

Research Articles

Municipal actions of the Executive Branch in the educational field in Londrina, state of Paraná (1948-1991)

Ações municipais do Poder Executivo na área educacional em Londrina/PR (1948-1991)

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Abstract

This article analyzed municipal actions in the educational field in the municipality of Londrina, state of Paraná, from 1948 to 1991. It aimed to establish the actions of the Executive branch and various municipal organs, identify joint initiatives with other federative entities and institutions, and specify the stages and types of education provided. The theoretical and methodological foundations are based on the historiographical category of the "Pedagogical Municipality," which proposes using municipal documents, in this case, the Executive Branch Reports, and prescribes a meso approach, in relation to other levels of power. During this period, the Executive and Legislative branches increasingly devoted attention and resources to education, especially primary education. Several municipal bodies, not only the one responsible for education, were involved. Despite these efforts, the enrollment rate in Londrina was below what was needed; however, the data show that this was a national pattern.

Keywords: history of education; schooling; pedagogical municipality; public policies.

Resumo

Este artigo tem como objeto a análise das ações municipais na área educacional no município de Londrina/PR, entre 1948 e 1991. Visa estabelecer quais foram as atuações do Executivo e dos diversos órgãos municipais, identificar as iniciativas conjuntas com outros entes federativos e instituições, além de especificar as etapas e tipos de ensino atendidos. Os fundamentos teórico-metodológicos se baseiam na categoria historiográfica Município Pedagógico, que dentre as fontes a serem utilizadas propõe documentos municipais, nesse caso, os Relatórios do Executivo, prescreve também uma mezo abordagem, nas relações com outros níveis de poder. Os resultados revelam que, nesse período, o Executivo e Legislativo dispenderam cada vez mais atenção e recursos para a educação, principalmente a primária. E vários órgãos municipais, não somente o responsável pela educação, se envolveram. Apesar dos esforços, a taxa de atendimento em Londrina estava aquém do necessário, todavia, os dados demonstram que isso era um padrão nacional.

Palavras-chave: história da educação; escolarização; município pedagógico; políticas públicas.

INTRODUCTION

This study aims to evaluate the development of municipal actions in formal education in Londrina, a municipality in the north of the state of Paraná, from 1948 to 1991. The region where Londrina is located has its own specific characteristics; the north of Paraná experienced a colonization that can be considered late compared to other places in the south of Brazil. In the 1920s, private companies acquired land from the state government through concessions;

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Data availability: research data is available upon request only.

Study conducted at Universidade Estadual de Londrina (UEL), Londrina, PR, Brasil.



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in the case of Londrina, this was an English company. As a result, the territory was divided into lots that attracted migrants and immigrants, and an urban center was established. The official founding occurred in 1929, and due to its growing development, it was elevated to municipal status in 1934. The economy was predominantly agrarian until the 1970s, when industrialization and urbanization occurred, different from the pattern in Brazil, which occurred in the 1950s.

Political aspects were intertwined with this context, with the agrarian elite in power for a long period until 1968, alternating between the UDN and PSD parties, when it lost strength to an urban industrial elite and liberal professionals, from 1969 to 1988, through the MDB, which, after redemocratization, became PMDB, followed by more democratic movements from 1989 to 1991, with the PDT. Social and cultural particularities were marked by a conjuncture of different profiles of immigrants and migrants, as well as by rural exodus, increasing urbanization, fragmentation of rural neighborhoods, and socioeconomic inequalities, reflected mainly in issues of infrastructure and public services such as education (Arias Neto, 2008; Instituto Brasileiro de Geografia e Estatística, 2000; Leme, 2009; Souza, 2021; Sacchelli; Honorato, 2024).

This article is part of a series of investigations developed within the scope of two research projects that address municipal action in education¹. Therefore, its objective is to establish the actions taken by the Executive branch and municipal bodies responsible for formal education, to identify joint initiatives with other federative entities and institutions, and to specify which stages and types of education were provided. The intention is to present an overview of these actions.

The analyses and selection of sources are based on the assumptions of the historiographical category of the "Pedagogical Municipality" (Gonçalves Neto; Carvalho, 2015, 2019, 2023; Magalhães, 2014, 2017, 2019, 2020; Honorato et al., 2019). The proposal is to systematize the historiography of municipalism in an educational, political, and social sense, in parallel with national and regional histories, attempting to understand the municipality as an "instance of decision-making, ideation, and realization" (Magalhães, 2014, p. 12). The municipality should be treated as an interdisciplinary epistemic object, containing a historical, material, and symbolic legacy, and considered a unit of observation, a product of fragments of recording, measurement, and factorization, in its own independent manner. Therefore, a systematic organization of the data is necessary, which must be analyzed through transdisciplinary theorization (Magalhães; Adão, 2014).

From this perspective, Gonçalves Neto and Carvalho (2015) point out that, in Brazil, there is a myriad of documents to be explored, such as those from the municipal Executive and Legislative branches, in the form of "laws, draft laws, correspondence, popular motions, reports from municipal inspectors and the executive agent, budget discussions, correspondence from teachers" (p. 12), as well as state and national legislation. This study uses the Londrina Municipal Executive Reports between 1948 and 1991. The intention is to subsequently compare them with other municipal documents to provide an overview of how the educational area has developed.

METHOD

This is a historiographical research, using documents to be interpreted considering the place, time, and subjects of their production (Bacellar, 2006; Luca, 2021). The Londrina Municipal Executive Reports consulted, covering the period between 1948 and 1991, are in the collection of the Londrina Historical Museum "Father Carlos Weiss," a supplementary body of the State University of Londrina (UEL). After approval by the museum director, the material, consisting of 21 volumes, was digitized. Reports from 1970, 1971, 1972, 1984, 1986, 1988, and 1990 are not available in this collection. The reason for this has not yet been determined, but it is

¹ Text produced within the scope of the Research Projects: "Actions constituting the development of formal, informal and non-formal education in the municipalities of Piracicaba, state of São Paulo (1880-1910) and Londrina, state of Paraná (1930-1990)", FA/SETI agreement No. 048/2023; and "Municipal actions in education in different territories of Brazil: BA, MG, MS, SP, PA, PE, PR, RS, TO (1890-2000)", CNPq process No. 402971/2025-6.

understood that it did not compromise the analysis of the historical process, despite indicating documentary incompleteness in the data.

After digitizing and reading the documents, they were entered into Excel spreadsheets containing data on municipal actions in formal, non-formal, and informal education. Following this, another inventory was created, organized by category, as follows: Executive and Legislative branches – statements from the mayor regarding actions taken, departments and secretariats involved in educational actions, actions/laws, funding, changes to the school year calendar; municipal body directly responsible for education and its responsibilities – general actions, pedagogical actions, final exams/certificates, inspections/visits, meetings/interviews with parents/teachers/students, Parent-Teacher Association, extracurricular activities, school meals, utensils/furniture, teaching materials, services to other entities, school health; teachers – career paths, courses/training, and their contribution to employee expenses; formal education – daycare, preschool, primary education, adult education, special education, higher education.

These data were subsequently analyzed in light of the literature that covers the profile and characteristics of Londrina, as well as the statistical educational information of the period, within the theoretical and methodological perspective of the Pedagogical Municipality.

RESULTS AND DISCUSSION

Aspects of local government actions in the educational area

The Londrina Municipal Executive Reports, between 1948 and 1991, allow us to identify certain particularities of the Executive Branch's role alongside the Legislative Branch in the educational field. Specifically, there is evidence of self-praise and blaming of the population in the face of unforeseen events, actions inherent to the municipal administration, such as laws or the definition of the school calendar, and issues related to financing. During this period, the political and economic profile of the municipality was marked by the end of the New State authoritarian intervention (1937-1945) and the rise of coffee farmers with the return of democracy, which remained in control until 1969, even with the return of a dictatorial period in 1964, which caused a cultural, political, social, and economic reorganization. Power was centralized, and the economy, in addition to being agricultural, became industrialized, with rural exodus and increasing urbanization (Arias Neto, 2008).

As a result of architectural and urban modernism, aimed at rationalizing the city's disorderly growth, and an elitist political stance with exclusionary values and behaviors, from the 1970s onwards, the local government had to deal with collection problems to provide the population with public services and urban infrastructure, such as education. "Just as happened at the state level, administrative modernization and the development of industrialization also became political banners" (Souza, 2021, p. 132). In the 1980s and early 1990s, due to the return of democracy in 1985, these issues permeated discussions and actions even more.

Throughout the period (1948-1991), the Londrina Executive Reports contained self-congratulatory speeches about achievements in the educational field. At times, when the results were not positive, the government absolved itself of blame and held the population responsible. In 1956, it stated that "The sector that has constantly received special attention from the Executive, primary education in the Municipality, experienced, in the year under report, great development, represented by the measures adopted in its favor" (Londrina, 1956, p. 51). In 1959, 1979, and 1980, the different administrations continued to emphasize that this sector received special treatment, with the expansion of the municipal education network. The 1981 Report includes Official Letter 187-A/82/GAB, sent by the mayor to the president of the Legislative branch, in which he states that "The educational aspect has undergone extraordinary development" (Londrina, 1981, [n.p.]), and specifies that there was concern for education as well as social and emotional issues.

However, in 1978, 1979, and 1980, when the results in the educational area did not produce the desired effects, the Executive blamed the population. The main arguments were that the pass rate was low due to

[...] a clientele of very low socio-economic-cultural level, since the areas covered by the schools include residents of the most peripheral neighborhoods in the urban area of the Municipality, not to mention that the rural schools are located in remote areas, in different Districts and far from their respective headquarters (Londrina, 1978, p. 40).

The Executive Reports also provide evidence of the main actions taken. The establishment, expansion, and transfer of municipal schools, preschool courses, and libraries, as well as the regulation of religious education, occurred through laws and decrees. From 1948 to 1951, there is an indication that municipal primary education was developed within the sphere of "Public Services in common with the State." After this date, the discourse shifted to the establishment of schools aimed at "addressing the shortcomings in the State's educational organization, particularly in rural areas" (Londrina, 1961, p. 38). The "Education Task Force" of 1969, aimed at addressing the lack of vacancies in public institutions, brought together different sectors of society, "counting on the participation of service clubs, professional associations, and the entire population" (Londrina, 1969, [n.p.]), in addition to federal funds. In total, 154 classrooms were built in 47 urban and rural schools, at the primary and secondary levels.

Specific bodies were established, such as the Paraná Educational Foundation of Londrina (FEPAL), by Law No. 859 of December 4, 1963, which was to "install, maintain and administer directly or through an autonomous body, educational establishments of any level, especially higher education, without profit-making purposes" (Londrina, 1964, p. 24). Not to mention numerous joint actions with the state and the federal government. In 1965, in partnership with the federal government, the construction of the Londrina Gymnasium and Industrial School began, which aimed to contribute "greatly to the training of qualified labor" (Londrina, 1965, p. 45).

From 1977 onwards, accountability was provided to the Paraná Institute for Educational Development (FUNDEPAR) and the Ministry of Education and Culture (MEC), including trips by mayors to visit these bodies. In 1983, the Sectoral Planning and Control Group, an agency of the Municipal Planning Secretariat, began to prepare studies and projects submitted to federal and state agencies to raise funds, such as the Social Investment Fund (FINSOCIAL). In 1987, an agreement with the National Book Institute enabled the opening of libraries, many of them school libraries. In 1963, nine municipal classes were transferred to the responsibility of the state, and in 1985, six classes established in municipal buildings in the urban area were maintained by the state. And, in 1983, 105 municipal teachers served the state social assistance network.

The Mayor's Office Audit Service, starting in 1983, annually audited the income and expenses of the Parent-Teacher Associations (APMs) in the municipal school system. In 1987, subsidies for student transportation began. Starting in 1975, the census process began in Londrina; that year saw the Municipal School Census, followed by the distribution of questionnaires to state and municipal schools the following year, as well as research to understand the illiteracy situation. In 1978, the Cemetery and Funeral Services Administration (ACESF) began a previously nonexistent registry of infant mortality, including incidence by age group, cause of death, and stillbirths. This allowed different sectors, such as education, to use the data for decision-making. Furthermore, starting in 1979, the Planning Secretariat began producing detailed maps of school locations, the catchment areas of primary schools, and the locations of secondary and higher education institutions.

Among the actions with a direct impact on municipal schools are the changes to the school year calendar. From 1948 to 1956, the school year followed the pattern of classes in the first and second semesters, interspersed with two vacations at the end and in the middle of the year. In 1956, the Executive Report states that there was a high rate of students dropping out during the year and absent from final exams, and points to the "misalignment of the school year with the agricultural year" as one of the main causes (Londrina, 1956, p. 53). Due to this, Decree-Law No. 8,529, the Organic Law of Primary Education, adopted, through Ordinance No. 446/1956, that the school year be adjusted to the agricultural year of Northern Paraná. Thus, starting in 1957, classes were held from January 4th to June 22nd and from August 1st to September 30th, with holidays in between. This measure remained in effect until 1960, at the end of which there was an improvement in pass rates, which reached around 75%, compared to 50% in 1956.

However, the results were still not as desired, and in 1960, a new school year was instituted for primary and pre-primary courses, still focused on aligning with the agricultural calendar, through Ordinance No. 674/60. Classes began in September of one year and ended in June of the following year, with a short vacation at the end of the year and another in July and August. According to the reports, there was an improvement in attendance and pass rates; in 1961, pass rates were around 63%, and in 1969, 70%. In the 1970s, the crisis in the agricultural sector, caused by land concentration, mechanization of labor, frosts and pests, and new economic guidelines geared towards industrialization, caused a growing rural exodus and an increase in the urban population. As a result, the calendar reverted to the standard of classes in the first and second semesters.

Regarding the financing of education, due to currency changes in the country between 1948 and 1991, the percentage that education (sometimes alongside Social Assistance or Culture) represents in total municipal spending across different government areas was chosen. In Brazil, within the time frame of this research, the Federal Constitutions of 1946, 1967 (Amendment No. 1 of 1969), and 1988 established the minimum to be invested in education by municipalities, respectively 20% in the first case and 25% in the last two. However, only with the 1988 Constitution did the federative entity become legally responsible if it failed to comply with what was imposed. As will be demonstrated, this is evident in the case of Londrina, which only implements what is stipulated by law, according to the data found in the Reports, in 1989 and 1991.

The first data on this subject began in 1951. Until 1959, there were between 8 and 10 government areas; the educational area appeared as "Public Education" and was between 3rd and 4th place in overall spending, with a minimum of 5.57% in 1951 and a maximum of 10.26% in 1956, with an average of 7.35%. In the 1960s, data is only available between 1963 and 1969; the educational area is listed as "Primary Education" until 1965 and, from 1966 onwards, as "Education and Culture." In the period between 1963 and 1965, it represented between 4.46% and 5.44% of the total; there is no information for those years on how many government areas there were. Between 1967 and 1969, the ranking of total spending in government areas changed significantly, ranging from 2nd to 9th place, due to the increase in the total number of government areas, from 9 to 14. However, the percentage continued to grow, going from 9.20% (1967) to 11.43% (1968) and declining slightly to 10.74% at the end (1969), and the average between 1963 and 1969 was 7.70%.

In the 1970s, information was only available between 1973 and 1979. Education spending continued to be listed as "Education and Culture," varying between 9 and 12 government areas. This item consistently ranked between 2nd and 5th place among expenditures, with an inconsistent percentage variation. The highest value was 13.97% in 1974, and the lowest was 6.83% in 1976. At the beginning of this period, it was 11% (1973) and at the end, 8.08% (1979), with an average of 9.88%. The 1976 Report indicates that the resources spent in the different government areas were in accordance with the Government Program established by Federal Law No. 4,320/1964. Upon reviewing the data presented in the Report, the sum of investments and expenses did not exceed revenues; in other words, it complied with the aforementioned law.

From 1980 to 1991, spending on "Education and Culture" continued to be presented together, the government areas remained at 12, and education gained increasing prominence. In 1980, it was in 4th place (9.47%), but in 1982 (18.93%) and 1985 (19.39%) it rose to 2nd place. And in 1989 (26.42%) and 1991 (25.28%), it reached 1st place in proportional amount of spending. Between 1985 and 1991, the Executive Reports, in addition to presenting the total in the area of "Education and Culture", began to separately differentiate how much was allocated to each of these two items. Education received the most funding, with 88.90% in 1985, 82.90% in 1987, 85.52% in 1989, and 80.49% in 1991. This amount was basically directed towards the construction, reconstruction, and renovation of primary school units in the city center and districts, as well as the maintenance of this stage of education. As can be seen in Figure 1, from 1951 to 1991, the percentage growth rate that Education represents in total municipal spending was 19.71%.

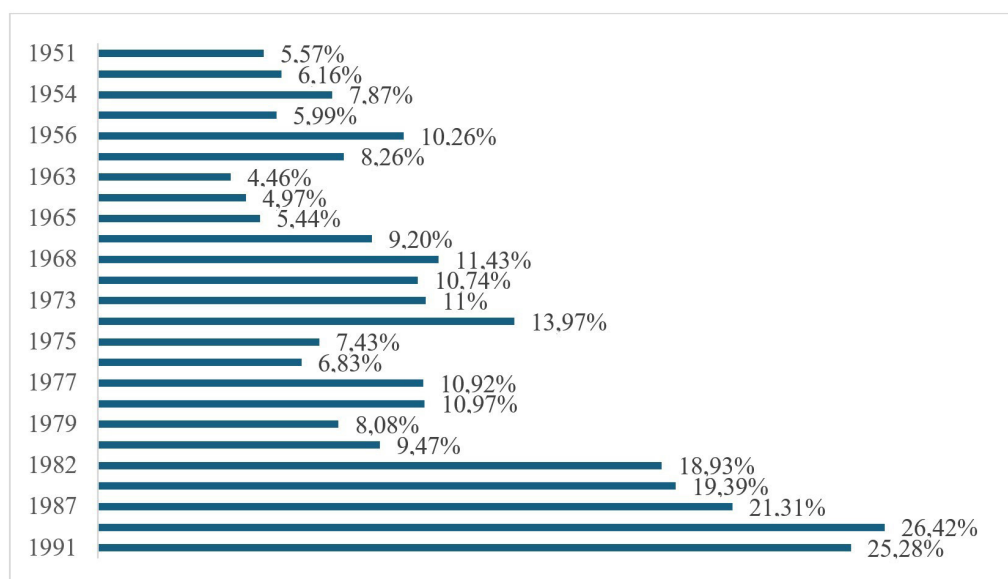


Figure 1. Municipal funding in education in Londrina (1951-1991), proportionally, compared to total spending in all areas of government.

Source: Authors, based on research data.

Other investment highlights included: adult education, in partnership with the state and federal governments; construction, expansion, and renovation of school buildings; and the construction and renovation of school furniture; transfers to the Londrina Technical Education Foundation (FUNTEL) for secondary education; student transportation; the Parent-Teacher Association; and student organizations. A relevant point is the subsidies and scholarships offered to students who were outside the municipal education system, as a kind of compensation for vacancies. From 1948 to 1968, the system operated on the basis of subsidies, with the transfer of funds, which sometimes also financed the construction of new private schools. During this period, among the subsidies allocated to approximately seven different areas, educational subsidies fluctuated between 2nd and 4th place, ultimately reaching 47% of the total.

With the start of the Scholarship Program in 1969, school places began to be offered in religious and private schools at the primary and secondary levels, in Adult Education, and in language schools. Until then, the responsible sector was the Department of Education and Social Assistance (DEPAS), when, in 1973, the Secretariat of Health and Social Promotion took over, and, in 1978, the responsibility passed to the Department of Education of the Secretariat of Education and Culture (SMEC), through the School Assistance Division. The amount was spent from municipal coffers, through tax compensation from private educational establishments. Subsequently, in 1983, the responsible body was the Secretariat of Administration, with the money from the exchange of Taxes on Services of Any Nature. In 1989, the Secretariat of Finance determined the change from 50% to 100% of the Tax on Services, with Law No. 4,292. From 1969 to 1991, the number of scholarships awarded increased from 205 to 903, representing a growth of 340.48%, with the exception of the years 1978 and 1980, which had 1,604 and 1,068 scholarships, respectively. The number of participating educational institutions increased from 12 in 1969 to 36 in 1991, a growth of 200%, with the exception of 1983, which had 64 institutions. This system allowed disadvantaged students to enroll in middle and upper-class schools. This reality, according to Honorato and Mussa (2024), may have generated socio-emotional pain in some students who suffered various forms of prejudice and discrimination for being considered outsiders. Furthermore, the scholarship system strengthened the privatization of education.

Municipal bodies involved with formal education

Between 1948 and 1991, there were different bodies responsible for formal municipal education. In 1948, the Education Inspectorate was replaced by the Department of Education and Social Assistance (DEPAS). The report from that year stated that:

In order to further expand primary education and better care for the education of the people, as well as to provide greater assistance to those in need, especially mothers and children, we have decided to transform the Education Inspectorate into the Department of Education and Social Assistance, which will oversee: a) Primary education; b) Municipal Library (to be created); c) Municipal Music Band; d) Social Assistance (Londrina, 1948, p. 16).

The DEPAS functioned until 1969, when an administrative reform, through Law No. 1,578 of November 11, 1969, instituted several secretariats, sub-prefectures, and autonomous bodies (Autonomous Agencies and Mixed Economy Companies). From 1970 onwards, schooling became the responsibility of the Secretariat of Education and Culture (SMEC), and the social assistance area, previously the responsibility of DEPAS, passed to the Secretariat of Health and Social Assistance. The SMEC was only regulated by Decree No. 01-A of January 2, 1974. According to the 1989 Report, the SMEC's responsibilities were "organization, guidance, control, planning, research, general supervision and direction of municipal education and promotion of cultural activities" (Londrina, 1989, p. 20). The 1889 and 1991 reports show that SMEC had 1,994 and 1,956 employees, respectively. And in 1991, another 409 employees provided services through a Technical and Financial Cooperation Agreement with the State Secretariat of Education.

Until 1970, DEPAS, and later SMEC, were responsible for a series of tasks, such as: course completion certificates (from 1955 onwards); internship agreements with universities (from 1978 onwards); documents on historical, physical, economic, and institutional aspects of the municipality (from 1979 onwards); school transport service (from 1980 onwards); organization of school documentation in electronic format (from 1985 onwards); and the development of projects to be submitted to state and federal agencies, such as the National Fund for the Development of Education (FNDE), the Ministry of Education and Culture (MEC), and the Paraná Institute for Educational Development (FUNDEPAR) (from 1989 onwards), on subjects such as the construction, reconstruction, and expansion of schools, the implementation of vegetable gardens and experimental kitchens, the establishment of full-time schools, the qualification of teachers and staff, the construction of a preschool education center, the implementation of sports courts in schools, the Andorinha Project (with the consolidation of schools in rural areas), and the Branch Libraries Project (for the construction and expansion of school libraries in peripheral neighborhoods), in a supposedly international standard of infrastructure.

From the 1950s onwards, pedagogical actions began to be indicated in the Reports, among the main ones being: alteration of the programs according to those of the isolated state schools (1955); application of the "Experimental Program of State Schools", with languages geared towards the age and reality of the students, mainly in rural areas (1957); establishment of the "Center for Educational Research", which organized lesson plans with their respective exercises (from 1957 onwards); distribution of monthly programs to teachers "obtaining results that can be considered excellent in view of the pass percentages in relation to the previous year, 22% higher" (Londrina, 1961, p. 17); under the guidance of state agencies, it developed monthly programs, workbooks, and tests in accordance with the curriculum, as well as monthly instructions for teachers, such as tables for correcting essays and guidelines for administering exams, as well as illustrated and guidance materials for students (from 1962 onwards); and the establishment of the "Department of Social Welfare," aimed at training employees in: guided recreation, psychological guidance for comprehensive education, sex education, sensorimotor guidance, integrated education (adult education), and sanitation (1969).

In the 1970s, with the change from DEPAS to SMEC, the reports do not indicate exactly what the pedagogical actions were. What can be inferred is that remedial classes, physical education practice in conjunction with the Municipal Sports Autonomous Authority, and the application of mathematics learning tests for the 2nd grade began. Then, in the 1980s, in 1981, the "Implementation Curriculum Plan" was implemented with Law No. 5,692/1971, which established guidelines and bases for primary and secondary education in the 140 rural schools. From then on, there were other actions: the Parallel Recovery Project (PROREPAR), in conjunction with the State Department of Education (1981); unified orientation – Catholic and Evangelical – in Religious Education (1981); Restructuring of the "Curriculum Plan for Grades

1 to 8" in municipal schools and the establishment of the "School Regulations for Schools in the Urban Zone" (1982); printing of books for students and teachers to aid in curriculum development (1985); reformulation of the school regulations, restructuring of pedagogical support, and redesign of attendance books (1989); and 12 psychopedagogical support centers, which began with the 2nd phase of the Basic Cycle (1991).

Regarding final exams, in the 1950s and 1960s, the reports indicate that: "It should be noted that the final exams were conducted using an 'examination' system, recommended by good pedagogical practice, and had the constant assistance of examiners duly prepared for the task" (Londrina, 1954, p. 58). The examining board was composed of teachers and inspectors, while the exams were organized and prepared by the "Center for Educational Research" of DEPAS. In 1962, with Ordinance No. 673/1960, there was collaboration with the "Center for Educational Studies and Research of the State Secretariat of Education and Culture."

Another point concerns the inspections and visits to schools throughout the school year and during final exams, as indicated in the reports between 1957 and 1979. School materials, books, and report cards were examined, and interviews were conducted to measure the level of achievement and the application of the curriculum. The visits, exams, pedagogical meetings, and inspections aimed to model the behavior of both teachers and students (Honorato; Gomes; Guarnieri, 2026). In the 1970s, visits to students' parents took place, and in 1979, the inspections, called "Advisory Visits," focused on specific subjects and projects—communication and expression, mathematics, physical education, PROREPAR, visually impaired students, religious education, and integrated education. Greater attention was given to rural areas than to urban areas. For example, in 1979, there were 74 inspections in the urban area and 1,229 in the rural area, despite there being 10,089 urban enrollments and 5,230 rural enrollments. Between 1961 and 1979, a series of meetings and interviews was conducted by educational advisors in the pedagogical and administrative areas with teachers, school principals, pedagogical coordinators, parents, and students.

Extracurricular activities stood out for their variety, including: rural cinema; lectures; horticulture; handicrafts; money saving boxes; social and sports clubs ("Interest Centers" and "Agricultural Clubs"); museums; libraries; a biannual newspaper produced by students; excursions; civic celebrations; "Children's Week"; contests about national historical figures and civic dates; literary and sporting events; olympiads related to school subjects; in collaboration with the Federal Revenue Service, the "Taxpayer of the Future" contest; musical shows; theatrical plays; the "Children's Choir of Municipal Schools"; and the "Municipal Science Fair". This set of activities was indicative of the school culture practiced.

Responsibilities also included school meals, since 1957, funded by the federal government, private individuals, and the municipality. Similarly, this body was responsible for the production and maintenance of school utensils and furniture, starting in 1967, and the donation of teaching and school supplies to underprivileged students through the "School Assistance Division" (DAE). In 1978, 53,189 items were donated, including teaching and school supplies, while in 1991, the figure reached 261,122 units, representing a percentage increase of 390.93%.

From the 1970s onwards, with the administrative reform of the municipality, the following municipal bodies assisted SMEC in its actions: Secretariat of Urbanism, Works and Roads; Secretariat of Planning; Secretariat of Public Services; Londrina Development Company (CODEL); Secretariat of Administration; Londrina Paving Service (PAVILON); Londrina Housing Company (COHAB-LD); Secretariat of Health and Social Promotion; and Secretariat of Finance. The joint actions in the area of school health were the most relevant, beginning in 1973, serving students in the municipal network in oral and dental treatment, nutrition, tuberculosis treatment, visual acuity, vaccination, and hygiene/sanitary guidance. In the case of oral and dental treatments, from 1974 onwards, there was support from the Londrina University Foundation, and, in 1985, the issue of visual acuity received assistance from the Lions Club of Londrina.

The last point to highlight in this topic is the training of municipal teachers, which, according to the Reports, began in 1953 with pedagogical meetings to guide, improve, and update knowledge. Practical courses related to rural issues also took place. In 1956, to guide teachers, the "Center for Educational Research" was established, which, in addition to continuing its

actions, instituted the "Educational Week," which had the "[...] objective of solving all the problems inherent in teaching and further raising the cultural standard of municipal teachers" (Londrina, 1958, p. 48). In the 1970s, there were courses in different subjects of knowledge, aimed at teachers without specific training, and at the end of the decade, the newly created "Division of Pedagogical and Educational Guidance" began to promote the Week of Pedagogical Studies.

Stages and types of formal education provided by the municipality

Among the actions described, primary education was the stage that received the most focus initially, with the provision of grades 1 through 4 and, from 1981 onwards, grades 5 through 8. The data reveal that approximately 90% of the initiatives were directed towards primary education. It was possible to infer that, at the beginning of the period, the focus was on rural schools and, at the end, on urban schools, due to the increasing rural exodus and the growth of the urban area. In 1947, there were 3 urban schools and 22 rural schools, and in 1991, 47 urban and 130 rural schools; this means that the growth rate of urban schools was 1,466.66% and of rural schools 490.90%.

The second stage of education that received the most attention was preschool, which began in 1955. The following municipal bodies were identified as responsible: DEPAS/SMEC from 1955 to 1984, the Housing Company COHAB-LD from 1985 to 1990, and the Secretariat of Health and Social Promotion from 1991 onwards. Between 1955 and 1991, the percentage growth rate of students was 545.83%, going from 120 to 775. However, during this period, there were times of higher growth rates; it is noteworthy that these schools were located in *favelas*, peripheral neighborhoods, and housing complexes.

Next, we have the daycare centers. From 1955 to 1968, the city government maintained a daycare center at *Children's Home*, a complex in the city downtown dedicated to the care and protection of children and pregnant women, administered by the Brazilian Legion of Assistance (LBA). Maintenance was funded by private donations and subsidies from the state government. By the end of the period, it served approximately 3,000 children. From 1969 to 1979, the city government subsidized private, philanthropic, and religious daycare centers; however, the number of available places gradually decreased, reaching 201 in 1979. From 1980 to 1991, the reports no longer record daycare subsidies, and the city government began establishing its own daycare centers in the city's outskirts and some in the rural district headquarters.

Adult education began in 1952 with the Municipal Campaign for Adult Education, sponsored by the Paraná State Department of Education and local private individuals (course patrons), in the evening, mostly in municipal school buildings, offering courses for the 1st and 2nd grades of primary education, both urban and rural. Over the years, some courses were established in state school groups and, from 1967 onwards, were offered exclusively in urban areas, focusing on the city's outskirts. In 1978, it was named "Integrated Education". In the 1980s, classes were opened mainly at the request of the population. And, in 1991, the "*There's Always Time Project*" was implemented, with the Supplementary Course Phase II (5th to 8th grade) in a municipal school. In 1952, initially, there were 9 classes and 169 students, and by 1990, there were 84 classes and 2,115 students, representing growth of 833% and 1,151.4%, respectively. However, from 1990 to 1991, there was an unexplained decrease of 82.14% in the number of classes (from 84 to 15) and 82.31% in the number of students (from 2,115 to 374), a matter that requires future research in other sources to find clues as to why this occurred.

The topic of Special Education or "Special Teaching" appears only in the reports of 1973, 1974, 1975, and 1978. In 1973, 214 students from municipal schools underwent special teaching tests; as a result, 83 were placed in special classes, eight were referred to the Londrina Institute of Education for Exceptional Children (ILECE), and four to the Association of Parents and Friends of Exceptional Children (APAE). In turn, the municipal teachers in the special education classes received assistance from the Municipal Department of Education (SMEC). This pattern continued until 1978.

The reports contain little information on the topic of Higher Education. In 1956, Decree No. 162, of November 20, declared areas to be of public utility for expropriation or acquisition, which would constitute a reserve for the construction of the University City of Londrina. In 1959,

subsidies were granted to the State Faculties of Law and Philosophy of Londrina and their libraries. And, starting in 1969, work began on access roads to the site that would house the State University of Londrina (UEL) in 1970.

In the general data on formal education, in 1948, there were 2,304 primary school students. By 1991, the final enrollment was 25,894: in urban areas, there were 775 in preschool, 269 in literacy programs, 4,870 in grades 1-4, and 105 in the second phase of adult education; in rural areas, there were 4,870 enrollments in grades 1-4 and 2,037 in grades 5-8, totaling 6,907 students. This means that, over those 43 years, the percentage growth in enrollment was 1,023.87%, with services expanding to different stages of education, beyond the initial 1st to 4th grades of primary school.

When observing the data in relation to the parameters of the state of Paraná and Brazil, regarding the concentration of the population between urban and rural areas, nationally, in the 1950s, 36.16% lived in urban areas. On the other hand, in Paraná, this rate was 24.97%. This demonstrates the reason for the intense attention of the Londrina government to rural areas, since the municipality followed the state standard (Instituto Brasileiro de Geografia e Estatística, 2000). However, as demonstrated by the message of Governor Bento Munhoz da Rocha Netto to the Legislative Assembly in 1951, only one-third of the school-age population in the state was served. Furthermore, "the deficit is most severe in the northern and western regions of the State" (Paraná, 1951, p. 112). In contrast, in Brazil, during this period, 63.29% of school-age children were served (Romanelli, 2014). Based on these patterns, when comparing with Londrina, if the population of this municipality in 1948, the beginning of our study period, was 71,412 inhabitants, in Paraná, 80% of the population was in the 0 to 14 age range. Therefore, in Londrina, there would be an average of 57,000 children and young people, with enrollments in primary education, in public educational institutions, being 2,304; thus, approximately 4.04% were served (Londrina, 1948; Instituto Brasileiro de Geografia e Estatística, 2006).

Over the decades, in 1991, the end of the time period of this study, the Brazilian urban population was 75.5%, and the profile of the state of Paraná had changed, following national trends, with 73.4% of the population concentrated in urban areas, as was Londrina, with 73.36% (Instituto Brasileiro de Geografia e Estatística, 1992; Londrina, 2024). This fact corroborates the increased attention of the Londrina municipal government to educational investment in the urban area. In 1991, the school-age population served in Brazil, from 0 to 14 years old, was 41.2% up to 4 years old, and 91.6% from 7 to 14 years old (Instituto Brasileiro de Geografia e Estatística, 1992). In Paraná, 92% were served; the state network served 61% of this total, and the role of municipalities was increasingly smaller. Between 1980 and 1989, "the municipal school network decreased its share from 37% to 31%," the state government highlights that "It is worth remembering that a large part of the expenses with education in the municipal networks is covered with resources transferred by the State through agreements with the municipalities" (Paraná, 1992, p. 16). The Paraná government indicated that, at the end of the 1980s, the service was still far below what was desired, as there was a lack of vacancies due to low investment, in addition to high rates of grade retention and dropout.

In this context, in Londrina, in 1991, the population between 0 and 14 years old represented 31.12% of the total of 390,100 inhabitants, an average close to that of the state, which was 33.31% (Paraná, 1991). If we observe the data from the 1991 Municipal Executive Report, regarding the enrollment of students served by the municipality in this age group, which excludes students in the second phase of adult education, the final enrollment was 25,695. Therefore, the school-age population from 0 to 14 years old was 121,399, which, minus the final enrollment, represents 21.16% served by the municipality. This rate, on the one hand, can be considered low compared to the municipal average in the state presented earlier, but, on the other hand, represents a significant increase compared to the amount of 4.04% in 1948.

CONCLUSION

This article presents municipal actions in the educational field in Londrina, state of Paraná, from 1948 to 1991. The Municipal Executive Branch Reports were used as historical sources, employing the historiographical category of the "Pedagogical Municipality" as an analytical

reference. In dialogue with Magalhães (2014, 2019) and Magalhães and Adão (2014), the analyzed data allowed for an understanding of the municipality as an interdisciplinary epistemic object and as a privileged space for articulation between scales of power. The actions identified in Londrina revealed an active educational municipalism that, although conditioned by state and federal guidelines, was not restricted to a merely executive function, but assumed its own initiatives by establishing agreements, proposing projects, reorganizing administrative structures, and mobilizing different municipal bodies around schooling. Thus, the municipality played an active and growing role in the formulation, execution, and financing of educational policies, especially regarding primary education.

During the historical period analyzed, there was a significant expansion of the municipal education network, a reduction in schooling in rural establishments, and an increase in enrollment in urban areas, as well as a diversification of the stages and modalities offered, the establishment and reorganization of administrative bodies (DEPAS, SMEC and their derived instances), and an increase in the share of education in the municipal budget. These initiatives revealed a process of institutionalization of school education at the local level, in which the municipal public power structured and consolidated itself as an instance of decision-making, planning, and execution, as proposed by the perspective of the Pedagogical Municipality.

However, according to Gonçalves Neto and Carvalho (2015), in the Brazilian context, the expansion of municipal responsibilities was not accompanied, in a homogeneous way, by the universalization of educational services. In Londrina, despite increasing investments, albeit intermittently, and the emphasis given to primary education, enrollment rates for the school-age population remained low, especially in the first decades analyzed. This revealed structural limitations related to socioeconomic inequalities, the accelerated process of urbanization, and demographic transformations. Official discourses, frequently marked by self-praise and the blaming of the population, highlighted tensions between the political project, administrative capacity, and social reality.

By presenting municipal education data in relation to state and national parameters, the role of the municipality in the history of schooling is repositioned. In this way, the power of municipal sources for the historiography of education is reaffirmed, as is the relevance of further investigations that consider the municipality as a fundamental locus of educational objectification in matters of public policy and the production of school cultures in Brazil.

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