

DOSSIER: IMPLEMENTATION OF EDUCATIONAL POLICIES IN THE IBERO-AMERICAN CONTEXT

DOSSIÊ: IMPLEMENTAÇÃO DE POLÍTICAS EDUCACIONAIS NO CONTEXTO IBERO-AMERICANO

DOSSIER: IMPLEMENTACIÓN DE POLÍTICAS EDUCATIVAS EN EL CONTEXTO IBEROAMERICANO

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ABSTRACT: This special issue brings together articles on the implementation of educational policies. In the field of education, the production focused on the analysis of the processes of implementation of policies/programs and their dynamics is still consolidating and it is in this direction that this dossier intends to focus, bringing together 18 articles that present different approaches, methodologies, and contexts of implementation of educational policies. Of these, 13 are researchers linked to the Network of Studies on the Implementation of Public Educational Policies (REIPPE), a network that has actively mobilized the field since its creation in 2014. The articles articulate Political Science, Sociology, Anthropology, Public Administration, and Education, and discuss themes that are important to this research agenda: trajectories, contexts, institutional arrangements, state capacities, practices, and strategies associated with the provision of goods and services, the performance of bureaucrats and bureaucracies in their various instances and the effects of implementation.

KEYWORDS: Implementation. Educational policies. Bureaucracies. Contexts.

RESUMO: *Este dossiê reúne artigos sobre a implementação de políticas educacionais. No campo da educação, a produção voltada para a análise dos processos de implementação das políticas/programas e suas dinâmicas ainda está se consolidando e é nessa direção que esse dossiê pretende incidir, reunindo 18 artigos que apresentam diferentes abordagens, metodologias e contextos de implementação de políticas educacionais. Desses, 13 são de pesquisadoras(es) vinculadas(os) à Rede de Estudos sobre Implementação de Políticas Públicas Educacionais (REIPPE), rede que tem ativamente mobilizado o campo desde sua criação, em 2014. Os artigos articulam a Ciência Política, a Sociologia, a Antropologia, a Administração Pública e a Educação, e discutem temáticas caras à essa agenda de pesquisa: as trajetórias, os contextos, os arranjos institucionais, as capacidades estatais, as práticas e as estratégias associadas a provisão dos bens e serviços, a atuação das(os) burocratas e das burocracias em suas diversas instâncias e os efeitos da implementação.*

PALAVRAS-CHAVE: *Implementação. Políticas educacionais. Burocracias. Contextos.*

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RESUMEN: Este número reúne artículos sobre la implementación de políticas educativas. En el campo de la educación, la producción enfocada en el análisis de los procesos de implementación de políticas/programas y sus dinámicas aún se está consolidando y es en esa dirección que este dossier pretende enfocarse, reuniendo 18 artículos que presentan diferentes enfoques, metodologías y contextos de implementación de políticas educativas. De estos, 13 son investigadores vinculados a la Red de Estudios sobre la Implementación de Políticas Públicas Educativas (REIPPE), red que moviliza activamente el campo desde su creación en 2014. Los artículos articulan Ciencias Políticas, Sociología, Antropología, Administración Pública y Educación, y discutir temas que son importantes para esta agenda de investigación: trayectorias, contextos, arreglos institucionales, capacidades estatales, prácticas y estrategias asociadas a la provisión de bienes y servicios, el desempeño de los burócratas y burocracias en sus diversas instancias y los efectos de la implementación.

PALABRAS CLAVE: Implementación. Políticas educativas. Burocracias. Contextos.

Introduction

This issue of the Ibero-American Journal of Studies in Education consolidates and expands the dialogues of research on the implementation of educational policies. The research on implementation did not originate in Education. Approaching the field of Political Science and Sociology, studies on educational policies still tend to emphasize the other dimensions of the policy cycle (agenda, formulation and evaluation) than implementation. It is precisely in this gap that this dossier intends to focus on presenting to readers and readers a diverse set of articles, which bring together Ibero-American researchers interested in analyzing the theme from the educational perspective.

There is plenty of literature on this theme, combining different approaches, methodologies and theories. According to Hill and Hupe (2014), implementation can be analyzed as a game of successive rounds, where roles and resources are negotiated and levels of political program support vary. This conception of implementation considers that the environment of action of public policies is totally unstable, full of uncertainties and contradictions. These uncertainties derive from the complexity of social phenomena that are the target of policies and the limitations of resources and information that actually exist. The plans are drawn in the abstract, but in concrete, there are several occurrences that were not previously predicted or are impossible to anticipate. Thus, implementation can be understood as a changeable process and not as something watertight and perfectly controllable, defined *a priori*.

For this perspective, policies and programs only delimit a part of the course of actions and are therefore not able to control all steps, all protocols, all procedures and all flows to be followed. The wide variety of possible situations means that implementing agents have to make

decisions and, as such situations cannot always be predicted, the degree of discretion that the agent has in decision-making is very great. In implementation, as in a game of successive and often unpredictable rounds, discretion becomes an indispensable fact for the success or not of politics. Thus, the implementation is interpreted as a multi-connected process, where fundamental decisions are made and end up creating new policies, modifying the expected results and producing positive and negative effects, often also unknown or underestimated by the formulators.

That's why, for Oliveira *et al.* (2022), the policy cycle cannot be considered as a simple and linear cycle, and should be critically analyzed as a set of interlaced dimensions, formed by complex networks of agents and critical nodes. These nodes are exactly the meeting point of all unexpected situations with the goals established in the formulation phase and with the results achieved, obtained when these programs are evaluated. When they come together, tensions are created and harmonized when decision makers interfere in the process, taking policies in new directions. These tensions are crucial because they generate learning opportunities, adding new contours to policies. This dynamic increases learning curves, improves governance processes, the quality of the decision and, consequently, brings the expected results closer to those observed daily, in the diverse and different territories where policies act and focus.

In Brazil, two classic texts deal with these issues. Faria (2003) defends the urgency of "opening the public policy box", referring to this long life of policies. In the same direction, Arretche (2001) stated that understanding implementation was fundamental for "evaluations to be less naive".

Jannuzzi (2019) resumes this path when he reflects on the day-to-day life of policies, highlighting that studies on implementation reveal the daily life of public programs and their dynamics. Oliveira (2019) and Oliveira and Peixoto (2021) deal with these dimensions for the educational field, highlighting the complexity of implementation in school institutions, through the action of professionals who work in these spaces, especially directors and teachers, actors who mobilize knowledge, values, beliefs, accumulated experiences and daily interaction networks that modify the trajectory of educational policies and that can connect them with other policies.

In large lines, these authors, anchored in the extensive literature on public policies and implementation processes, are shedding light on an unpredictability that needs to be incorporated and calibrated by public managers and people involved in the implementation decision-making chains: the instabilities with which the implementation of government

programs is of the utmost importance to understand why, governments often fail to achieve the objectives outlined at the time of formulation. It is at this point that theories and research on implementation seek to explain why some policies "work" while others do not and, to answer these questions, what are the strategies used by decision makers and how such strategies influence the process itself.

In the field of education, a quick consultation on the research informs that most are based on the theoretical methodological model of the policy cycle, elaborated by Ball and Bowe (1992). The intention of this dossier is to broaden this spectrum and present to readers and readers other theoretical and methodological references that can also be mobilized for the analysis of the implementation of educational public policies. Although this model is an important reference, which offers relevant contributions to the understanding of public policies, we are interested in broadening the debate and dialogue with other references, theories, epistemologies and methodologies in other fields and areas of knowledge focused on the studies of public policies, responding, concretely, to the demands arising and derived from the evidence that empirical research on educational policies has revealed.

Implementation of policies in the field of education: agendas and research results

When we propose the dossier, we explain the limits of the classical cycle, which considers its phases in isolation for methodological and conceptual purposes. We start from a systemic understanding that considers the necessary analysis of the articulation of those dimensions and, therefore, we assume that studies on the implementation of educational policies should consider the trajectories that policies build throughout their implementation process, based on their formulation. Thus, the intertwining between formulation, implementation and evaluation are fundamental for public policies and programs – especially, in the case of this issue of the Journal, educational ones – to be understood across the board. This means placing a magnifying glass on a set of elements and dimensions that constitute the daily life of [educational] policies in the different spaces where they focus: normative frameworks, agendas, interests, institutional arrangements, governance, actors, knowledge, experiences, beliefs, stigmas, contexts, territories, among others.

Moving in this direction, this dossier brings together Ibero-American colleagues who have researched the implementation of educational policies in different contexts and from different theoretical and methodological references. In all, 36 manuscripts were submitted and evaluated. 18 were selected to make up this number and, of these, 13 congregate 21 researchers

and researchers linked to the Network of Studies on The Implementation of Educational Public Policies (REIPPE), a network that has actively mobilized the field since its creation in 2014³. In particular, this working group shows the capillarity of REIPPE, since it articulates different institutions and regions of the country, disseminating the theme that is reflected in the agendas and research results published in this issue.

Opening the dossier, we have the text "**Contexts and trajectories for the analysis of public policies: theoretical contributions to the field of education**" authored by Breynner Ricardo de Oliveira, Maria Michelle Fernandes Alves and Gustavo Adolf Fichter Filho. Proposing the overcoming of traditional perspectives that reduce policies to simplified systems, the authors present a model of context analysis for the study of the trajectories of implementation of public policies. By delimiting five intertwined contexts, the authors invite researchers from the field to analyze the implementation trajectories through a transversal, fluid and dynamic chain that favors the density and contextualization of the analyses undertaken, presenting and combining different theoretical and methodological references.

Next, we have a block of six articles that turn to the institutional policies of educational systems and/or intergovernmental relations in the implementation of educational policies. The first is "**The implementation of Proinfância from the perspective of intergovernmental relations**", by Yasmim Marques de Melo and Sandra Cristina Gomes. The authors present an analysis of Proinfância, a federal program to support the construction and reform of Early Childhood Education schools, interested in intergovernmental relations, necessary for its implementation. The article brings the results of an in-depth case study, conducted in Natal/RN, articulated to the literature review. Analyzing the perceptions of federal and municipal managers, the authors point out the typical challenges of implementation in a federative state, with emphasis on the absence of collective solutions and spaces for dialogue.

The second article of this group, written by Michele Pazolini and Gilda Cardoso de Araújo, has as title "**Intergovernmental relations in the implementation of the Brazilian Professionalized Program: the case of Bahia**". In the same perspective of the previous article, Pasolini and Araújo presented a study on the implementation of a Federal Program from the study in a local context. The documentary analysis of instruments of agreement points, according to the authors, the difficulties in the articulation between formulators and implementers of the Program, especially the absence of cooperation mechanisms.

³ Cf. <https://www.reippe.com/>

Next, we bring the article "**Medium-scale bureaucracy and educational evaluation: relations between initiatives of the state of Ceará and the federal government**", authored by Maria Helena de Aguiar Bravo and Ocimar Munhoz Alavarse. In this study, the authors shed light on the Middle-Ranking Bureaucrats, responsible for the mediation between the High-Level Bureaucracy and street level bureaucrats in the implementation of policies. The study is interested in the role of these agents in the articulation between national and local educational evaluation policies in Ceará. Data from interviews conducted with civil servants at the central and regional level of the education secretariat point to the valorization of the principle of equity in the analysis of educational data and to an understanding, by the interviewees, of the articulation between evaluative policies.

We continue with Henrique Nazareth and his article "**The (non) implementation of charter schools in Goiás: an analysis of the attempt to implement a program**", which records the results of a documentary research on the privatization movements in Brazilian public education. To this end, the author looks at the attempts to implement the Program of Management Contracts with Social Organizations in the basic education of Goiás. The results of the study point to the consequences of the Program, despite its non-implementation.

In "**Evaluation of the Institutional Trajectory of the Science without Borders Program at the Federal University of Ceará**", Márcia Monalisa de Morais Sousa Garcia and Alcides Fernando Gussi have as object the federal program for higher education. They start from the perceptions of UFC managers to analyze, from the local perspective, the interpretations about the program and its potential for the internationalization of the institution. Following a hermeneutic perspective of public policy analysis, the authors point out distinct representations of the Science without Borders in the UFC, the tensions that involve the management of higher education in Brazil and how the results of the program can affirm higher education as a right and a public good.

Alexandre Bortolini and Cláudia Pereira Vianna close this block with the article "**Politics of education in gender and sexual diversity: historical and present of the Brazilian experience**". In a post-structuralist matrix study, the authors analyze the political-discursive dynamics that marked both the production of the policy and the systematic reaction that was launched on it. They bring the reader closer to the different contexts that involved the policies that marked the debate on gender and sexual diversity in education.

The next block aggregates three articles that aim at implementing policies in/for high school. The first of these, by Sofia Lerche Vieira, Rejane Bezerra and Eloisa Maia Vidal has as

title "**Challenges of implementation and Reform in High School: the case of Ceará**". The authors analyze the offer of high school in the state, in its three main types: regular high school, high school integrated with professional education and full-time high school. Based on enrollment data at this stage of basic education, the challenges for the implementation of the High School Reform in a diverse and unequal context are analyzed.

Alicia Bonamino, Nathacha Monteiro Ferreira and Naira Muiyler also develop research on the implementation of the High School Reform, but, in the field, the state of Mato Grosso. The results of the study, which used Mato Grosso's Ambiguity and Conflict model as the lens of analysis, are presented in the article "**Initial aspects of the implementation of New High School in the state of Mato Grosso**". The authors highlight, above all, the more incremental and experimental path of the high school reform in the State of Mato Grosso and the state dependence on technical and financial support of the Union.

We closed this block with the article "**Educational policy for high school: the project 'Escola Plena' in the Mato Grosso context**", which focused on the same stage of basic education - high school and the same local context - the state of Mato Grosso. Érico Ricardo Lima Cavalcante Mota, Ana Lara Casagrande and Katia Morosov Alonso, however, turn their gaze to the expansion of the school day in high school reforms, more specifically, the "Full Schools" Project. Based on the data collected in a case study, the authors pointed to the tendency of a responsibility of students for their formative resource, minimizing the extra-school conditions related to the implementation process.

Next, we move on to a block of six articles that present studies on the implementation strategies used by different school actors in the delivery of educational policies. Opening the conversation, the article "**Implementation as a space for (re)production of inequalities: investigating the flow correction policy in Rio de Janeiro**", by Marina Meira, Maria de Fátima Magalhães de Lima and João Carlos Gino. The authors use research data on the flow correction policy of the municipal network of Rio de Janeiro, highlighting how school agents used practices of categorization and judgment of students in the implementation of the policy, strategies that would have a relevant impact on their school trajectory, as shown in the data.

Ryna Oliveira, Ana Pires do Prado and Rodrigo Rosistolato discuss the use of discretion of managers of the intermediary bodies of the department of education and school principals in enrollment procedures. In the article, entitled "**From the stool to the notebook: discretion and stigma in the procedures of enrollment in schools in Rio de Janeiro**", the authors discuss,

from qualitative research data, how the strategies analyzed reinforce the production and reproduction of stigmas in schools and contribute to the scenario of educational inequality.

Still in the same field, Ana Cristina Prado Oliveira, Deisilucy de Aragão Fernandes Sequeira and Luan Felipe Xavier Gomes analyze the implementation of a policy to expand the school journey from the perceptions narrated by bureaucrats who work at different levels. The article "**The implementation of the Single Shift in Rio de Janeiro: interaction and discretion of agents**" points to the contextual and contingency characteristics that permeate the different levels of bureaucracy and permeate interactions and decision-making in the implementation of the policy.

Next, we have the article "**Implementation of remote education: perceptions of teachers and families in early childhood education**", by Mariane Campelo Koslinski, Rosa Seleta de Souza Ferreira Xavier and Thiago Bartholo. The authors investigated, in the Sobral/CE municipal network, the implementation of remote activities in early childhood education during the covid-19 pandemic period. Considering the guidelines of the Municipal Department of Education for remote education, we analyzed the strategies adopted by teachers and the perceptions of users - the families of the children attended.

Alexsandro do Nascimento Santos and Rodnei Pereira present research on the role of school principals in the implementation of an educational policy for inclusion. In the article, "**School principals in the implementation of inclusive special education policies in a municipality in the metropolitan region of São Paulo**", the authors discuss the beliefs, understandings and degree of participation of these professionals in relation to the policy of inclusive special education. The descriptive analysis of Saeb's data highlighted the perceptions of the directors about this service, pointing out important subsidies to the local political agenda.

The article "**Context of implementation of the Learning Program in the Right Age (Paic)**", by Maria do Carmo Meirelles Toledo Cruz, Vanda Mendes Ribeiro and José Marques Batista closes this block. The authors analyze the political, institutional and economic context of PAIC's implementation in Ceará. The data, which include interviews with 40 leaders and implementing agents of the Program, point, for example, in the institutional context, the expansion of state capacity with bureaucratization, the use of leaders and the experience of agents and distribution of knowledge acquired as a means of increasing policy.

The last two articles of the dossier present results of international research on the implementation of educational policies. In the first of these, "**The implementation of German cultural and educational policy abroad: German schools in Latin America**", Paulo de

Carvalho Junior, Cynthia Paes de Carvalho and Anne Schippling highlight how the Latin American context focuses on the implementation process of the German Cultural and Educational Policy for the cases of installation of German Schools in this region. International politics is analyzed from the notion of ambiguity of politics (Matland) and the spaces of malleability that it entails in local contexts.

And then Haydeé Liliana Vera Rojas and Antonia Almeida Silva discuss educational municipalization in Peru, ending the dossier with the article "**Truncated modernity and decentralization of educational management in Peru: aspects of the implementation of municipalization (2006-2011)**". Mobilizing the concepts of modernization and decentralization, the authors analyze the implementation of the Plan for Municipalization of Educational Management and Design of the Pilot Plan, established in 2007 in that country. The documentary analysis undertaken leads the authors to question the concepts of modernity, decentralization and autonomy brought by politics.

Final considerations

School institutions and other public facilities have their own dynamics, which go beyond what organizational planning manuals prescribe. Education professionals have lived with policies and programs that have affected the configuration of their routines and the scope of their activities, the focus of this special issue of the Ibero-American Journal of Studies in Education.

By shifting our gaze to bureaucratic aspects, to micropolitical processes and to the relationships established between groups and actors within these spaces and at the dynamics that take place at other levels of government, responsible for the management of schools and policies, the articles, as a whole, establish an interlocution between the fields of Political Science, Sociology, Anthropology, Public Administration and Education. In this effort, they discuss/analyze/evaluate the theme(s) dear to this research agenda that we intend to focus on: the trajectories, contexts, institutional arrangements, state capacities, practices and strategies associated with the provision of goods and services, the actions of bureaucrats and bureaucracies in their various instances and the effects of implementation.

We wish everyone an excellent read!

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