

HEALTH AT SCHOOL PROGRAM: DECENTRALIZATION AND RESPECT FOR FEDERATIVE AUTONOMY¹

PROGRAMA SAÚDE NA ESCOLA: DESCENTRALIZAÇÃO E RESPEITO À AUTONOMIA FEDERATIVA

PROGRAMA SALUD EN LA ESCUELA: DESCENTRALIZACIÓN Y RESPETO A LA AUTONOMÍA FEDERATIVA

Marconde Ávila BANDEIRA²
Ney Cristina Monteiro OLIVEIRA³
Irlanda do Socorro de Oliveira MILÉO⁴

ABSTRACT: *This paper aims to approach the essential conceptual elements on decentralization and respect for federative autonomy in Public Education and Health Policies in Brazil. Perceiving its concrete definitions in the indexed publications that started in the 1980s, it perpetuated itself with more openness to go away in 1990. With an explorative qualitative approach that focuses on enlargement according to the theory, providing hypotheses for sample conduction and space to be studied (DESLANDES; GOMES; MINAYO, 2009), being guided by the bibliographic review in the database of CAPES, IBICT, SIBI / UFPA, SciELO, Google and books. Both sectors (education and health) highlight an entanglement to promote strategic actions in public policies, with emphasis on the demands of the struggles of both political and sanitary reform movements. Interdisciplinary policies and their intersectoral dialectics require their joint implementation, which mobilizes a new strategic model of these public policies.*

KEYWORDS: *Public educational policies. Health. Decentralization. Federative autonomy.*

RESUMO: Este artigo tem como objetivo abordar os elementos essenciais conceituais sobre a descentralização e respeito à autonomia federativa nas Políticas Públicas Educacionais e de Saúde no Brasil. Percebendo suas definições concretas nas publicações indexadas que dão início no decálogo de 1980 perpetuando-se com mais abertura a indo-se embora em 1990. Com abordagem de cunho qualitativa explorativa que incide em alargamento de acordo com a teoria, proporcionando hipóteses para condução amostral e espaço a ser estudado (DESLANDES; GOMES; MINAYO, 2009), balizando-se pela revisão bibliográfica no banco de dados da CAPES, IBICT, SIBI/UFPA, SciELO, Google e livros. Ambos setores (educação e saúde)

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² Federal university of Pará (UFPA), Belém – PA – Brazil. Student of the Postgraduate Program in Curriculum and Management of Basic School, Center of Transdisciplinary Studies in Basic Education. ORCID: <https://orcid.org/0000-0001-8414-0761>. E-mail: bandeira.neto77@gmail.com

³ Federal University of Pará (UFPA), Belém – PA – Brazil. Full Professor of the Transdisciplinary Studies Center in Basic Education and Professor of the Postgraduate Program in Curriculum and Management of Basic School. Doctorate in Education (PUC/SP). ORCID: <https://orcid.org/0000-0002-8091-5213>. E-mail: neyemo@ufpa.br

⁴ Federal University of Pará (UFPA), Altamira – PA – Brazil. Adjunct Professor. Doctorate in Education (PUC/SP). ORCID: <https://orcid.org/0000-0002-7075-6503>. E-mail: irlanda@ufpa.br

destacam um enredamento para promover ações estratégicas nas políticas públicas, com ênfase nas demandas dos embates e das lutas dos movimentos de reformistas, tanto político como sanitaria. As políticas interdisciplinares e as suas dialéticas intersetoriais exigem que sua implementação se dê de forma conjunta, o que mobiliza um novo modelo de estratégico dessas políticas públicas.

PALAVRAS-CHAVE: Políticas públicas educacionais. Saúde. Descentralização. Autonomia federativa.

RESUMEN: Este artículo tiene como objeto abordar los elementos esenciales conceptuales sobre la descentralización y el respeto a la autonomía federativa en las Políticas Públicas Educativas y de Salud en Brasil. Percibiendo sus definiciones concretas en las publicaciones indexadas que comienzan en el decálogo de 1980, perpetuando con más apertura y abandonando en 1990. Con abordaje cualitativo exploratorio que incide en alargamiento acorde con la teoría, proporcionando hipótesis para conducción de muestreo y espacio a ser estudiado (DESLANDES; GOMES; MINAYO, 2009), banalizando por la revisión bibliográfica en el banco de datos de la CAPES, IBICT, SIBI/UFPA, SciELO, Google y libros. Ambos sectores (educación y salud) destacan un enredo para promover acciones estratégicas en las políticas públicas, con énfasis en las demandas, de ahora en adelante, de los embates de las luchas de los movimientos de reformistas tanto políticos como sanitarios. Las políticas interdisciplinarias y sus dialéticas intersectoriales exigen que su implementación ocurra de forma conjunta, lo que moviliza un nuevo modelo de estrategia de estas políticas públicas.

PALABRAS CLAVE: Políticas públicas educacionales. Salud. Descentralización. Autonomía federativa.

Introduction

In the Brazilian context, more precisely in the 1980 decalogue, centralization and authoritarianism, two elements pointed out originating from the dictatorial period as the core of power, in which, with this, decentralization, democratization of the decision-making process and efficiency as strategic actions in policies public institutions would automatically go together with the first two previous elements. At this historic moment, democratizing events took place: “Reforms of political institutions throughout the 1980s”, more precisely, “the resumption of direct elections at all levels of government since 1982” and the clashes with the “Federal Constitution of 1988 - recovered the federative bases of the Brazilian State, suppressed during the military dictatorship”⁵ (ARRETCHE, 2002, p. 26-27).

⁵ “Reformas das instituições políticas ao longo dos anos de 1980” mais precisamente, “a retomada de eleições diretas em todos os níveis de governo a partir de 1982” e os embates para a “Constituição Federal de 1988 – recuperaram as bases federativas do Estado brasileiro, suprimidas durante a ditadura militar”

In the 1990 decalogue, with the federal state institution, with the agenda of implementing an expanded decentralization program, more precisely in the field of social policies. However, the historical synchronism of both moments has presented a false idea, that at any given moment it would be the other as well, since they are not. Although they also come from the context of the history of construction of the Brazilian reality, the authoritarian and centralizing element being rejected, as well as federalism and decentralization, do not refer to the construction of identical public policies (ARRETCHE, 2002, p. 27).

For this purpose, in this decalogue, the Brazilian federalist state reform, is instituted as the practice of an expanded program of decentralization of social policies, contemporaryizing the intermediate and local federative units (states and municipalities) with greater functional components of strategic actions in public policies not paying any attention to the illusory decision paralysis in federal states.

In this article, we will address the essential conceptual elements on decentralization and federative autonomy in Public Educational and Health Policies in Brazil, taking into consideration the discussion of Art. 3, § 1, Guideline I. of Presidential Decree no. 6,286/2007, which institutes the Health at School Program, as part of the reformist federalist states agendas (BRASIL, 2007).

The approach is of an exploratory qualitative nature, focusing on enlargement, according to the theory for meaning, and objective demarcation of the study to be explored, providing hypotheses for sampling and spatial conduction to be studied problematizing, specifying the path to be followed and the devices used (DESLANDES; GOMES; MINAYO, 2009).

We are guided by the bibliographic review, which refers to the importance of liturgical quality, since it aims to “illuminate the path to be followed by the researcher, from the definition of the problem to the interpretation of results”⁶ (ALVES-MAZZOTI, 2000, p. 26). With this, we explored the databases of the Coordination for the Improvement of Higher Education Personnel (CAPES, Portuguese initials), of the Brazilian Institute of Information in Science and Technology (IBICT, Portuguese initials), of the Library System of the Federal University of Pará (SIBI/UFPA, Portuguese initials), SciELO, Google and books on the topic. Using the descriptors: Public Educational Policies; Health; decentralization and federative autonomy.

After reading the summaries and final considerations of the texts explored, which led us to the essential conceptual elements that for decentralization, we elected: Arretche (2002),

⁶ “iluminar o caminho a ser trilhado pelo pesquisador, desde a definição do problema até a interpretação dos resultados”

Novais and Filho (2010) and Lima (2015), and, for federative autonomy: Arretche (2002), Oliveira, Barbosa and França (2013), Fortes and Moraes (2016) and Melo, Fernandes and Oliveira (2017) that will guide our study, we used as critical judgment to elect them, belonging to the reformist discussions of the essential conceptual elements and also the question of time, from the decalogue of 1900 leaving in 1990.

Our article is organized in five items, they are: 1- Introduction, demarcated a temporally synoptic of the federalist reformist institution of Brazilian societal political actions, outlines our objective, methodological and theoretical path; 2- Essential conceptual element of decentralization, expressing its conceptual institution; 3- Essential conceptual element of federative autonomy, explaining the instituting path of the referred; 4- Final considerations, announcing our objective apprehensions about the studied elements and; 5- References, specifying the authors and their texts that served as a guideline for our article.

Essential conceptual element of decentralization

With the recovery of the diffuse foundations, in the 1980 decalogue, of the Brazilian federal state entities of central, intermediate and local government commands, with the redemocratization of the country, mainly with the resumption of direct popular elections for all levels of government command, still with the fiscal decentralization theoretically propagated by the Federal Constitution of 1988, densely altering the governmental command marks of local entities. Decentralization, according to the theory, refers to the allocation of administrative positions to the levels of command, from the central federative entity to the location, forming the most diversified assignments of resources and assignments of positions that admit that a said entity in command exercise gestational strategies of given political strategic actions that are independent of their political and fiscal federative autonomy (ARRETCHE, 2002).

In the 1990 decalogue, in Brazil, gradually at the beginning, the political institutions of the federal entities readily remained, in a full way, restructuring, primarily the strategic actions of social public policies, however, they remained centered on the central federative governmental command through the inheritance of the military regime (1964-1986), thus continuing, under his gestational responsibility, actions to finance health policies, housing, school meals, textbooks, social assistance, among others (ARRETCHE, 2002).

Among the statist reformist actions of strategic actions, societal public policies, we highlight two of them: the decentralization of health policy throughout the 1990 decalogue and the municipalization of elementary education, in the middle of the period 1997 and 2000. The

first, demanded by the coming clashes of the sanitary reform movement for the Unified Health System (SUS, Portuguese initials), bringing in its framework as the main landmark the VIII National Health Conference, in 1986, held in Brasília, Distrito Federal, preceding the FC/1988 (ARRETCHE, 2002).

The federative entity of central governmental command, theoretically consisted of a fortunate success in the transfer to the entities of intermediate and local governmental commands in the country, passing on the gestational command of primary health care, universally decentralizing the actions of federal public health policies and so, following the constitution of SUS, emerged as constitutional standardization with the FC/1988. Even though such a principle of universal promotion of public health services happened to present legitimacy, the municipalization of public health services, alluded to an artifice of rebuilding the federative framework of the country of their organicity, which would regularly guide the transfer of actions that were exercised by the central governmental command entity for intermediate and local entities. This new guise would be based on the withdrawal amid the financing and provisioning of services, the first remaining on the responsibility of the three federative entities and the second on the responsibilities of the local entities (ARRETCHE, 2002).

Such a municipalization, universally decentralizing the actions of health services, became a fundamental artifice in the reformist agenda of the federative entity of central governmental command in the health sector to the extensive decalogue of 1990, risking to ensure that, in this bias, reformism prevailed as a success. Since in the 2000s, 99% of the local government command entities remained certified by SUS, with contractual norms regulated by the decentralization policy of the federative entity of central government command. Because the reformist agenda aimed to universalize the rise to services and gestational relaxation. As the universalization of services is understood as amplifying the directive outline for citizens, considering that the contributory principle of the previous example denied the rise of health actions and services to an expressive class of the population, with low income and precarious contours of market inclusion at work (ARRETCHE, 2002).

The contractualization of the federal entities of local government command for adherence to SUS, is explained by the strategic action of decentralization of the federative entity of central government command formalized in norms constituted by the emission of the Health sector, with publication of Basic Operational Norms in the 1990 decalogue (BON/90), which were: BON/91, BON/92, BON/93 and BON/96 (ARRETCHE, 2002).

BON/91, which is to be admitted as an opening for qualification to SUS, normative by which federative entities of intermediate and local governmental commands would provide for contractualization to adhere to the strategic actions of societal public health policies for the decentralization of the federative entity of central governmental command, submitting to the established norms and making sure to access the transfers originating from the federative entity of central governmental command. With this, in the period of 1991 and 1992, under the governmental command of Fernando Collor de Melo, the elementary impulse of adhesion took place, in the perspective of BON/91 and BON/92, systematically regulating the transfer of resources to the intermediate and local governmental commands and regulating universally through the ministerial sector for the transfer of resources, thus mitigating the uncertainties and politicization of the adjusted transfers, although in practice, it is not consolidated completely motivated by the economic and instructional political crises that led to the impeachment of the presidential candidate at the time (ARRETCHE, 2002).

However, from 1993 and 1995, with BON/93, under the command of the governor Itamar Franco. As a result of an extensive consultation procedure, such ministerial normative would expand an optional environment for the local entities of governmental commands, with distinct categorical triads of qualification, thus respecting the operational potential existing in the context of local governmental command, with guaranteed resources for financing of said actions. As it was a period marked by the economic uncertainties of the federative central entity of governmental command in the integralist execution of transfers, motivated by the lack of resources, approximately 63% of the local entities joined SUS (ARRETCHE, 2002).

However, the SUS was perfected with BON/96, in which its execution only happened two years after its constitution, in 1998, under the command of the governor Fernando Henrique Cardoso. In which the contracts of adhesion of the entities of local governmental commands exceeded the goals of the ministerial entity of the sector of central governmental command of Health, for two fundamental reasons, in the case of the first, the innovations in the rules for the transfer of resources from the federal entities of central governmental commands added resources to the boxes of 66% of the federative entities of local governmental commands in the country and constituted fiscally neutrality for 22%. In the second, the ministerial health sector of the federative entity with central governmental command convinced that the transfers of resources would be feasible (ARRETCHE, 2002).

In the Brazilian educational sector, in the period 1997 and 2000, the municipalization of elementary education was established, with a significant relocation of enrollments at this stage of education. Total enrollments in the public sphere increased considerably by 6.7%,

however, at the level of the local entity of governmental command 34.5% were lit up and in the intermediate entity of governmental command there was a decrease of -12.4%. Meaning a prominent transfer of enrollments that were offered by the intermediate state command to the locals (ARRETCHE, 2002).

The aforementioned FC/1988 expresses that the universalization of enrollments in the elementary school stage would need to be offered preferably by the local federal entities, constituting that the intermediary and local government commands invest 25% of their own income from taxes and transfers in education. Systematically expanding by the aforementioned federative entities, the universal access to enrollment in all stages of education, both for children, as elementary, secondary, as well as higher education (ARRETCHE, 2002).

Such tax revenues of local entities of governmental command, arising from the decentralized reformist norms, connected to the binding constitutional guarantee of investment in education, not only educational, allowed an expansion in local investment, thus directing to several related actions, which are student incentives through aid and stay grants, school transport, school meals, among others (ARRETCHE, 2002).

The educational ministerial federative entity of central governmental command, having the presidential candidate Fernando Henrique Cardoso, contained theoretically, among several items of his reformist agenda, objectivity for the municipal promotion and the valorization of the elementary education stage, thus prioritizing this stage of teaching, even if it came to the detriment of other teaching stages, as well as valuing the earnings of the teaching staff, fundamentally those who worked absolutely in the classroom in that teaching stage (ARRETCHE, 2002).

To this end, a Constitutional Amendment is constituted bureaucratically, with a forecast of a decade for the federal entities of intermediate and local government commands, to apply a minimum of 15% of all their income only in the elementary school stage, and that 60 % of these, would be mandatorily invested in teaching aid in the performance of teaching. Thus constituting the cost of students annually, supplemented by the federal entity of central governmental command for the intermediary, considering those in which their income did not reach the cost established by constitutional regulation. With the Constitutional Amendment, the unusual admissible tactic to conserve local incomes generated a considerable increase in universal access to enrollments in the municipal system for primary education. Municipal relaxation resulted from the legislative stimulus framework, in theory respecting the disposition of the most local federative entities of government command (ARRETCHE, 2002).

Thus, the recent constitutional reformist rules, access a framework of stimuli, making it very attractive for the universalization of enrollments for the elementary school stage, as it becomes an opportunity for revenue income combined with the expansion of the population services offering and further appreciation for the teaching staff, causing stimulating structuring for the greatest race to decentralize local government commands, fundamentally school enrollments (ARRETCHE, 2002).

The characterization of the essential conceptual element of decentralization, incorporating the organizations of the strategic actions of educational and health policies are diverse, in the first, Novaes and Fialho (2010) affirm that the essential conceptual elements of decentralization and democratization are used, in certain occasions, of imbricated configuration that does not resemble having any singularity in the middle of the two. Similarly, as well as causal and arising analogies within the decentralization and autonomy of strategic educational management actions, as if the secondary consisted of an essential consequence of the primary.

Another similarity is that, in general, decentralization can come from and develop structurally, centralized organizations, since a given centralized structure uses methods of assigning competence. The relation between the essential conceptual elements, centralization and decentralization, is so embarrassing that for the characterization of the secondary school it is necessary that there is a device that gauges political-administrative structures to the local entities of governmental commands, with autonomy to establish themselves and decide about the agendas of their strategic actions in public policies, respecting specific local characteristics (NOVAES; FIALHO, 2010).

Considering that there is a quadruple of essential conceptual elements of decentralization in Latin America, the Caribbean, which are: deconcentration, delegation, devolution and privatization. The first is instituted by the assignment or incumbency of command, the scope of action of central government command for intermediaries and locals; The second focuses on the governmental command of certain charges related to strategic public policy actions for a para-state attorney, however, such commands, regulated by the centralized governmental command. In the case of the third, it is characterized by autonomously strengthening the intermediary and local governmental commands, without the need for directive control of the central governmental command, with the responsibility for offering such actions and services, as well as raising structural resources, both financial and physical, as well as human and pedagogical indispensable to educational issues, assessing competences to the local government command high independent degree. The fourth and last, distinguished by the progressive assignment of governmental command of educational policy actions, transforming

public school units into private schools, making privatization of access, permanence and school success, feeding on societal inequality (NOVAES; FIALHO, 2010).

However, from the different typifications characterized by Novaes and Fialho (2010) on the essential conceptual element of decentralization, we believe that devolution would be the most ideal for the construction of the emancipation of the local state federal autonomous governmental command. In view of the high independent graduality that the local government command encompasses, with the autonomous possibility for the institution of the participatory actions of the organizational civic society. However, the models of local government commands adopted in the implementation of the School Health Program, in Altamira, Pará hypothetically, are closer to the delegation model, considering that the strategic actions of public policies of this one, were accentuated a priori, incumbent on the local government command only its execution (NOVAES; FIALHO, 2010).

The democratic decentralization of the strategic actions of public educational policies could be materialized through legislative assignments passing on the central jurisdictional governmental commands to the local governmental commands and their interlocal entities, progressively, continuously and emphatically promoting the properly population frameworks of the more local entities, as well as interlocals, specifically those in the domain of economic and societal policies (LIMA, 2015).

However, the federalist reformist programs of decentralization of the domains of central government command, both organizational political and administrative, of the restructurings that were established in the strategic action of public policies of the educational systems of school units, are clearly marked by greater participation by local entities with adhesion to the aforementioned program, contracted between administratively by delegation of jurisdictions, resulting in a process of deconcentration of the educational administration, minimizing in the course of the last decades the conceptualization of the essential element of democratizing decentralization to the simple transfer of jurisdictions (LIMA, 2015).

Essential conceptual element of federative autonomy

State federalism is composed of singular vertical configurations with disjointed governmental command, in which diverse governmental modalities have influential powers in the decision given to a specific people and their jurisdiction. For that, in the state central federative commands, all commands (central, intermediary and local) are independent of each other and have sovereignty in their jurisdictional concerns, as the local power in which such

jurisdiction is variable, according to what it determines its construction, backed by sovereignty, which constitutes itself as independent politicized subjects with competencies to carry out their adequate policies. Such sovereignty is derived by the direct population vote, presenting fiscal autonomy and that almost always, with military properties, still presents in the central federative congress, the presence of legislative representativeness as a federalist entity (ARRETCHE, 2002).

In Brazil, in the course of the twentieth century the reformist clusters aimed to provide federal entities with greater efficiency and effectiveness, objecting to the aspirations sought by the citizen. It consisted of a nationalized societal conception, aiming to increase buttoned features to the competition, equivalent to an entity that would use outsourced devices that would compete with each other. Social-liberal nationalization as opposed to a bureaucratic social state. Such modifications meant that citizens were inferiorly protected, but at the same time, with more freedom and politicization (OLIVEIRA; BARBOSA; FRANCE, 2013).

The federative entities in the Brazilian context have been following a concentrated path, referring to the financing of their strategic actions of public policies, with their programs focused in accordance with an agenda pre-established by the central federalist entity and tending to the allusion to state redefinitions that invented a relational innovation to private action or with public entities through gestational agreements with entrepreneurial characteristics in welcoming population needs, as an example of higher education with the practice of focused programs that corroborate statistized coherence, highlighted in the production of greater results involving less resources (OLIVEIRA; BARBOSA ; FRANCE, 2013).

With the publication of the FC/1988, which brings in its framework the federative entity of central governmental command that in one direction, seeks authority in the regulation of revenue collection and with patterns of sharing such revenues with focused outlines, advocates centralized, opposing the autonomy of governmental command of local entities. However, in another direction, the governmental commands of the local entities have emerged with their demands for more participation in the field of drafting agendas and consistent decentralization, since the practice followed by the central governmental command entity is distant with regard to intermediary and local socioeconomic inequalities, in reverse that the more centralized government command entities present themselves with more wealth and increasingly wealthy (OLIVEIRA; BARBOSA; FRANCE, 2013).

Such a federalist statist reform is an artifice to be inserted through extensive confrontation, of permanent configuration, taking into account the volatility of the economic

and societal circumstance that took place in the country with a landmark initiated by CF / 1988, contemplating the participatory universe of federalist state entities, thus making up an agenda of decentralizing discussions of socioeconomic resources, based on the practice of strategic actions of societal public policies, otherwise, we will repeat the simple financial deconcentration through programs focused on actions determined by the centralized governmental command (OLIVEIRA; BARBOSA; FRANCE, 2013).

The aforementioned reformist agenda that is configured in these economically deconcentrated focal programs, provided a decentralization that in the models implemented in the country, spread spaces of trenches of battles both vertical and horizontal, causing inaccuracies about the identity assimilation of the federalist entity responsible for the implementation of societal policies such as health, education, social assistance, security, among others. Such unfinished reformists resulted only in the lack of accountability of the federalism of the central governmental command in the face of different societal claims (OLIVEIRA; BARBOSA; FRANCE, 2013).

Hostile constitutes political institutions of different characters, transpiring concomitantly in the globalized context, manifesting a certain narrowing, through temporal adjustment and coordination, exacerbating, prominently, after the disastrous World War II, in which federalism and popular democratic sovereignty make up settlements in most cunning of the state apparatus. In this context, the socialization of various regulations and the search to overcome homogeneous authoritarian insignia consisting of adjustment, so as to emerge the opinions of tolerance, consideration, disparity and, with emphasis on the reallocation of the domain, in an inclusive perspective. In such a way, the detachable pluralistic goal as an essential concept of the regulatory intentions of reorganizing the statist apparatus (FORTES; MORAES, 2016).

However, the advocates of democratism are similar to pointing out to review classic conceptual elements in which previously occupied by politicized knowledge, in a style to signal the intentions to overcome old patterns, valuing the manifested, popularized and participatory knowledge of pluralism of ideas. As for innovations in the beacons of politicized artifice, such intentions, certainly, impose spatial reinsertion in the public context, of a character to assemble the gathering among the village and the competence to decide (FORTES; MORAES, 2016).

The democratic popular sovereignty of today would establish “the substantial participation of the subject”, better saying, not only of the less distant subject who is restricted to admitting the provisions of the parliamentarians, however any systematization in which it admits to impact on the influential points, in a politicized context of pluralist mandate and the

cultural distinction of subjects can demand in a certain coherent artifice and an inclusive perspective, in which it will proceed in more improvements and the more coefficient of contentment to the agglomerated sectors. Such a public environment, as already seen, resembles that of the most local bell jar (FORTES; MORAES, 2016).

Federalist autonomy notes for the contexts of the entities on local governmental commands, the designation of a politicized environment for democratic participative concretization, deliberative in a more inclusive perspective, in which it allows popular empowerment with the right of opportunity and speech in the deliberations on the actions that involve your surroundings. Even because, the state decentralization provided by federalism, causes the strengthening of ties between public subjects and the policing of the popular subject, getting used to the apparatuses that it legislates and administers, in which it would succinctly improve the artifice's societal influence and the qualitative applicability (FORTES; MORAES, 2016).

In the federalist politicized autonomy of the local governmental entity it would provide the shielding of the pluralist democratic populist agendas of the local governmental entity, thus influencing the demands in the culmination frameworks of the intermediary agendas that would thus influence the formation of the centralist governmental agendas of the central command, providing unified central level, thus making up how much potential advocacy strategy of nationalist minorities (FORTES; MORAES, 2016).

With this, the federalist apparatus, holistically seen as a contour of isolation of competence, would increase the nuclei of decision making, generating a certain science of misfortune to authoritarianism, being that it accustoms to support its presence in the societal support as a state of intense centralization. However, the potentiation of federalism, as a body that aggregates the distinction of the union, can be used strategically as an institutional and non-institutional mechanism for the exercise of citizenship, consenting to the current democratic precepts, with sustainability in populist action and politicized pluralism, announced in the “political-community autonomy of federative localism” (FORTES; MORAES, 2016, p. 223).

In the sector of educational public policies, with its municipalization process coming from the end of the 1980 decalogue, with more emphasis in 1990, instituting with demands from the political, social and sanitary movements, influencing the insertion of rights in the 1988 Federal Constitution, welcoming the municipalist demands highlighting the acquisition of autonomy by local entities, in the perspective of empowerment and challenges for federative units of local governmental command, as well as benefits for strategic educational political actions, with clashes starting to exist in the openings for autonomy, democratization and

decentralization in the day-to-day life of the school unit. As well, giving the federative entities of local governmental command the responsibility of instituting municipal education systems, as well as those existing in the intermediate and local governmental entities. (MELO; FERNANDES; OLIVEIRA, 2017).

The aforementioned municipal systems that brought challenges within their institutions to be overcome, such as: “the creation of Municipal Education Councils, as well as other instances to involve the participation of civil society in the formulation of pedagogical political projects and municipal education plans”. In this sense, more commitment from the managers of the local federative entities is essential in their performance and in the directions established for the educational policy, as a starting point of the charges given to them by the municipalities. Not to mention, in the bottleneck in systematizing access, stay and success in the stages of early childhood and elementary education, which requires qualification in restructuring, both physical and professional formation with greater financial insertion. In such a way, proposing to minimize such challenges, the federal federative entity built programs for financial subsidy, expanding a collaboration regime among the municipal, state and federal federative entities (MELO; FERNANDES; OLIVEIRA, p. 59, 2017).⁷

Final considerations

With the institutional consolidation of the federal entities at the beginning of the 1990 decade, the Brazilian fiscal federalists relied on the fiscal relaxation that would essentially consist of a thesis for the decentralization of corporate policy actions to prevail. However, in practice, up to half of the aforementioned decalogue showed that the said distribution of responsibilities was not reliable, scarce, confusing and even nil. The analogies, in the midst of federalism and decentralization, of corporate political actions do not emerge homogeneous among federal countries.

In our country, Brazil, the actions of corporate policies, understood theoretically as a commitment by the government command in favor of essential well-being of the population,

⁷ Os referidos sistemas municipais que traziam no seio de suas instituições desafios a serem superados, tais como: “a criação de Conselhos Municipais de Educação, bem como outras instâncias para envolver a participação da sociedade civil na formulação dos projetos políticos pedagógicos e planos municipais de educação”. Neste sentido, sendo imprescindível mais empenho dos gestores dos entes federativos locais na sua atuação e nos direcionamentos constituídos para a política educacional, como ponto de partida dos encargos que lhes são conferidas para as municipalidades. Sem falar, no gargalo em sistematização do acesso, permanência e sucesso das etapas de ensino infantil e fundamental, que solicita qualificação na reestruturação, tanto física, como formação profissional com maior inserção financeira. De tal modo, propondo-se minimizar tais desafios, o ente federativo federal edificou programas para subsídio financeiro, alargando um regime de colaboração em meio aos entes federativos municipais, estaduais e o Distrito Federal. (MELO; FERNANDES; OLIVEIRA, p. 59, 2017).

still do not prevail centrally as a legitimate structuring in the political actions of local government commands. Motivated by this pretext, the decentralization of corporate political actions takes place in a trench, debated by politicized credits between the leveling of governmental commands, thus inducing them by the central governmental federative entity. To this end, in this scope, the decentralization of corporate political actions came from the combination of institutional conditions of the central governmental entity to establish and execute programs for transferring competences to local governmental entities.

In this sense, in governance under the command of President Fernando Henrique Cardoso, in theory, bureaucratic balance and coherence in corporate actions emerged that allowed the decentralization agenda to be transformed into practice, through multiple projects and programs for decisive inferences by more local federal government entities. Highlighting constitutional amendments, ministerial normative instruments, strictly instituting the effect of federative transfers, and the divestment of public companies are different attitudes from solutions and tactics practiced by federative governance.

However, in a more democratic and decentralized practice and respecting the federalist autonomy of intermediate and local governmental commands, we highlight the central governmental commands of President Luiz Inácio Lula da Silva (2003-2006 / 2007-2010) and President Dilma Rousseff (2011-2014) , in which diverse projects and programs involving public educational and health policy actions were instituted, as an example we have: the Child Labor Eradication Program (PETI), the Youth Agent Program for Social and Human Development, the Sport and Leisure Program of the City (PELC), the *Bolsa Família* Program (PBF), the More Education Program, the Crack Program, it is possible to win, the Brazil Without Misery Program, the Saúde na Escola Program (PSE), among others.

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