

**PAR: AN INSTRUMENT OF THE REFORM OF THE STATE APPARATUS IN THE AREA OF EDUCATION**

***PAR: UM INSTRUMENTO DA REFORMA DO APARELHO DO ESTADO NA ÁREA DA EDUCAÇÃO***

***PAR: UN INSTRUMENTO PARA LA REFORMA DEL APARATO ESTATAL EN EL ÁMBITO EDUCATIVO***



Magna Lenise Flores da Mota AYRES<sup>1</sup>  
e-mail: magna.ayres@unimontes.br



Regina Gomes dos SANTOS<sup>2</sup>  
e-mail: regina.santos@unimontes.br



Remi CASTIONI<sup>3</sup>  
e-mail: remi@unb.br

**How to reference this paper:**

AYRES, M. L. F. M.; SANTOS, R. G; CASTIONI, R. PAR: An instrument of the reform of the state apparatus in the area of education. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 28, n. 00, e023004, 2024. e-ISSN: 1519-9029. DOI: <https://doi.org/10.22633/rpge.v28i00.18018>



| Submitted: 05/06/2023  
| Revisions required: 10/11/2023  
| Approved: 22/12/2023  
| Published: 22/01/2024

---

**Editor:** Prof. Dr. Sebastião de Souza Lemes  
**Deputy Executive Editor:** Prof. Dr. José Anderson Santos Cruz

<sup>1</sup> State University of Montes Claros (Unimontes), Montes Claros – MG – Brazil – Professor of Higher Education, Accounting Sciences.

<sup>2</sup> State University of Montes Claros (Unimontes), Montes Claros – MG – Brazil – Professor of Higher Education, Accounting Sciences. Scholarship student from FAPEMIG.

<sup>3</sup> University of Brasília (UNB), Brasília – DF- Brazil – Full Professor – PGE.

**ABSTRACT:** The text mapped the scientific production of the PAR and its results from 2008 to 2021. The PAR is a management tool created in 2007 to address the implementation of the PDE. The sample consisted of 56 publications. The method used was a stratified documentary analysis, revealing the purposes foreseen by the MEC's management instrument. An average of four articles per year was observed, with the highest number in stratum A1. Criticisms and positive points about the PAR were found. The predominant criticism tends to disregard local specificities. Two observations were more frequent: i) the challenge in achieving democratic management effectively; ii) municipalities tend to assume management with characteristics of managerial, democratic-participatory models, or a synthesis of both, depending on interests and organizational culture of the context. As a positive aspect, it is observed that intergovernmental transfers assist in balancing local-level expenditures.

**KEYWORDS:** Articulated Action Plan. PAR. Reform of the State Apparatus. PNE. Education management.

**RESUMO:** O texto mapeou a produção científica sobre o PAR e seus resultados, entre 2008 a 2021. O PAR é um instrumento de gestão criado em 2007 para dar conta da implementação do PDE. A amostra foi de 56 publicações. Como método, utilizou-se a análise documental estratificada, que revelassem os propósitos previstos pelo instrumento de gestão do MEC. Constatou-se uma média de quatro artigos por ano, sendo o maior número no estrato A1. Encontraram-se críticas e pontos positivos ao PAR. A crítica predominante tende a desconsiderar as especificidades locais. Duas constatações foram mais frequentes: i) sobre o desafio na efetivação da gestão democrática; ii) que os municípios tendem a assumir a gestão com características dos modelos gerencial, democrático-participativo ou uma síntese de ambos, a depender dos interesses e da cultura organizacional do contexto. Como aspecto positivo, verifica-se que as transferências intergovernamentais auxiliam no equilíbrio dos gastos ao nível local.

**PALAVRAS-CHAVE:** Plano de Ações Articuladas. PAR. Reforma do Aparelho do Estado. PNE. Gestão da Educação.

**RESUMEN** El texto mapeó la producción científica sobre el PAR y sus resultados, entre 2008 y 2021. El PAR es un instrumento de gestión creado en 2007 para gestionar la implementación del PDE. La muestra estuvo compuesta por 56 publicaciones. Como método se utilizó el análisis documental estratificado, que reveló los propósitos previstos por el instrumento de gestión del MEC. Se encontró un promedio de cuatro artículos por año, siendo el mayor número en el estrato A1. Se encontraron críticas y puntos positivos respecto al PAR. La crítica predominante tiende a ignorar las especificidades locales. Dos hallazgos fueron los más frecuentes: i) sobre el desafío de implementar la gestión democrática; ii) que los municipios tienden a asumir una gestión con características de modelos gerenciales, democrático-participativos o una síntesis de ambos, dependiendo de los intereses y cultura organizacional del contexto. Como aspecto positivo, parece que las transferencias intergubernamentales ayudan a equilibrar el gasto a nivel local.

**PALABRAS CLAVE:** Plan de Acción Articulado. PAR. Reforma del Aparato del Estado. PNE. Gestión educativa.

## Introduction

Brazil has gone through various stages of public management. Initially, due to the form of its colonization, the adopted regime was patrimonialism, characterized by the lack of distinction between the public and the private sectors and the ease of agreements according to the ruler's convenience. Subsequently, the bureaucratic regime was employed, implementing strict controls with the clear intention of mitigating the previous form of management. However, this excessive rigor hindered advancements in the quality of 'Citizen Service' (Bresser-Pereira, 1996; Campelo, 2010).

Therefore, since 1995, public management has utilized managerial contours in its activities. Several actions have been adopted, including principles and guidelines based on the private sector, such as strategic planning, social control, efficiency, effectiveness, and *accountability*, as guiding principles of this type of management. In the pursuit of enhancing its controls to meet not only its monitoring and evaluation needs but also those of various social sectors focused on the effectiveness and quality of public policies, institutions, instruments, and management tools have been created to assist in this process (Silva; Carvalho, 2014).

New Public Management, through the use of information and communication technology, with the development of programs for data unification, has become a structural element. This allows for various analyses to formulate more precise diagnoses, also enabling more assertive decision-making (Silva; Carvalho, 2014).

In the Education Development Plan (PDE) in 2007, which sought to articulate programs and actions under development in the Ministry of Education (MEC), the Articulated Action Plan (PAR) and the Integrated System of Budget and Finance Planning of MEC (SIMEC) were established (FNDE, 2019).

In an effort to map and better understand the PAR, and with the intention of deepening knowledge on the subject, mapping was carried out from 2008 to 2021 with the following purposes: i) to survey articles published in national scientific journals dealing with the PAR; ii) to discuss general characteristics about the publications of these articles; iii) to identify the profile of the studies found, and finally, iv) to analyze the results found and v) to categorize the different approaches to state design.

Studies on the PAR developed by researchers in Brazil began with its institutionalization in 2007 and intensified in the following years. Themes regarding the development of practices and their application in municipalities were studied, such as how the implementation of educational policies, defined based on the PAR, was carried out, works focusing on the

dimensions of the PAR, and how it serves as a tool to operationalize public policies. In this perspective, the expected contributions of this study lie in the joint analysis of the results that the studies reveal, aiming to visualize the discussions in terms of the practical application of the PAR.

### **Education Development Plan (PDE) and Articulated Action Plan (PAR)**

It is the responsibility of the State, established in the Federal Constitution, to guarantee Brazilian citizens access to education, a goal achieved through public policies. This mission is fulfilled through educational policies developed over time, facing challenges that vary according to government fluctuations, but always with the intention of fulfilling this constitutional prerogative (Santos, 2023).

The reform of the State has brought about transformations in its characteristics, which now include being an evaluator and regulator of activities. With the promulgation of Constitutional Amendment No. 19/98, some changes were possible due to alterations in constitutional rules. One of them was to allow managerial, budgetary, and financial autonomy for public administration agencies, delegating some of their activities to social organizations and consolidating the principle of public, albeit non-state, functions. These entities could, through contracts, carry out such activities under the evaluation of their performance and respective responsibility by the state entity (Oliveira, 1998).

In the context of the federative pact, which delegated responsibilities to each federated entity regarding educational provision, it was established that the Union is responsible for the federal education system, while municipalities are responsible for early childhood education and primary education, and states, together with the Federal District, for primary and secondary education. However, this allocation of competencies does not imply renouncing the essential mutual collaboration for the benefit of education, as expressly advocated in Article 211 of the Federal Constitution of 1988: "The Union, the States, the Federal District, and the Municipalities shall organize, in a collaborative regime, their education systems" (Santos, 2023; Brasil, 1988, our translation).

In this model, each entity has its obligation, although it needs to ensure that actions are complementary and not overlapping. Hence the need for integrated management, so that such activities are gathered and planned to achieve proposed objectives, especially those related to

improving performance by the Basic Education Development Index (IDEB) (Duarte; Junqueira, 2013).

The creation of the PDE in 2007, as a governmental document aimed at articulating programs and actions under development in the Ministry of Education (MEC), was a way to give unity to this endeavor. With the PDE, the aim is to address the inequality of educational opportunities in a structured manner, supported by six pillars: i) systemic vision of education, ii) territoriality, iii) development, iv) collaborative regime, v) accountability, and vi) social mobilization. In this sense, the PDE allowed for the pact between the federative entities to fulfill the established guidelines and goals, which occurred through the PAR (Brasil, 2010).

The PAR is a planning instrument of educational policy aimed at encouraging the improvement of education from the perspective of strategic planning. It seeks to enable the PDE and establish the 28 guidelines of the Goals Plan Commitments All for Education (PMCTE), as established by Decree No. 6,094/2007. Its inception occurred in 2007, with stages comprising diagnosis, planning, and results, with three cycles already implemented. Municipalities, States, and the Federal District that develop their PAR become eligible for technical and/or financial assistance. PAR planning occurs in four dimensions: educational management, teacher training, pedagogical practices and evaluation, and aspects of physical infrastructure and pedagogical resources (FNDE, 2019; Brasil, 2007).

The PAR is developed for a period of four years, with the participation of managers, teachers, and the local community, coordinated by the secretariats of each federative unit. Its development presupposes continuity of work, avoiding the discontinuity of actions, seeking to preserve the memory of what has been adopted and thus avoiding the recreation, whenever there is a change of team, of what has already been planned (Duarte; Junqueira, 2013).

Finally, a Technical Commission (TC) is responsible for analyzing and approving the PAR, considering the following factors: i) the availability of budgetary and financial resources for its implementation; ii) the operational capacity of the National Fund for Educational Development (FNDE) and the proposing federative entity; and iii) effective conditions for accelerating the development of the local IDEB (Duarte; Junqueira, 2013).

## Method and Research Procedures

The object investigated in this work encompasses qualitative and quantitative evaluations in its analysis, adopting documental research as a strategy. In the quantitative stage, analyses were conducted using descriptive statistics, and in the qualitative stage, the content analysis technique was employed (Bardin, 2016).

The study population consists of national scientific articles focusing on the PAR, published in the Capes Periodicals system in the A1 to B2 strata of the Qualis Periodicals Quadrennial 2013-2016, in the Education area. This system was chosen for its relevance in allocating research publications in Brazil and for its accessibility, as it involves electronic databases.

For the selection of articles, the following criteria were used: a) definition of the field 'All' for keyword search: '*Plano de Ações Articuladas (PAR)*'; '*Educação*' and '*Municípios*', in that order; b) the determined period was all available publications up to the data collection date of the research, which was August 12, 2022; c) selection of the 'Articles' option as the type of published document; and d) selection of 'all' available knowledge areas.

A total of 230 articles were found in the Capes Periodicals repository. Initially, a pertinence analysis was conducted, and 172 articles were eliminated, namely: 01 due to being in a Qualis B5 journal; 11 for being duplicates; and 160 were excluded because, even though they presented some of the defined keywords in their abstract, they did not meet the scope of this work, leaving 56 articles to compose the sample.

The analysis was carried out in three fundamental phases: 1) pre-analysis; 2) exploration of the material; and 3) treatment of results, inference, and interpretation. Quantitative analysis was performed using Microsoft Excel®, utilizing pivot tables to map the sample profile based on descriptive statistics such as frequency and means. Qualitative analysis was conducted through the content analysis technique.

## Result

From the selected articles, characteristics such as publication period, Qualis Periodicals stratum, journal, geographical location, keywords, authors with the highest number of publications, and the university with the highest number of researchers involved in the research, as well as the number of Higher Education Institutions (HEIs), were analyzed, as described in Table 1.

**Table 1** - Distribution of sampled articles according to Qualis Periodicals stratum, journal, and year of publication

Qualis Periodicals Stratum	Periodical	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total	
A1	Ensaio - Avaliação e Políticas Públicas em <b>Educação</b>	-	-	-	-	1	-	-	1	-	2	1	-	-	-	5	
	Cadernos de Pesquisa (Fundação Carlos Chagas)	1	-	-	-	-	2	1	-	-	1	-	-	-	-	5	
	<b>Educação &amp; Sociedade</b>	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1	
	<b>Educação e Realidade</b>	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1	
	<b>Educação em Revista (UFMG)</b>	-	-	-	-	-	-	-	-	1	-	-	-	1	-	2	
	<b>Educar em Revista</b>	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	
	Pró-Posições (Unicamp)	-	-	-	-	-	1	-	-	-	-	-	-	-	-	1	
	Revista Brasileira de <b>Educação</b>	-	-	1	-	1	-	-	-	-	-	-	2	-	-	-	4
	Revista do Serviço Público	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1
<b>Subtotal</b>		1	-	1	-	3	3	2	1	1	3	4	-	2	-	21	
A2	Eccos Revista Científica	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	
	<b>Educação (PUCRS)</b>	-	-	-	-	-	-	1	-	-	1	-	-	-	-	2	
	Perspectiva (Florianópolis)	-	-	-	1	-	-	-	-	-	-	-	-	-	-	1	
	Revista Brasileira de Política e Administração da <b>Educação</b>	-	-	-	-	-	-	-	-	7	1	-	-	-	1	9	
	Revista da FAEEBA – <b>Educação e Contemporaneidade</b>	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1	
	Revista <b>Educação em Questão</b>	-	-	-	-	-	-	3	1	-	1	1	-	-	-	6	
<b>Subtotal</b>		-	-	-	1	1	-	4	1	7	3	1	-	-	2	20	
B1	Atos de Pesquisa em <b>Educação</b> (FURB)	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1	
	Em Aberto	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	

	Linhas Críticas	-	-	-	-	-	-	-	1	-	-	-	-	-	1	
	Práxis <b>Educacional</b>	-	-	-	-	-	-	-	1	-	-	-	-	-	1	
	Revista de <b>Educação</b> PUC Campinas	-	-	-	-	-	-	-	-	-	1	-	-	-	1	
	Revista Eletrônica de <b>Educação</b> (São Carlos)	-	-	-	-	-	-	-	-	-	4	-	-	-	4	
	<b>Roteiro</b>	-	-	-	1	1	-	-	-	-	-	-	-	-	2	
<b>Subtotal</b>		-	-	-	1	1	-	-	3	-	-	5	-	-	1	11
<b>B2</b>	Revista <b>Educação e</b> Fronteiras On- Line	-	-	-	-	-	-	-	-	-	1	-	-	-	1	
	Revista Espaço do Currículo (Online)	-	-	-	-	-	1	-	-	-	-	-	-	-	1	
	Revista Exitus	-	-	-	-	-	-	-	1	1	-	-	-	-	2	
<b>Subtotal</b>		-	-	-	-	-	1	-	1	1	-	1	-	-	4	
<b>Total</b>		1	-	1	2	5	4	6	6	9	6	11	-	2	3	56

Source: Authors' elaboration.

The temporal analysis highlights the distribution of articles by year of publication. Initially, the analysis period was not delimited, and thus, articles from 2008 to 2022 were found. However, since the year 2022 is ongoing and the analysis had an annual timeframe, articles from this year were not included in the present study. In 2008, only one article was published on the study topic. Between 2010 and 2018, at least one article was found each year. The years 2011 and 2016 had the highest number of published articles. In 2009 and 2019, not a single work was found.

In the following years, 2020 and 2021, there was a decrease in publications compared to the periods from 2012 to 2018, with the year 2013 having the lowest number of publications, with only 4 articles. The average number of publications for the total period meeting the study's objectives, spanning 14 years, was 4 articles per year. In the last two years, there was a reduction in the number of articles compared to previous years, but it will be necessary to observe in future studies whether the next periods confirm this downward trend.

As observed in Table 1, the stratum with the highest number of analyzed articles is A1. Regarding the sampled articles in this research, their average publication is 2.33 articles in A1, 3.33 in A2, 1.57 in B1, and 1.33 in B2, resulting in a global average of 2.24 articles per periodical.



The articles were published in various journals, with a slight concentration in some of them, totaling 56 articles in 25 periodicals. The Brazilian Journal of Policy and Education Administration was the only journal with seven publications in the same year, 2016. Considering the number of publications per journal, two of them obtained four publications each, respectively, *Ensaio - Avaliação e Políticas Públicas em Educação* and *Cadernos e Pesquisa (Fundação Carlos Chagas)*, classified in stratum A1. *A Revista Brasileira de Política e Administração da Educação*, classified in stratum A2, had nine studies published, being the one with the highest number of articles in this stratum and among all others in the analyzed sample. The B1 stratum journal with the highest number of publications was the *Revista Eletrônica de Educação* (São Carlos), with four articles; and from stratum B2, the *Exitus Journal*, with two published articles.

Table 1 shows the number of articles, the geographical location of Higher Education Institutions (HEIs), and the authors with the highest number of publications.

**Table 1 – Profile of Articles by Region**

Quantity/Region	Central-West	Northeast	North	Southeast	South	Total
Articles	7	18	9	20	10	<b>64</b>
Articles per Network	3	2	2	3	3	<b>13</b>
Articles from HEIs in the region	4	16	7	17	7	<b>51</b>
% of articles per region	11%	28%	14%	31%	16%	<b>100%</b>
Average articles per HEI	1,4	3,6	4,5	1,3	1,66	<b>1,93</b>
Authors with most publications	0	4	1	2	2	<b>9</b>
<b>Universities/Institutes</b>	5	5	2	15	6	<b>33</b>

Source: Authors' elaboration.

It is noted in Table 1 that there are 64 published articles. This is because, within this number, there are articles authored by co-authorship networks, which is why, to arrive at the quantity of articles, the object of this research, which was 56, it is necessary to deduct the 13 networked works and add the 5 articles (1 for each author), since co-authored works in the count are not exclusive.

When analyzing the profile of articles by geographical location, the Southeast region had the highest number of studies, representing 31%. However, upon delving into the data, it is noted that it has the lowest average publication per HEI, namely 1.3 articles per entity. Studies with cooperation from researchers from other regions totaled 3, while those with authors from

the same region amounted to 17 publications. Thus, there appears to be a dispersion of articles per HEI, given the average found, inferring a small number of publications per HEI.

Another possible observation is that there is a greater concentration of articles in institutions in the Northeast region compared to the Southeast, even though the latter had the highest number of publications overall. With this caveat, we find that the Northeast region had 28% of the studies, presented 3.6 articles as the average publications per HEI, and concentrated the highest number of prolific authors on the list. Additionally, it had 2 studies in cooperation with the network, with 16 being co-authored with HEIs from this region.

Interestingly, the other regions (Central-West, North, and South) obtained a total of 26 publications, accounting for 41%, with the participation of 13 HEIs. Among these, the North region had the highest average publications per HEI, at 4.5, and is the group with the fewest HEIs, only two. Furthermore, the insignificance of publications by authors from the Central-West region is highlighted when compared to the other regions.

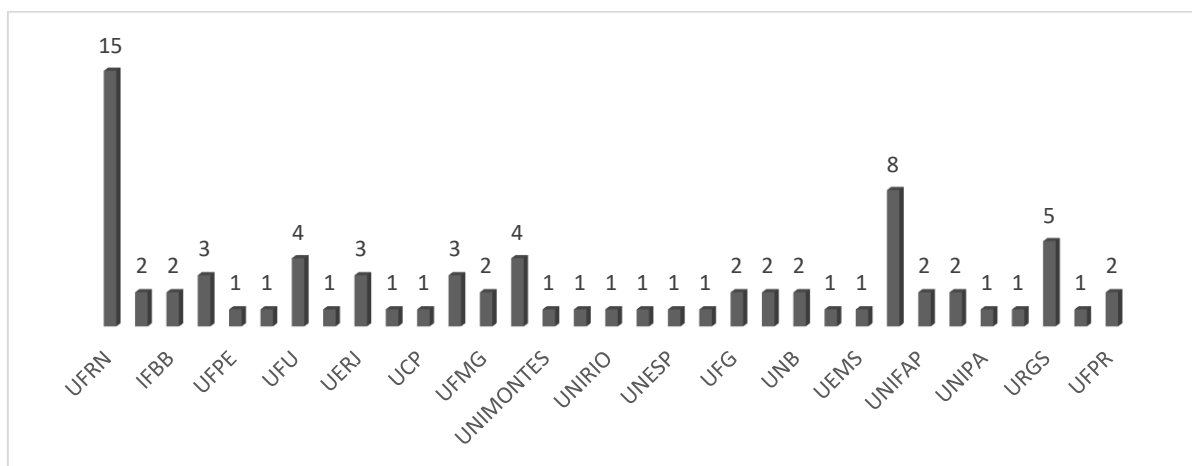
Another noteworthy fact is that the North and Northeast regions have the highest average publications per HEI, 4.5 and 3.6, respectively. In this regard, considering the number of HEIs in their regions, especially in the North, only 2 can be considered the most productive found in this study, in terms of proportional publication.

Graph 1 below demonstrates the 33 HEIs identified in this study, with emphasis on 5 of them that had the highest academic production on the topic under analysis, namely: UFRN, with 15 publications, UFPA, where 8 articles were found, thus considered the HEIs with the highest prominence in terms of article publication, whose investigation was the Articulated Actions Plan, followed by UFRGS with 5 articles, and the Federal Universities of Uberlândia (UFU) and Espírito Santo (UFES), which had, respectively, 4 articles published.

It is interesting to note that UFRN was also the HEI where the highest number of researchers was identified, totaling 12 authors. Among them, one author, who published 4 articles on the topic, stood out for the highest number of studies. UFRGS, which included 5 productions, had 5 researcher authors for this purpose. Of these, 2 were the most productive among the 9 described in Table 2 as the most prolific.

The other two highlighted HEIs, UFU with 4 articles, which, unlike the other institutions, had a well-spread number of authors, totaling 6 authors for a total of 4 articles, as evidenced in Graph 1. Finally, with the same number of articles published as UFU, UFES had only one author, who also composed the list of authors who published the most during this analysis period.

**Graph 1 - HEIs and quantity of published articles**



Source: Authors' elaboration.

The other HEIs found in this section were UFMA, UERJ, and USP, with 3 articles published each. With 2, the following HEIs were identified: FUNDAJ, IFBB, UFMG, UFG, UCDB, UnB, UNIFAP, Unoeste, and UFPR. And with only 1 article published, are the other entities highlighted in Graph 1 above.

In a general overview, of the 33 HEIs analyzed in this study, 15 (45.45%) published only one article, 10 (30.30%) institutions published two articles; 5 (15.15%) published between 3 and 4 articles, and the other 3 universities, corresponding to 9.09%, jointly published 27 articles. Observing this last information, it is noticed that there is a significant number of HEIs that published only 1 article, followed by those that published 2 articles. Thus, UFRN deserves mention as the only one that published 15 articles, out of the total of 33 HEIs, which highlights its importance in the context of this research.

Next, the most productive authors of the sample were identified, using as an analysis criterion those who had three or more publications, as elaborated in Table 2.

**Table 2 - Authors with the highest number of publications**

Author/Autograph	Institutional Affiliation	Articles
Antônio Cabral Neto	<i>Universidade Federal do Rio Grande do Norte - UFRN</i>	4
Eliza Bartolozzi Ferreira	<i>Universidade Federal do Espírito Santo – UFES</i>	4
Alda Maria Duarte Araújo Castro	<i>Universidade Federal do Rio Grande do Norte – UFRN</i>	3
Arlete Maria Monte de Camargo	<i>Universidade Federal do Pará – UFPA</i>	3
Donaldo Bello de Souza	<i>Universidade do Estado do Rio de Janeiro – UERJ</i>	3
Maria Aparecida de Queiroz	<i>Universidade Federal do Rio Grande do Norte - UFRN</i>	3
Maria Goretti Cabral Barbalho	<i>Universidade Federal do Rio Grande do Norte - UFRN</i>	3
Nalú Farenzena	<i>Universidade Federal do Rio Grande do Sul - UFRGS</i>	3
Neusa Chaves Batista	<i>Universidade Federal do Rio Grande do Sul – UFRGS</i>	3
<b>Totais</b>		
09 Authors	05 Universities	29

Source: Authors' elaboration.

When analyzing authorship by number of authors, it was found that they were mainly produced collaboratively (82.14%). In a macro analysis of Table 2, it is interesting to note the prominence of women as authors of the research. The HEI with the highest number of affiliated authors is UFRN, and the region that concentrated the highest number of prolific authors in this sample analyzed on the PAR subject was the Northeast region. It is noted that the Midwest region is not among the HEIs because it does not meet defined criteria.

The examined authors have productions related to the various dimensions the PAR theme allows, with diverse objectives and focus. Researcher Antônio Cabral Neto focused his discussions on intergovernmental relations and their aspects in the implementation of PAR in the study units. Researcher Eliza Bartolozzi Ferreira aimed to study Brazilian public education policies and their implementation challenges with a focus on PAR.

Regarding the findings, there were criticisms, praises, and observations about PAR. Table 3 shows the results that point out the favorable aspects of the program.

**Table 3 – Results by Category - Favorable Points of PAR**

Articles	Results
4	Allowed interaction between MEC teams and local secretariats.
10 and 54	Enabled advances in the implementation and monitoring of actions for basic education and prompted new benchmarks for the processes of organizing and materializing the right to education.
14 and 20	Balanced spending obligations through intergovernmental transfers.
14	Enabled the satisfaction of the principle of equity.
17 and 27	Fostered collaboration, breaking with the historical discontinuity of policies.
32	Established a culture of planning in municipal education secretariats and elementary schools, as a tool to consolidate local autonomy.
23 and 37	Contributed to the development of planning actions and dialogue between educational systems.
46	Acted as a transformative factor in the infrastructure of some Rural Schools.

56	It became an important tool for controlling, monitoring, and tracking in the formulation and implementation of educational policies at the local government level.
----	--

Source: Authors' elaboration.

According to Table 3, in 12 articles, the results indicated a perception that the PAR enabled advancements regarding the importance of educational planning in the researched municipalities. Thus, the results indicated that through this instrument, there was interaction among entities, which contributed to the development of planning actions and dialogue between educational systems. It was also reported that the PAR allowed for the balance of expenditures by the received resources and monitoring of the actions to be implemented, enabling management to be organized in a way to understand the process and monitor it, with the aim of adjusting activities when necessary.

Considering that PAR is the instrument aimed at educational policy planning to encourage education improvement from a strategic planning perspective, this objective was achieved for the authors involved in this research set.

Another result found was that there are unfavorable opinions about the program. Table 4 below demonstrates which studies perceive that the PAR did not fully achieve its goals.

**Table 4 - Results by Category - Unfavorable Points of the PAR**

Articles	Results
1	Production and implementation of public policies in Brazilian federalism is a true kaleidoscope.
2	Existence of relative interference of the PAR in management. Contradiction in perceptions between management and the PAR.
3 and 5	Asymmetry in planning and financing of actions.
3	Centrality in the Union.
4	Inability to effect intergovernmental collaboration.
6	Demonstration of authoritarian and centralizing traits of municipal management.
7	Demands were not addressed in the PAR.
8	Difficulty in meeting the principles of decentralization and parameters of the new public management.
9	Disregard for local specificities.
12	Inconsistencies and incoherencies linked to the indicators and criteria used. Hypothesis about possible deviations from its original purpose. Diagnostics are doubtful, contributing little to the knowledge of the educational reality in the State.
15	The Concept of educational quality reduced the conditions for improving the physical infrastructure and expanding the pedagogical resources of the schools in their respective networks. Lack of correlation between dimensions and priority areas and actions chosen by municipal administrations.
16	The adopted strategy induces federated entities to share responsibilities and to flexibilize control over actions. Individual and collective assistance to students, with lagging learning and special educational needs, does not reduce the exclusion resulting from evaluative standards.
18	Brazilian federalism has not materialized into a cooperative or interdependent federalism.

	In practice, what happens with the PAR is the induction of educational policies with strong central government interference in municipalities, turning them into mere executors of actions, curtailing their autonomy.
19	Approach between continuing education actions and teaching practice, through regulation exercised by external evaluation policies, legitimizing a normative and prescriptive view of teaching action, to the detriment of critical and reflective formation.
21	The Plan of Articulated Actions (PAR) is, in reality, an incomplete pact.
22	The discourse of education quality through the increase of IDEB intensifies surveillance over the work of teachers.
23	The implementation of the PAR presents difficulties in achieving the objectives of integration and collaboration among the federation entities.
24	Participatory planning does not exist or is disjointed.
	Instances of democratic experiences are insignificant and distant from expressing local aspirations.
	It revealed that there may be a relationship between the inadequacy of the facilitative instances of democratic management and the low IDEB of these municipalities.
25	The provision of technical and financial assistance by the MEC has been increasingly and consensually judged as deficient, leading to the interruption of a large number of actions triggered by municipalities.
26	The PAR, as formulated and implemented, does not present elements that could lead to intergovernmental collaboration in the form of the Law.
29	The articulations between the Union and municipalities, within the scope of politics, are understood based on the notion of regulating public action and distinguished as part of processes instituting a new regulation in public action.
35	The education system is bound by domination and exploitation by the ruling class.
36	The research shows improvement in the structure and functioning of schools, but not in the quality of teaching.
	The slowness in the analysis of proposals and in the release of resources by the MEC hinders the fulfillment of actions in municipalities.
37	The PAR a priori defines what must be executed by the municipality, weakening its autonomy and democratic management.
39	The MEC must work to raise the procedural knowledge level of the municipalities and address the weaknesses of the management processes.
40	The actions and sub-actions planned for democratic management and development of education systems between municipalities (municipal education secretariats) and the Union (Ministry of Education) are still fragile in terms of their fulfillment by both committed parties.
44	It highlights the regulatory role of the State in the projection of the PAR, with a tendency to hold municipalities accountable for meeting educational goals for teacher training.
50	Although there has been positive progress, a considerable part of the actions has not been completed, which is explained by difficulties in offering programs and actions by the Ministry of Education and by various difficulties within local governments.
52	There is evidence of the traditional difficulty in balancing local policies and the central.
	Revelation of the difficulties of teams in foreseeing future actions, which constitutes the basis of good planning.
	Aggravation of the low participation of community and school segments due to lack of information and/or injunctions resulting from local power relations that inhibit the autonomous positioning of individuals.
53	Although the discourse of democratic management appears in the dimension of educational management of the PAR, the entire methodological approach of the instrument is directed towards the perspective of strategic planning, based on technical rationality and result control, disregarding the pedagogical, political, and economic basis that makes its legitimization possible.

56	The PAR brings elements of strategic planning applied to the field of educational systems management, introducing a planning methodology centralized in the management team, based on technical aspects, which marginalize the political, cultural, and institutional issues that engender the reality of these systems and their schools. The electronic platform through which the PAR is elaborated does not open up the possibility for such issues to be problematized.
----	--

Source: Authors' elaboration.

In the researched articles, several results were obtained in which their authors describe that, in some way, the PAR program does not fully meet its objectives. This was evidenced in 31 opinions, in which expressions such as "weakened management, absence or disarticulation of participatory planning, instances of democratic experiences are insignificant and distant from expressing local aspirations," among others, were identified in the responses.

For these studies, as shown in Table 4, the PAR has interfered in management, disregarding the cultural and institutional issues of the regions where it is implemented, which greatly hinders activity planning and affects the quality of education. The analysis, from various perspectives, also highlights a centrality of the Union, as well as deficient technical and financial assistance from the MEC, and the analysis of the quality of education, through Ideb, has given teachers an additional burden of responsibility for their work.

Finally, in another part of the researched articles, there was no perception of a position regarding whether the PAR presents favorable or unfavorable points, but it highlights points observed in the research, as evidenced in Table 5 below.

**Table 5 - Results by category - Findings about the PAR**

Articles	Results
6 and 24	Highlighted challenges in achieving democratic governance.
7	Demonstrated that the PAR focuses on the continuous training of teachers working in Specialized Educational Assistance (SEA).
8	Revealed the precariousness of municipal education systems in executing the purposes of the PAR.
9	Presented a precarious picture in teacher work regarding training.
9 and 10	Showed the lack of minimum qualification of teachers required by law.
11 and 48	Showed that municipalities tend to assume management with characteristics of managerial models, democratic-participatory models, or a synthesis of both, depending on economic interests, geopolitical conditions, and organizational culture of the context.
13	Highlighted the fragility in sharing responsibilities - collaboration regime - between Union and Municipality.
28	Emphasized the need for greater protagonism of educational systems in their promotion, also in terms of building their own proposals, from the perspective of comprehensive education full-time.
30	Demonstrated the ambiguities and contradictions found in guiding documents of educational policies.
31	It was observed that the PAR is based on intergovernmental relations, whose core lies in the prevalence of hierarchical authority among entities.
33	Concluded that the Council should concentrate its actions on monitoring and social control, and not on inspection, since this is the responsibility of inspection bodies.

34	Highlighted the need for specific legislation, own financing and teacher training programs, the expansion of school management concepts, and the development of differentiated curricula. Emergence of elements that assist in the construction of diversity policies.
38	Demonstrated that the National Education Plan constitutes the means by which the degree to which the National Education System is fulfilling the goals and objectives it aims to achieve can be assessed.
41	Highlighted that compliance with the PAR depends on a balance in the execution of centralizing and decentralizing actions of municipal competencies in educational planning.
	Highlighted the fundamental role of the State in collaborating to overcome the budgetary, managerial, and pedagogical difficulties affecting local administrative entities.
42	Concluded that the strong repercussions of power relations inherent in an authoritarian culture inherited from the sugarcane economy are obstacles that hinder the dynamism of democratic school management, as advocated by the Constitution and the Law of Guidelines and Bases of National Education (LDBEN).
43	Emphasized the need for the adoption of different dynamics in the implementation of the Plan, both concerning ongoing training and the difficulties faced by each management.
44	Highlighted that through this instrument, municipal managers commit to promoting a set of actions in the educational field, being responsible for achieving the goals established at the federal level.
45	Envisioned a concerning scenario regarding the improvement of educational quality in 20 municipalities in the western mesoregion of the State of Santa Catarina.
47	Highlighted that the results indicate the influence of large-scale assessment processes on teacher training processes and, consequently, on their teaching practice.
48	Different influences constituting the current Policy Cycle were perceived, including republican principles, pressure for results, and the inclusion of content demanded by social movements.
51	It is understood that the articulations between the Union and municipalities, in terms of politics, are based on the notion of regulating public action and are distinguished as part of processes instituting a new regulation in public action.
54	Found that Pará and Rio Grande do Norte show punctual improvements in infrastructure conditions and the achievement of Ideb, while Minas Gerais has satisfactory conditions regarding infrastructure and the connections between Ideb for elementary education and the results of the School Environment Adequacy Index.

Source: Authors' elaboration.

In 24 articles listed in Table 5, one can gain insight into the effects of the program in the conducted research. The report states that democratic management is challenging and that work in education requires careful attention due to various deficiencies that may exist, such as deficiencies in municipal systems and teacher training, which can affect the quality of education.

Another point emphasized is that the characteristics of managerial models adopted by municipalities depend on their interest in the current situation, reflecting even the fragility of the relationship between the entities involved in the process. Thus, the articles emphasize the need to observe, during the implementation of the Plan, what the management difficulties are, so that it is possible to make changes in the implementation process, under the proper guidance of competent authorities.



## Discussions

The points found in the studies favorable to PAR indicate a willingness to foster collaboration among various levels of government, a fundamental element for a more cohesive educational administration. This interaction can not only facilitate the harmonization of policies but also promote effective information exchange. The balance in intergovernmental transfers allowed by PAR emerges as a crucial factor in ensuring a fair distribution of resources. Furthermore, achieving the principle of equity is a primary objective to stimulate equal opportunities in education.

The initiative to promote a collaborative regime is encouraging, especially when it contributes to overcoming historical discontinuities. Introducing a planning culture is indispensable for effective educational administration, providing a solid framework for developing and implementing successful strategies. Fostering actions that promote planning and dialogue becomes essential for a holistic approach to education, establishing meaningful connections between different components of the system.

Using these initiatives as control tools is essential, providing the necessary means to accurately and effectively assess educational policies' impact. This strategic approach allows for critical evaluation of the actions undertaken and enables continuous adjustments to maximize desired outcomes.

In contrast to the favorable points identified for PAR, studies also found unfavorable aspects of the program. Discussions reveal that the implementation of the *Plano de Ações Articuladas* (PAR) in Brazilian education faces a series of challenges and substantial criticisms. One of the main concerns is the relative interference of PAR in educational management, leading to noticeable contradictions between local management approaches and the program's objectives.

Another critical point, according to the studies, is the asymmetry in the planning and financing of actions, with a centralization at the federal level. This centrality presents inconsistencies and disregards local peculiarities, compromising the effectiveness of proposed measures.

It was indicated that inconsistencies in PAR indicators and objectives raise doubts about the program's ability to understand the educational reality. Thus, the use of criteria and the possibility of deviations from the intended purpose contribute to uncertainty regarding the real effectiveness of actions.

Another critical point refers to the indication that PAR exerts authoritarian and centralizing control over municipalities, resulting in significant limitations on autonomy in implementing proposed actions. This raises concerns about the adaptability of policies to local needs, as the disconnect between proposed actions and effective improvement in the quality of education is a concern.

The limited conception of educational quality in PAR, primarily focused on school infrastructure, neglects essential pedagogical and democratic aspects of quality education. Furthermore, actions aimed at democratic management and the development of education systems face evident weaknesses. The effective participation of school communities is hindered by structural difficulties, compromising the effectiveness of these initiatives.

Even with favorable or unfavorable opinions about PAR, the importance of this program for democratic management in education has been recognized. It proposes not only greater participation of school communities but also seeks to establish a more transparent and participatory management, fundamental for strengthening the educational environment.

The relevance of actions advocated by PAR is highlighted by identifying the deficiencies in municipal systems. These actions aim to strengthen these systems, ensuring they fully meet their prerogatives regarding educational quality. This strategic approach contributes to overcoming local challenges and building a more solid educational system.

## **Final considerations**

In this research, an analysis of the productions listed in Qualis Capes was conducted, covering the complete period of publications recorded in repositories until the data collection date on August 12, 2022. The aim was to map the studies on PAR and their results in qualified scientific production, from 2008 to 2021. In the survey of published articles dealing with PAR, the stratum with the highest number of analyzed articles is A1.

The journal with the highest number of published works belongs to stratum A2, which is the Brazilian Journal of Policy and Administration in Education, with a total of 9 articles. The average publication per journal is 2.33 articles in A1, 3.33 in A2, 1.57 in B1, and 1.33 in B2, resulting in a global average of 2.24 articles per journal. The year with the highest number of published articles was 2018, with 11 articles, and there were no publications in the years 2009 and 2019.

Regarding the profile of the articles, the Southeast region has the highest number of studies, representing 31%, contrasting with the average publication per HEI of 1.3 articles per entity, the lowest among all regions. The Northeast region had an average of 3.6 articles published per HEI and concentrated the highest number of most prolific authors in the ranking. The Northern region had the highest average number of publications per HEI, at 4.5, and finally, it is worth noting that in the Midwest region, no authors with significant publication numbers from the sample were identified.

As general characteristics of the publications, out of the 33 HEIs analyzed in this study, 15 (45.45%) published only one article, 10 (30.30%) institutions published two articles, 5 (15.15%) published between 3 and 4 articles, and the remaining 3 universities, corresponding to 9.09%, jointly published 27 articles.

The prominence of women as authors of the research and in relation to HEIs is evident, with UFRN having the highest number of affiliated authors. The Northeast region concentrated on the most prolific authors. Another observation is that 82.14% of the published articles were produced in collaboration.

As a result of the study, it was perceived that the importance of PAR for the improvement of education in the federated entities is indisputable. Thus, the following Categories were defined a posteriori: Critiques, Findings, and Positive Points to the plan. In this context, the predominant criticism found was that PAR tends to disregard local specificities. Regarding the findings, two were more frequent: i) being a challenge in the implementation of democratic management; ii) municipalities tend to assume management with characteristics of managerial, democratic-participatory models, or a synthesis of the two, depending on economic interests, geopolitical conditions, and organizational culture of the context. And finally, as a positive point, the highlight was that intergovernmental transfers help balance spending obligations.

Although no significant difficulties were encountered in accessing specific information about the research, data compilation was challenging due to the diversity of results found in the studies. Additionally, the importance of addressing other relevant issues for future research, such as evaluating the effectiveness of the Articulated Action Plan by region and its impact on student performance, is highlighted.

Ultimately, PAR not only identifies challenges but also points to potential solutions. Promoting more participatory management, investing in teacher training, paying attention to local peculiarities, and harmonizing policies and evaluative practices are fundamental elements

for building a more robust, equitable educational system aligned with the demands of contemporary society. It is hoped that the studies will serve as instruments capable of equipping the public sector for better decision-making in favor of the quality of Brazilian education.

## REFERENCES

BARDIN, L. **Análise de conteúdo**. São Paulo: Edições 70, 2016.

BRASIL. **Constituição da República Federativa do Brasil, de 5 de outubro de 1988**.

Brasília, DF: Senado Federal, 1988. Available at:

[http://www.planalto.gov.br/ccivil\\_03/Constituição/Constituição](http://www.planalto.gov.br/ccivil_03/Constituição/Constituição). Accessed in: 10 Aug. 2022.

BRASIL. **Decreto nº 6094, de 24 de abril de 2007**. Dispõe sobre a implementação do Plano de Metas Compromisso Todos pela Educação, pela União Federal, em regime de colaboração com Municípios, Distrito Federal e Estados, e a participação das famílias e da comunidade, mediante programas e ações de assistência técnica e financeira, visando à mobilização social pela melhoria da qualidade da educação básica. Brasília, DF: Diário Oficial da União, 2007.

Available at: [http://www.planalto.gov.br/ccivil\\_03/\\_ato2007-](http://www.planalto.gov.br/ccivil_03/_ato2007-). Accessed in: 10 Aug. 2022.

BRASIL. **O Plano de Desenvolvimento da Educação: Razões, Princípios e Programas**.

Brasília, DF: MEC, 2010. Available at: [www.gestaoescolar.diaadia.pr.gov.br](http://www.gestaoescolar.diaadia.pr.gov.br). Accessed in: 10 Aug. 2022.

BRESSER-PEREIRA, L. C. Da administração pública burocrática à gerencial. **RSP-Revista do Serviço Público**, Brasília, DF, v. 47, n. 1, jan./abr. 1996. DOI: 10.21874/rsp.v47i1.702.

CAMPELO, G. S. B. Administração pública no Brasil: ciclos entre patrimonialismo, burocracia e gerencialismo, uma simbiose de modelos. **Ciência & Trópico**, Recife, v. 34, n. 2, p. 297-324, 2010. Available at: <https://periodicos.fundaj.gov.br/CIC/article/view/871>. Accessed in: 05 Oct. 2022.

DUARTE, M. R. T.; JUNQUEIRA, D. S. A propagação de novos modos de regulação no sistema educacional brasileiro: o Plano de Ações Articuladas e as relações entre as escolas e a União. **Pro-Posições**, Campinas, SP, v. 24, n. 2, p. 165-193, maio/ago. 2013. Available at: <https://periodicos.sbu.unicamp.br/ojs/index.php/proposic/article/view/8642634>. Accessed in: 05 Oct. 2022.

FNDE. **Plano de Ações Articuladas – PAR: Caderno de estudos**. Programa Nacional de Formação Continuada a Distância nas Ações do FNDE. Assessoria de Educação Corporativa. 1. ed. Brasília, DF: MEC/FNDE, 2019.

OLIVEIRA, C. B. A Emenda Constitucional nº 19 - Algumas anotações sobre as mudanças no desempenho da função administrativa do Estado. **Rev. Direito**, Rio de Janeiro, v. 2, n. 4, jul./dez. 1998.

SANTOS, R. G. Gestão Financeira: o uso dos recursos do programa dinheiro direto na escola -PDDE. In: CASTIONI, R. (org.). **Casos de políticas de educação**: como discutir a teoria na prática. Uberlândia, MG: Culturatrix, 2023.

SILVA, M. S. P.; CARVALHO, L. S. Faces do gerencialismo em educação no contexto da nova gestão pública. **Revista Educação em Questão**, Natal, v. 50, n. 36, p. 211-239, set./dez. 2014. DOI: 10.21680/1981-1802.2014v50n36ID7085.

### *CRediT Author Statement*

---

**Acknowledgements:** We would like to thank the State University of Montes Claros, FAPEMIG, and the University of Brasília for their support in conducting this work.

**Funding:** Yes. Research Support Foundation of the State of Minas Gerais - FAPEMIG and the State University of Montes Claros - UNIMONTES.

**Conflicts of interest:** There are no conflicts of interest.

**Ethical approval:** Not required, as it is a documentary research.

**Data and material availability:** The data and materials used in work are available for access on electronic sites and libraries.

**Author's contributions:** Authors Magna Lenise Flores da Mota Ayres and Regina Gomes dos Santos participated in the construction and formation of the study, including data collection, analysis, interpretation, and writing of the text. Author Remi Castioni contributed to the overall guidance of the article, text review, and translation into English and Spanish.

---

**Processing and editing: Editora Ibero-Americana de Educação.**  
Proofreading, formatting, normalization and translation.

