies on pedagogical practices, educational management, and teachers' work. The approach adopted in this research is qualitative in nature, as it is appropriate for analyzing educational public policies and their effects on school daily life. To carry out this study, two complementary research methods were used: bibliographic research and documentary research. The general objective of this research is to analyze learning recovery as an educational public policy, identifying the main challenges of its implementation and the impacts produced in everyday school life, especially in pedagogical practices, educational management, and the organization of teachers' work. The research showed that when treated as a public policy, learning recovery advances, but it also reveals limits that need to be addressed.

**Keywords:** Learning Recovery. Educational Public Policies. Everyday School Life. Pedagogical Practices. Structural Inequalities.

## RESUMO

A recomposição das aprendizagens tem se afirmado como uma resposta das políticas públicas educacionais às lacunas acumuladas nos processos de ensino e aprendizagem, intensificadas por desigualdades estruturais e por contextos recentes de crise. Nesse cenário, compreender seus desafios de implementação e seus impactos no cotidiano escolar torna-se fundamental para analisar os efeitos dessas políticas nas práticas pedagógicas, na gestão educacional e no trabalho docente. A abordagem adotada nesta pesquisa é de natureza qualitativa, por se mostrar adequada à análise de políticas públicas educacionais e de seus efeitos no cotidiano escolar. Para a realização deste estudo, foram utilizados dois métodos de pesquisa que se complementam: a pesquisa bibliográfica e a pesquisa documental. O objetivo geral desta pesquisa é analisar a recomposição das aprendizagens enquanto política pública educacional, identificando os principais desafios de sua implementação e os impactos produzidos no cotidiano escolar, especialmente nas práticas pedagógicas, na gestão educacional e na organização do trabalho docente. A pesquisa evidenciou que quando tratada como política pública, a recomposição das aprendizagens avança, mas também revela limites que necessitam ser enfrentados.

**Palavras-chave:** Recomposição das Aprendizagens. Políticas Públicas Educacionais. Cotidiano Escolar. Práticas Pedagógicas. Desigualdades Estruturais.

## RESUMEN

La recomposición de los aprendizajes se ha consolidado como una respuesta de las políticas públicas educativas a las brechas acumuladas en los procesos de enseñanza y aprendizaje, intensificadas por desigualdades estructurales y por contextos recientes de crisis. En este escenario, comprender sus desafíos de implementación y sus impactos en la vida escolar cotidiana se vuelve fundamental para analizar los efectos de estas políticas en las prácticas pedagógicas, la gestión educativa y el trabajo docente. El enfoque adoptado en esta investigación es de naturaleza cualitativa, por considerarse adecuado para el análisis de las políticas públicas educativas y sus efectos en el cotidiano escolar. Para la realización de este estudio, se utilizaron dos métodos de investigación complementarios: la investigación bibliográfica y la investigación documental. El objetivo general de esta investigación es analizar la recomposición de los aprendizajes como política pública educativa, identificando los principales desafíos de su implementación y los impactos producidos en la vida escolar cotidiana, especialmente en las prácticas pedagógicas, la gestión educativa y la organización del trabajo docente. La investigación evidenció que, cuando se trata como política pública, la recomposición de los aprendizajes avanza, pero también revela límites que deben ser enfrentados.



**Palabras clave:** Reconstrucción de los Aprendizajes. Políticas Públicas Educativas. Vida Escolar Cotidiana. Prácticas Pedagógicas. Desigualdades Estructurales.

## 1 INTRODUCTION

In recent decades, basic education has been intensely modified due to historical inequalities, rapid social changes and, more recently, crises that have directly affected the teaching and learning processes. In this context, concerns have increased in relation to the learning losses accumulated during the students' school life, placing at the center of public discussion the urgency of institutional measures that guarantee the right to learn. Therefore, the reconstitution of learning emerges as a public policy aimed at facing these challenges in an organized way, uniting pedagogical, structural and management actions in the education networks and schools.

However, the adoption of this policy is not restricted to the formulation of specific guidelines or programs, since it involves the complex implementation of processes that become a reality in the school day-to-day. In schools, these normative guidelines gain a new meaning, being adapted and discussed according to the real working conditions, the practices of the teachers and the dynamics of the institution. In this sense, understanding the recomposition of learning as a public policy requires considering not only what is intended to be achieved, but also the obstacles encountered in its implementation and the repercussions it generates on pedagogical practices, school management and the organization of teachers' work, crucial factors for the realization of educational actions.

The approach adopted in this research is qualitative in nature, as it is adequate to the analysis of public educational policies and their effects on school daily life. To carry out this study, two research methods were used that complement each other: bibliographic research and documentary research.

The general objective of this research is to analyze the recomposition of learning as a public educational policy, identifying the main challenges of its implementation and the impacts produced in the school routine, especially in pedagogical practices, educational management and in the organization of teaching work.

The specific objectives planned are as follows: To examine the conceptual and normative foundations of public policies for the recomposition of learning in the context of basic education; Identify the main challenges faced by networks and schools in the implementation of learning recomposition policies; To analyze the impacts of the implementation of these policies on the daily school life, focusing on pedagogical practices, school management and teaching working conditions.

The article is structured in four sections, aiming to ensure both analytical coherence and clarity in the exposition of the investigative path carried out. In the first section, Introduction, the objectives of the research are presented. The second section, Methodology,

explains the methodological procedures followed. Next, the third section, Theoretical Foundation, organizes and analyzes the main normative and conceptual references that concern the recomposition of learning, discussing the challenges of its implementation and its impacts on the school routine. Finally, in the fourth and last section, the Final Considerations, the main results of the research are revisited, with emphasis on the implications for pedagogical practice, educational management and the organization of teachers' work, in addition to the contributions of the article to the academic debate in the field of education investigated.

## 2 METHODOLOGY

The approach adopted in this research is qualitative in nature, as it is adequate to the analysis of public educational policies and their effects on school daily life. This type of approach allows us to understand meanings, interpretations and relationships that are built in institutional and pedagogical contexts, going beyond the measurement of data and enabling a more contextualized reading of educational processes. In the field of educational research worldwide, the qualitative approach has been widely used to investigate complex phenomena, such as the implementation of policies and their repercussions on school practices, as it favors interpretative analyses sensitive to the specificities of subjects and contexts (Patton, 2015).

To carry out this study, two research methods were used that complement each other: bibliographic research and documentary research. This combination of procedures allows for a solid analysis, by uniting the theoretical discussion with the normative and institutional frameworks that guide the recomposition of learning as a public policy. This methodological approach helps to create an analytical framework that supports the interpretation of the challenges and effects of the implementation of this policy in the educational scenario.

The objective of the bibliographic research was to identify, systematically organize and analyze the production of scientific knowledge that is linked to the recomposition of learning, to public policies aimed at education, as well as to the processes that involve teaching and learning. Thus, we sought to carry out a detailed mapping of the information available in this field to better understand these interconnected themes. According to what the authors Cavalcante and Oliveira point out in their work published in 2020, this type of procedure is fundamental, as it allows the identification of concepts, diverse approaches, and significant results that are already well established in the existing literature. Thus, this procedure offers important theoretical subsidies that are essential for carrying out a critical analysis of the object being studied. This, therefore, enriches the understanding and discussion around the

topic in question. In this work that is being presented, the bibliographic research was carried out with the support of 14 scientific works that are updated, and these works were carefully chosen taking into account both their academic relevance and their pertinence in relation to the topics addressed.

The analysis of official documents, both from Brazil and UNESCO, as well as institutional documents from the Lemann Foundation, the Natura Institute and the organization Vozes da Educação, served as the basis for the documentary research. This procedure enabled the analysis of guidelines, orientations and propositions that underlie the restructuring of learning in the normative and institutional spheres. According to Arantes (2025), investigating through documents is a methodological resource of great value to understand educational policies, since one has direct access to the formal bases that guide their elaboration and execution, which reinforces the analytical coherence between theory, standardization and educational practice.

### **3 THEORETICAL FOUNDATION**

The theoretical foundation was structured in three topics, aiming at a gradual and interconnected exposition of the subject. The first item, Theoretical and normative foundations of learning recovery as a public policy, brings the theoretical references and institutional frameworks that support this policy in the educational sector. In the second topic, Challenges in the implementation of learning recovery policies, the main obstacles that education networks and schools face to put these policies into practice are identified. Finally, the third point, Effects of the recovery of learning in the school routine, investigates the consequences of this policy on pedagogical actions, on the curricular structure and on the life of schools.

#### **3.1 CONCEPTUAL AND NORMATIVE FOUNDATIONS OF THE RECOMPOSITION OF LEARNING AS A PUBLIC POLICY**

The recomposition of learning is affirmed as a public educational policy, which aims to ensure the right to learn in situations marked by historical inequalities and recent crises that have increased losses in the educational field. In this sense, the recomposition is not limited to the simple recovery of contents, but is aligned with educational equity and the State's obligation to guarantee real conditions for each student to achieve the learning objectives expected at each stage of basic education. As stated by Bacila (2024), it is a set of intentionally elaborated actions, which includes diagnosis, curricular reorganization, teacher

training and constant pedagogical monitoring, aiming to reduce disparities and reinforce school practices.

When it comes to normative planning, the recovery of learning is supported by national guidelines and international guidelines that affirm education as an essential human right. As the UNESCO and UNICEF report (2021) points out, the global education crisis has required governments to act in a systemic manner, emphasizing the importance of policies that integrate equity, quality, and sustainability. In Brazil, these guidelines are connected to the constitutional principles and guidelines of basic education, emphasizing the right to learning as the core of current educational policies (Brasil, 2024).

In order to summarize the main conceptual and normative pillars of the recomposition of learning as a public policy, Table 1 presents the organization of the thematic axes that were discussed in this topic of the theoretical foundation, which allows for a broader and more detailed view of the issues on the agenda.

**Table 1**

*Conceptual and normative foundations of the recomposition of learning as a public policy*

Thematic axis	Description
Recomposition of learning	Set of pedagogical and management strategies aimed at overcoming learning gaps, based on diagnoses and reorganization of school work.
Educational equity	Guiding principle of public policies that seeks to ensure differentiated conditions to meet the diverse needs of students.
Right to learning	Legal and pedagogical foundation that recognizes learning as a subjective right, to be guaranteed by the State and educational institutions.
Legal frameworks and guidelines	National and international standards, guidelines and programs that structure and guide the implementation of the recomposition of learning.

Source: Prepared from Bacila (2024), UNESCO and UNICEF (2021) and Brazil (2024).

In a national context, the Ministry of Education, through the Guide for the Implementation of the Recomposition of Learning, compiles a series of guidelines that are aimed at education networks and school institutions. This guide highlights the need for a strong articulation that integrates educational management, pedagogical practice applied in classrooms, and the way teachers' work is organized (Brasil, 2024). It is essential that these guidelines are followed to ensure significant improvements in the teaching and learning process. The text emphasizes the importance of educational policy achieving effective results, which will only be possible with the implementation of a plan that is in perfect integration. For this to happen, it is necessary to use diagnostic evaluations in a pedagogical way, in addition to making a significant investment in the continuing education of education professionals. These approaches must be adjusted and adapted according to local realities and the specific particularities of each of the education systems involved.

Recent research also points to the challenges that arise in school practice when implementing these policies. Batista, Braga and Nogueira (2026) point to a constant tension between the normative text and its practical application, especially in relation to material conditions, the time dedicated to pedagogy and the commitment of education professionals. This makes us understand that it is essential that schools make a critical appropriation of the conceptual and normative foundations of the recomposition of learning so that they can guide practices that are aligned with the principles of equity and the guarantee of the right to learning.

### 3.2 CHALLENGES OF IMPLEMENTING POLICIES FOR THE RECOMPOSITION OF LEARNING

Policies for the recomposition of learning are being implemented in a scenario full of challenges that permeate the institutional, pedagogical and structural spheres of the education networks. Ball (2006), based on the sociology of educational policies, argues that policies are not materialized in a linear way, as they are recontextualized in practices, influenced by local conditions, institutional cultures and power dynamics. When it comes to the recovery of learning, this dynamic is reflected in the discrepancy between what is established by standards and what is actually feasible in schools, especially those located in areas of high social vulnerability.

The financing and administrative management of education networks appear, among the institutional challenges, as constant issues. Brito, Souza and Zuchetti (2025) point out that the implementation of these policies requires constant funding, coordinated planning and technical support for schools, conditions that are not always guaranteed on an ongoing basis. The lack of resources compromises the availability of teaching materials, the extension of the school day and the implementation of continuous actions to monitor learning, which limits the impact of the proposed strategies.

Teacher training and curriculum adequacy are central issues in the pedagogical area. According to the research by Oliveira, Palacios and Bellato (2025), initiatives such as the regrouping of students can be beneficial for the recovery of learning, but it is essential that they are implemented with specific training for teachers and well-defined pedagogical criteria. Without this support, there is a danger of fragmentation of the curriculum and an overload of work for teachers, which makes it difficult to establish practices that are aligned with the objectives of recomposition policies.

The management of school time is also a great challenge. According to reports by the Lemann Foundation and the Natura Institute (2022) and the Voices of Education movement

(2021), both the expansion and reorganization of time for learning involve complex decisions that networks and schools need to make. They range from the restructuring of calendars to the new definition of curricular priorities and require a conversation between managers, teachers and school communities so as not to become punctual and disconnected solutions.

To systematize the main challenges to the implementation of the policies for the recomposition of learning that were discussed in this topic, Table 2 is presented below, which organizes the analytical dimensions taken into account.

**Table 2**

*Challenges in implementing policies to recompose learning*

Dimension	Key challenges
Institutional	Funding limitations, administrative capacity of networks and technical support to schools.
Pedagogical	Teacher training, curricular adequacy and coherence of recomposition strategies.
Structural	School infrastructure and availability of material and technological resources.
Time management	Reorganization of the school calendar and expansion of pedagogical time.
Teaching work	Overload of functions and the need for collective articulation in schools.

Source: Based on Ball (2006), Brito, Souza and Zuchetti (2025), Oliveira, Palacios and Bellato (2025), Lemann Foundation and Natura Institute (2022), Voices of Education (2021) and Koslinski and Bartholo (2025).

Finally, the literature shows that these challenges do not present themselves in isolation, but rather interact in the daily lives of networks and schools. The synthesis of evidence prepared by Koslinski and Bartholo (2025) reiterates that the effectiveness of learning recovery policies is based on the articulation between structural conditions, management decisions, and pedagogical practices that are contextualized. Therefore, recognizing and understanding these obstacles is an essential step towards a critical analysis of the effects of these policies on teachers' work and school structure.

### 3.3 IMPACTS OF THE RECOMPOSITION OF LEARNING ON SCHOOL DAILY LIFE

The results of learning recovery policies are visible in the daily life of schools, especially in the pedagogical practices that take place in the classroom. Research by Falcão and Silva (2025) points out that the reorganization of teaching strategies, based on learning diagnoses, has led teachers to reassess didactic sequences, evaluation criteria and forms of student monitoring, which results in direct consequences on school performance. This movement, which is indispensable, also generates constant adaptations in pedagogical routines, demanding a greater articulation between what is planned, what is executed and what is accompanied in terms of learning.

Particularly in the context of Secondary Education, and still applying in a general way to basic education in its entirety, the recovery of learning is closely related to processes that are more comprehensive and that involve a restructuring of the educational curriculum. This restructuring refers to a different and more effective organization of teaching content and methodologies, with the aim of promoting more meaningful and complete learning for students. Therefore, the recovery of knowledge from these students is not an isolated effort, but part of a larger movement that seeks to transform and adapt the way education is offered. As stated by Smole and Oliveira (2025), in the New High School scenario, the educational policies in force are generating a new organization of the schedules and environments that are intended for school activities. In addition, these changes are also promoting a significant reformulation of the priorities that make up the school curriculum. The transformations that are taking place have a significant effect on the administration of educational institutions, which are currently facing a variety of different challenges and needs. Among these demands, we can highlight the need to ensure compliance with the established standards, the supervision and monitoring of pedagogical practices, as well as the effective management of conflicts that arise as a result of the new impositions and institutional requirements that have been introduced.

The changes perceived in the day-to-day life of schools also impact the working conditions of teachers. Garcia et al. (2023) and Silva (2022) indicate that the recomposition of learning has increased the responsibilities of teachers, who now perform extra functions related to diagnosis, personalization of pedagogical interventions, and the systematic recording of teaching and learning processes. This context highlights the importance of institutional support and collective spaces for planning, otherwise there is a risk of overloading teachers and weakening collaborative practices.

In order to summarize the main effects of the recomposition of learning in the school routine, Table 3 is presented below, which organizes the impacts perceived in pedagogical practice, school management and teaching work.

**Table 3***Impacts of the recomposition of learning on daily school life*

Dimension	Main impacts
Pedagogical practices	Curricular reorganization, use of learning diagnoses and diversification of teaching strategies.
School management	Readjustment of times and spaces, pedagogical monitoring and mediation of institutional demands.
Teaching work	Expansion of attributions, intensification of routines and need for collective work.
School organization	Adjustments in school flows and in the ways of monitoring students.

Source: Prepared from Falcão and Silva (2025), Smole and Oliveira (2025), Garcia et al. (2023), Silva (2022) and Santos (2025).

In addition to structural and pedagogical changes, the literature also points to adaptation processes in the day-to-day life of public schools. Santos (2025) highlights that the recovery of learning has been translated into effective actions that involve managers, teachers and students, requiring constant negotiations based on the real conditions of operation of schools. These changes expose both the conflicts and the opportunities for reconfiguring the teaching and learning processes, based on the experiences that occur in the school environment.

Finally, experience reports, such as that of Paoli (2024), show that the effects of the recomposition of learning go beyond academic results and extend to school culture and professional relationships. The author, when bringing practices that were carried out in a public school after the pandemic, emphasizes that these policies have the potential to favor the resignification of pedagogical work, as long as there are appropriate institutional conditions and a recognition of the role of teachers in the implementation of recomposition actions.

#### **4 FINAL CONSIDERATIONS**

Regaining learning has established itself as a fundamental and necessary path to confront and reduce educational inequalities, which have become even more evident and evidenced due to the interruptions and weakening of educational and learning processes. This approach becomes increasingly essential to recover the learning that was lost. When it comes to public policy, this issue goes beyond the simple pedagogical perspective and also affects educational management, which requires an articulation between regulations, the construction of systemic planning and the realization of actions that are present in the daily life of school institutions. It is essential that all these components are cohesively articulated for the policy in question to work effectively. Therefore, the present study was dedicated to investigating how this policy is reflected in the school routine, taking into account not only its

basic assumptions, but also the obstacles it faces and the real effects it causes in the organization and structuring of the pedagogical work that is carried out in educational institutions. The analysis proposed here sought to unveil in more depth the specificities and consequences of this policy in the day-to-day educational practice.

All the objectives outlined for the research were achieved. The analysis of the conceptual and normative foundations allowed us to show that the recomposition of learning is based on principles of equity, the right to education and the guarantee of learning, guiding the formulation of actions aimed at reducing accumulated educational gaps. It was observed that the alignment between institutional guidelines and pedagogical practices is a central element for the coherence of policies, although this alignment does not always materialize in a homogeneous way in different educational contexts.

Regarding the challenges that can hinder implementation, the research pointed out a series of interconnected obstacles, such as the infrastructure of education networks. Another point that stood out was the difficulties in relation to the continuous and adequate training of teachers, which is crucial for pedagogical practices to achieve satisfactory performance. In addition, the study revealed the lack of essential teaching materials for teaching, as well as the amount of time reserved for the collective planning of classes, which is fundamental for the organization of educational teamwork. In addition, it was noted that diagnostic evaluations are not synchronic in relation to continuous pedagogical interventions, which ends up impairing the effectiveness of the actions that are implemented. The challenges that are emerging point out that the recapture and rerun of learning, when thought of as an effective public policy, requires something that goes beyond simple normative guidelines. It is essential, therefore, that there is a solid institutional and organizational infrastructure that enables the implementation of this policy in a cohesive and continuous manner, ensuring that the established objectives are achieved effectively and sustainably.

With regard to the effects on the school day-to-day, it was found that the recomposition measures have a direct impact on the restructuring of the curriculum, the evaluation practices and the functioning of the classrooms. There began to be signs that students' learning trajectories and the need for diversified pedagogical strategies were receiving more attention. However, it was observed that the increase in administrative and pedagogical requirements can lead to an overload for school teams, which highlights the need for implementation models that take into account the practical reality of schools.

For future investigations, it is recommended to conduct empirical studies in various education systems, comparisons between different implementation models, and research on

the medium and long-term effects of policies on students' school trajectories, with the aim of improving actions and reinforcing the right to learning.

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