

# State plans of education: challenges to entailment with other instruments of local management of education

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## ABSTRACT

The approval of the new National Plan of Education (NPE) — law No.13,005/2014 — is related to the overcoming of challenges related to the systematized planning of the education in Brazil. Elaborating and configuring the State Plans of Education (SPEs) as local translators and articulators of the PNE constitute themselves challenges to overcome by NPE 2001-2010 that come back with the new plan now. This article, aiming to contribute to the confrontation of such challenges, analyzes the entailing predicted by 11 SPEs in relation to other instruments of local management of the education, such as the Municipal Plan of Education (MPE), the Development Plan of Education (DPE), the Budgetary Laws (BLs) and the Political-Pedagogical Project (PPP). Aiming other conclusions, it evidences prescriptive insufficiency related to the integration of these SPEs to the state management of the education, as well as its national and municipal planning, expression of the disarticulation to that public policy, which evaluation puts into question its effectiveness regarding the local educational planning.

## KEYWORDS

National Plan of Education; State Plan of Education; Municipal Plan of Education; Development Plan of Education; budgetary laws; political-pedagogical project.

## *PLANOS ESTADUAIS DE EDUCAÇÃO: DESAFIOS ÀS VINCULAÇÕES COM OUTROS INSTRUMENTOS DE GESTÃO LOCAL DA EDUCAÇÃO*

### RESUMO

A aprovação do novo Plano Nacional de Educação (PNE) — Lei nº 13.005/2014 — associa-se à superação de desafios relacionados ao planejamento sistematizado da educação no Brasil. Elaborar e configurar os Planos Estaduais de Educação (PEEs) como tradutores e articuladores locais do PNE constituem-se reptos não superados pelo PNE 2001-2010, que agora ressurgem com o novo plano. Este artigo, visando contribuir para o enfrentamento de tais desafios, analisa as vinculações previstas por 11 PEEs em relação a outros instrumentos de gestão local da educação, como o Plano Municipal de Educação (PME), o Plano de Desenvolvimento da Educação (PDE), as Leis Orçamentárias (LOs) e o Projeto Político-Pedagógico (PPP). Entre outras conclusões, evidencia insuficiências prescritivas relativas à integração desses PEEs à gestão estadual da educação, assim como ao seu planejamento nacional e municipal, expressão da desarticulação para com aquela política pública, cuja avaliação coloca em dúvida sua efetividade em termos do planejamento educacional local.

### PALAVRAS-CHAVE

Plano Nacional de Educação; Plano Estadual de Educação; Plano Municipal de Educação; Plano de Desenvolvimento da Educação; leis orçamentárias; projeto político-pedagógico.

## *PLANES ESTATALES DE EDUCACIÓN: DESAFÍOS A LAS VINCULACIONES CON OTROS INSTRUMENTOS DE GESTIÓN LOCAL DE LA EDUCACIÓN*

### RESUMEN

La aprobación del nuevo Plan Nacional de la Educación (PNE) — Ley nº 13.005/2014 — suele asociarse a la superación de los desafíos relacionados a la planificación sistematizada de la educación en Brasil. Preparar y configurar los Planes Estatales de la Educación (PEEs) como traductores y articuladores locales del PNE se constituyen los desafíos no superados por el PNE 2001-2010, que ahora vuelven a aparecer en el plan actual. Con el objetivo de contribuir al enfrentamiento de cuyos desafíos, el presente artículo analiza las vinculaciones previstas por 11 PEEs en relación a los instrumentos de gestión local de la educación, como el Plan Municipal de Educación (PME), el Plan de Desarrollo de la Educación (PDE), las Leyes Presupuestarias (LPs) y el Proyecto Político Pedagógico (PPP). Entre otras conclusiones, se evidencian debilidades prescritivas relativas a la integración de cuyos PEEs a la gestión estatal de la educación, así como a su planificación nacional y municipal, expresión de la desarticulación para con aquella política pública, cuya evaluación plantea dudas acerca de su eficacia en cuanto a la planificación de la educacional local.

### PALAVRAS CLAVE

Plan Nacional de Educación; Plan Estatal de Educación; Plan Municipal de Educación; Plan de Desarrollo de la Educación; leyes presupuestarias; proyecto político pedagógico.

## INTRODUCTION

The Federal Constitution (FC) of 1998 (Brasil, 1988), in articles 211 and 214, determines to the Union, the states, the Federal District and the municipalities the organization of their respective educational system through the collaborative regime, as established in the National Plan of Education (NPE), with a multiyear duration — changed to a “decennial duration” by the Constitutional Amendment (CA) No. 59, November 11, 2009 (Brasil, 2009b) —, aiming at the articulation and development of teaching in its various levels and the integration of the Public Power, also in this area.

By the end of the validity of the deadline of the NPE 2001-2010 (Brasil, 2001), and after three years and a half of legislative formalities, the new NPE — law No. 13,005, June 25, 2014 — not only brings into view the new challenges of the Brazilian educational planning but also old ones, starting with the determination that says “The Union, the States, the Federal District and the Cities will act under collaborative regime, aiming to reach the goals and the implementation of the target strategies of this Plan” (Brasil, 2014, article 7, translated by the author), culminating in, among others, the indication that says “The States, the Federal District and the Cities may elaborate their own Educational Plan, or adequate the plans already approved by law, in consonance with the guidelines, goals and strategies foresaw in this NPE, with a one year deadline counting since the publication of this Law” (Brasil, 2014, article 8, translated by the author).

Concerning the State Plans of Education (SPEs), they are considered to be consisted of an important management instrument, which their particularity implies, on one side, in integrating objectives and goals of the national plan, construing them to the territorial state reality and, on the other side, in foreseeing their articulations according to the municipal demands, in a way that allows these places to suit the national planning to their particularities.

Therefore, this present text aims at analyzing the connections documentarily forecast by the SPEs approved in their own Legislative Assembly throughout the validity period of the NPE 2001-2010 (Brasil, 2001) relating it to the other local managing instruments of education, referencing, at State and Municipal Educational System level, to the Municipal Plan of Education (MPE), the Development Plan of Education (DPE) and the Budget Laws (BLs) — Multiyear Plan (MP), Budget Guidelines Law (BGL) and Yearly Budget Law (YBL) —, and, in the sphere of school units of these systems, the Political-Pedagogical Project (PPP). Due to methodologic delimitations, the new SPEs, derivated from the NPE 2014-2024, do not consist in a target of this study — even because, at the moment of its finalization (July 2014), the elaborations and/or updating of these plans have not been started yet —, in spite of the fact that the conclusion signalizes some elements that might be used in future researches which focus in the new NPE and its subnational repercussions, in relation to the same management instruments mentioned here.

The questions discussed here compose a study with larger amplitude<sup>1</sup>, of qualitative and exploratory nature (Ketele and Roegiers, 1993), methodologically based on the analyses of content (Rodrigues, 2011; Bardin, 2004) of documents regarding the group of 11 NPEs of the country — the plans themselves and their creation laws —, bound, as previously mentioned, to the NPE 2001-2010 (Brasil, 2001), constituted, beyond this present introduction, by other six sections. The following section exposes a panorama about the dissemination of SPEs throughout Brazil, also indicating the legal marks that regulate the approved plans considered in the analyses. In the sequence, the text analyzes the bonds of SPEs with other management instruments of education, starting at the MPE, passing through the DPE and the BLs, in a way to culminate at the PPP approach. Its last section, for conclusion purposes, seeks to stablish some relation between the main problems resulted from those (un)linkings in the examined SPEs scopes, delineating its general profile and, yet, setting the NPE 2014-2024 in the traced program.

## DISSEMINATION OF STATE PLANS OF EDUCATION IN BRAZIL

Specifically about the co-responsibility of the SPEs implementation of the NPE 2001-2010, it is possible to affirm that little is known about the assumed configuration of these plans (Souza; Duarte, 2014; Souza; Sousa, 2012). Based on the few studies already done about SPEs, it is observed that the main concern of these analyses consists on, characteristically, examining the problematic of the sociopolitical participation in its elaboration. Broadly, these works testify the existence of a certain fragility in the democratic-participative practices focused on the collaborative elaboration of these plans. For instance, in Paraná and São Paulo — states which do not have their SPEs approved —, Arias (2007) and Dantas (2008), respectively, identify democratic practices of merely representative nature around the elaboration of the plans; in Alagoas, the examination made by Souza (2007) about the process of SPE construction equally indicates low sociopolitical mobilization related to the local discussion and elaboration; and, lastly, in Rio de Janeiro, Valle, Menezes and Vasconcelos (2010) concentrate in the legislative process which culminated, after eight years, in the approval of the SPE in the state.

According to some data concerning the survey accomplished, in 2010, by the Observatory of Education of the Non-Governmental Organization (NGO), “Educational Action” (Observatório da Educação, 2013), and updated — on April

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1 Referring to the research called “Critical-Exploratory Study about the State Plans of Education (SPEs) in Brazil: contributions to formulation a reformulation due to the new National Plan of Education (NPE)”, developed by the Politics and History of the Municipal Education Study Center of the (PHMESC), from the Education College of the Universidade do Estado do Rio de Janeiro (UERJ), with the Study Center – Times, Places and Fulltime Education (STTPFE), from the Education College of the Universidade Federal do Estado do Rio de Janeiro (UNIRIO), during the period pf 2013-2014 (cf. Souza and Menezes, 2014).

2014 — by the authors of this text<sup>2</sup>, only 12 states of the confederation (46%) had legally approved SPEs, excluding, also, the Federal District, being present only in the Southwest — Rio de Janeiro and Minas Gerais —, Northwest— Alagoas, Bahia, Paraíba and Pernambuco —, North — Amazônia, Pará and Tocantins — and, at last, in the Middle-West — Goiás, Mato Grosso and Mato Grosso do Sul —, not being noticed in the South. In the remaining Federative Units (54%), the scenario corresponds to a certain neglect from the State Public Power to the importance of the SPE, neglected by either the Executive Power, or the Legislative Power, this is due to the incipency of the initiative turned to its construction and, also, the mismatch or inexistence of information about the current status of its constitution and/or the parliamentary processes (Souza and Menezes, 2014).

There are some states which, in 2010, in spite of not having a SPE, signalized to be working on its construction (Acre, Amapá, Ceará, Piauí and Sergipe), and another which had indicated having started its elaboration more recently, in 2013, now under the approval expectation of the new NPE (Maranhão). However, until April 2014, it had not been possible to succeed in locating these plans on the internet, as well as information about eventual formalities which had perhaps been accomplished nor laws that could be regulating it, a situation equally replicated in the states of Espírito Santo, Rondônia and Rio Grande do Norte.

Other States, though having elaborated their own SPEs based on the NPE 2001-2010 (Brasil, 2001), did not have them accredited by the Legislative Local Power or even by the Executive Power sphere, as in the states of Paraná, Rio Grande do Sul and São Paulo, where the Legislative Assembly did not approve them as well, in Roraima, which SPE was refused by the State Educational Council (SEC), and in Santa Catarina, whose plan was considered unfeasible by the Civil House<sup>3</sup>.

The data in Chart 1, whose objective consists in presenting the states with approved SPE in the country, reveal that, on the one hand, some of them had their plans pioneered approved — Pernambuco (2002) and Mato Grosso do Sul (2003a) —, others had them almost at the end of the deadline of NPE 2001-2010, namely, Rio de Janeiro (2009a) and Pará (2010). In this context, it should be noted that, because the SPE of Minas Gerais (2011) had been approved after the end of the validity of the NPE 2001-2010, in other words, in a date placed out of the temporal cut of this study, the analyses made here do not contemplate it.

When observing NPE 2001-2010, these SPEs are equally decennial, except for the Mato Grosso do Sul plan (2003a) that, covering the period from 2003 to 2010, consists on an eight-year plan. It is important to highlight that, from the plans at hand, only Mato Grosso do Sul's and Pernambuco's plans are not in effect: the first expired in 2010, and the second in 2011. In the case of Pernambuco, in

2 It is important to say that at that documental analyses phase, the research had an important participation of the Doctor Professor Maria Celi Chaves Vasconcelos – Universidade do Estado do Rio de Janeiro (UERJ) / Universidade Católica de Petrópolis (UCP).

3 Beside these Federal Units, it is important to emphasize that the Federal District does not have another District Plan of Education.

November 2012, at the time of the official releasing of the State Conference of Education, the discussion to construct a new plan (FNE, 2014) were initiated.

Thus, considering the SPEs under analysis, it can be first signaled that almost all these plans, in their own sections and/or introductions, refer to NPE 2001-2010<sup>4</sup>, some more frequently than others, yet, in general, all of them expressing formal concerns about making clear that the discussions made in its elaboration were based on this NPE, as well as affirming this last one came to back up the set of strategies defined by the SPEs, according to what was foresaw by law No. 10,172, from January 9, 2001 (Brasil, 2001, article No. 2).

## LINKING WITH THE MUNICIPAL PLAN OF EDUCATION

In the scope of the Law of Guidelines and Basis of the National Education (LGBNE) No. 9,394, from December 20, 1996 (Brasil, 1996a, article No. 10, III), it is verified the determination that policies and state plans, in addition to consonants to the NPE, must aim not only the integration and coordination of their actions but also the ones related to the Municipal scope, although it is not said that the cities have to necessarily create their own MPEs. This accountability will make be noticed in the NPE 2001-2010, next to the consideration that the SPEs should provide elements that

Chart 1 – Legal framework of the State Plans of Education

State Plans of Education	Law No.	Approval Date	Period	Duration
Alagoas	6,757	August 3,2006	2006-2015 <sup>(2)</sup>	10 years
Amazonas	3,268	July 7,2008	2008-2017 <sup>(3)</sup>	10 years
Bahia	10,330	September 15,2006	2006-2015 <sup>(3)</sup>	10 years
Goiás	62 <sup>(1)</sup>	October 9,2008	2008-2017 <sup>(2)</sup>	10 years
Mato Grosso	8,806	January 10,2008	2008-2017 <sup>(3)</sup>	10 years
Mato Grosso do Sul	2,791	December 30,2003	2003-2010 <sup>(2)</sup>	08years
Minas Gerais	19,481	January 12,2011	2011-2020 <sup>(2)</sup>	10 years
Pará	7,441	July 2,2010	2010-2019 <sup>(3)</sup>	10 years
Paraíba	8,043	June 30,2006	2006-2015 <sup>(3)</sup>	10 years
Pernambuco	12,252	July 8,2002	2002-2011 <sup>(3)</sup>	10 years
Rio de Janeiro	5,597	December 18,2009	2009-2018 <sup>(4)</sup>	10 years
Tocantins	1,859	December 6,2007	2006-2015 <sup>(2)</sup>	10 years

<sup>1</sup>Complementary Law; <sup>2</sup>Period explicitated in the State Plans of Education (SPE) document and/or in the correspondent law; <sup>3</sup>Period not explicitated in the SPE and in the correspondent law, deduced from the approval date and the time duration indicated; <sup>4</sup>Period not explicitated in the SPE and in the correspondent law, deduced from the date of releasement and the time of duration inferred through the analyses establishedforits goals.

4 The SPE of Rio de Janeiro (2009b) does not have a presentation section, or even an introduction one.

subsidize, in an integrated and articulated way, the elaboration of the MPEs (Brasil, 2001, chapter VI).

To Monlevade (2002, p. 58), the SPEs make a strategic function to an effective implementation of the NPE, as its goals can only be achieved if “The State Plans make the municipal average become compatible with it owns” — the reason why the engagement of those places in the SPE elaboration is highly important —, or each city get responsible “for reaching or passing the national goals” (Monlevade, 2002, p. 58, translated by the author). In one way or another, it is through the MPE that a place will be able to diagnose its educational reality and, consequently, forecast the planned and systematic actions that intent to deliver the identified demands, consonantly to the NPE and SPE.

Potentially, the SPEs would give unity to the educational planning of the state, establishing policies that would tend to overcome the limits of the state school network, in order to enable symmetric articulations with their cities, characteristically by means of the collaborative manners already foreseen and watching, thus, the local autonomy of the city. Nevertheless, the reality of the country indicates that the existence of a SPE do not seems to make it an inductor of the elaboration, by their own locals, of their respective MPEs, since, as already observed by Marques (2012), the states with approved plans have similar proportions of cities with MPE to the cities where their states do not have SPEs. Moreover, little is known about the collaborative regime between the cities and the state when it come to the elaboration of their respective plans, whose tendency to absence of collaboration is already notable in the analyses of the links between SPEs and the MPEs, as discussed next.

Comparatively to what is in the bonds of the SPEs with the NPE 2001-2010 (Brasil, 2001), references of the MPEs are quantitatively reduced in each one of those state plans, relatively thickened just in the state of Goiás (2008a, 2008b). Mostly, the connections between SPEs and MPEs are reduced to some generic indications, based on the almost literal reproduction of constant references in law No. 10,172/2001 (Brasil, 2001), in terms that, immediately from the validity of the diploma that regulates the SPE, it will be the city’s responsibility, in its autonomy ambits, to have competence and identity of action, and to elaborate their correspondent decennial plans, consonant to the NPE and the SPE itself, in a way that, in its entirety, coherently and cooperatively, they contemplate the objectives and goals of the national plan (Alagoas, 2006b; Bahia, 2006a; 2006b; Goiás, 2008a; Mato Grosso, 2008b; Mato Grosso do Sul, 2003a; Paraíba, 2006a; 2006b; Pernambuco, 2002; Tocantins, 2007a), despite the fact that MPEs can set objectives and goals beyond the ones pre-established in those plans, “what would be salutary and, in all ways, recommendable” (Goiás, 2008b, p. 15, translated by the author).

From the states analyzed, only the SPE of Goiás (2008b, p. 10, translated by the author) comes to detail the strategies adopted to materialize these determinations, in the terms that there

would be constituted 37 commissions in the State, on in each branches of the State Educational Secretary, under the coordination of the State Regional Sub Secretaries of Education, to, from the disclosure of the State Plan of Education, sensitize the communitarian leaderships, organizations, institutions and regional authorities about the importance of the collective elaboration of the state and municipal plans.

The SPE of Pará (2010, p. 12, translated by the author), although it does not specify the strategy to be adopted, it defines one of their guidelines as “The settlement of mechanisms that ensure the elaboration and implementation of municipal plans of education, as well of the school politico-pedagogical project”, while the SPE of Tocantins (2007b, p. 43, translated by the author) registers in one of its objectives the “collaboration with the cities in the implementation of a democratic management, in the elaboration of the Municipal Plans of Education and in the creation of Municipal Councils of Educations, subsidizing the organizations of municipal teaching systems”.

Although diffused, few are the SPEs that are more specific and clear as for their connections with the correspondent local plans, like the one that defends the inclusion of the debate about the “Operational Guidelines to the Elementary Education in the schools in the countryside” (Amazonas, 2008b, p. 87, translated by the author) and the “National Curricular Guidelines to the education of the Ethno-Racial relations and to the teaching of African and Afro-Brazilian history and culture” in the execution of the MPEs (Amazonas, 2008b, p. 94, translated by the author); which has the objective to stimulate, “in the municipal system teaching ambit, the insertion of specific chapters about the countryside education” in the correspondents MPEs (Paraíba, 2006b, p. 96, translated by the author); which advocates the importance of defining “qualitative and quantitative markers that enable the evaluation of the Nacional, State and Municipal Plans of Education” (Mato Grosso, 2008b, p. 91, translated by the author) and that, by highlighting the importance of the data about the needs for mastership qualification, it is foreseen that “being disaggregated by cities, which must be done in the municipal plans, aiming to dimension the effort which each of them have to do to reach the minimum landing or the demanded formation” (Bahia, 2006b, p. 51, translated by the author).

## CONNECTIONS WITH THE DEVELOPMENT PLAN OF EDUCATION

The DPE, also surnamed Accelerative and Increasing Plan (AIP) of Education, had been released in 2007 by the Federal Government; it is an elaborated plan by the Ministry of Education (MEC), of executive character, presented as being capable of identifying and solving problems that affect the education in the country, mainly the Basic Education, aiming its quality in all the levels/stages of education and teaching modality, with a fifteen-year deadline (Brasil, 2007b). Among the group of actions forecasted to execute the DPE — which initially counted on about 27 programs/guidelines to, right in the sequence, through sedimentation provided by the ME, comprise over 50 of them —, the federal government elaborated two overlapped plans: on the one side, the Compromise Goal Plan Everybody For the Education<sup>5</sup> and, on the other side, the

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5 The Goal Plan Everybody For the Education, surnamed “Compromise”, is, constituted, originally, by the 28 EM proclaimed guidelines as committed with the “qualitative improvement of the basic education” (Brasil, 2007a, 1<sup>st</sup> article). For its effectiveness, this plan suggest to be based on decentralized action, in one side, by the Union in relation to other States, Cities and the Federal District, this through the practice of the collaborative regime, and, on the other side, by the joint of the other confederates in relation to the civil society, named by “families and community” (Brasil, 2007a, 1<sup>st</sup> article)



Articulated Actions Plan (AAP)<sup>6</sup>, both substantiated by Decree No.6.094, from April 24, 2007 (Brasil, 2007a).

In the words of Saviani (2007, p. 1233, translated by the author), the DPE “appears as a big umbrella that shelter almost all the programs developed by the ME”, expressing a joint of actions that are not structured around the binomial goals-actions (Oliveira, 2007b), nor exposing relations, neither among themselves or with terms from the judiciary planning that regulates education in the country, pointing out, only, multiple actions (Cury, 2007), which hinders its consideration as an education plan.

Although the DPE has not established relations with the NPE 2001-2010 (one of their greatest weaknesses), the federal government considers it as an expression of overcame certain limitations of this decennial plan, primordially regarding the gap left around the improvement of the education quality of the country, in which the most important is to recognize that the NPE exposes a “good diagnostic of the problems with the education” (Brasil, 2007b, p. 10, translated by the author). Such a perspective, for instance, is insured by Gracindo (2009) and Oliveira (2007b), highlighting that, when pondering or questioning the quality, the DPE advances in comparison to the NPE, regardless of the fragility that is expressed with the universality of Basic Education and the complexity of the construction of an indicator of quality which includes the dimension of the process.

However, it is necessary to consider that the DPE was promoted during NPE 2001-2010 (Brasil, 2001), which made it, in a certain way, overlap this last one, making it, arbitrarily, secondary (Sousa, 2009). In addition to not being articulated among each other, once that the DPE is characterized by its own centrality and verticality, the actions predicted in them were elaborated in the Executive Power scope, an expression of a kind of “recentralization” of management of the educational systems in Brazil through its own restructuring in the federal sphere (Werle, 2009), without being discussed in the Federal Legislative scope, nor with the civil society (Camargo; Pinto; Guimarães, 2008; Cury, 2007), even though, contradictorily, it defends the importance of social participation on its formulation, execution monitoring and evaluation. In one way or another, it is important to observe that one of the problems related to the implementation of the NPE 2001-2010 (Brasil, 2001), identified in a balance carried out by the National Council of Education (NCE) about some institutional evaluations<sup>7</sup>, refers, precisely, to a “late articulation of the DPE and the AAP with the main goals of the NPE” (Brasil, 2009a, p. 6, translated by the author), in which it is important to recognize the fact that “many goals were achieved (totally or partially), especially the ones related to the improvement of the teaching quality” (Brasil, 2009a, p. 7, translated by the author).

6 According to what is written in the Decree nº 6,094/2007 (Brasil, 2007a, article 9), the AAP consists in an “articulated action joint, supported technical and financially by the Educational Ministry, which aims the accomplishment of the Compromise goals and the observance of its guidelines”. Acting differently from a MPE because it depends of the elaboration of a local diagnostic lined in premises and field instruments, in this case, defined by ME.

7 This balance was based on the initial evaluations of NPE 2001-2010 effected, in 2004, by the Cultural and Educational Commission of the Deputy Chamber; in 2005 by the own NCE; covering the period of 2005-2006, by the basic Education Secretary (BES) of the EM; in 2006, by the Regional Planning and Developing (RPD) and, also, by the Inep/EM (cf. Brasil, 2009a).

Reproducing the disarticulations previously mentioned, it was verified that from the group of 11 SPEs under analysis, only 2 of them indicated possible connections with the DPE<sup>8</sup>, and in a generic and uncertain way even in those cases, attributing to the first plan the function of ensuring the courses and improvement of the second, with no need to specify whether it regards the state or municipal NPEs. The SPE from Amazonas refers to it, exclusively, when it addresses the guidelines to the Elementary School, indicating that this plan must “guarantee in a collaborative regime between the State and the City the politics of improvement of the Development Plan of Education — DPE and the Development Index of the Basic Education — DIBE to the Elementary School.” (Amazonas, 2008b, p. 26, translated by the author), while the SPE of Goiás mentions it only in the introduction section of the plan, when it highlights that

its goals [from the SPE] is to define the action parameters of the Public Power in the Goiás State Educational sphere and of its cities, in the guiding of the Multiyear Plans, the Development Plan of Education (DPE), the Articulated Actions Plan (AAP), thus it is the State Plane character that extrapolate the governmental management. (GOIÁS, 2008b, p. 9, translated by the author)

As seen before, in both cases the SPE is treated as it was supposed to be connected with the DPE, yet without questioning the conjunction or disjunction between their objectives and goals, or, in other words, without problematizing the eventual complementary or supplementary character of both plans, the possibility of happening an overlay of goals and objectives, or even their mutual exclusion. It is also observed here that, in the last instance, there is no connection between these plans, suggesting that, in practice, one single plan would prevail, implying the transference of public resources from the Union, as a tendency previously discussed.

## CONNECTIONS WITH THE BUDGET LAWS AND THE FISCAL RESPONSIBILITY LAW

The guarantee of the right to education, written in article No.205 of the FC of 1988 (Brasil, 1988), is straightly associated to its financing by the Public Power (Menezes, 2005; Oliveira, 2007a). Though this comprehension has been widespread around the country for many years, especially since the approval of the Maintenance and Development Fund of the Elementary School and Teaching Appreciation (FUNDEF) — law No. 9,424, from December 24, 1996 (Brasil, 1996b) —, the NPE 2001-2010 (Brasil, 2001) counted on “meaningful restrictions to the financing and management of the education, due to the nine presidential vetoes to what was traced” (Dourado, 2010, p. 684, translated by the author). Under this perspective, “although it presents goals with large

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8 The possibility of the investigated SPEs had established documental connections related to the DPE would be possible only in the ambit of those whom were approved after April 2007 (look at Chart 1), time of release of the DPE by the federal govern – Decree nº 6,094/2007 –, what correspond, only, to the states of Amazonas and Goiás, already mentioned, and, also, Mato Grosso, Pará, Rio de Janeiro and Tocantins.

approach, indicating big challenges to the advances of the national education, [the NPE] is set as a formal plan, marked by the lack of concrete financial mechanisms” (Dourado, 2010, p. 684–685, translated by the author), showing, on the one hand, coherence in relation to the problems foreseen by Davies (2002) right in the beginning of the plan validity, and, on the other hand, it is supported by the survey made by NCE about some institutional evaluations accomplished about this NPE, where the “withdrawal of concrete mechanisms of financing of the goals, expressed in the NPE itself (vetoes)” is pointed as one of the difficulties faced by the plan (Brasil, 2009a, p. 6, translated by the author).

Another aspect that deserves to be highlighted is that, if on one side, the NPE 2001–2010 seems to have taken as a reference the comprehension of the public power budget importance to make feasible the planning and execution of the public policies — once that law No. 10,172/2001 (Brasil, 2001, 5<sup>th</sup> article, translated by the author) determined that “the multiyear plans of the Union, the States, the Federal District and the cities will be elaborated in a way to support the constant goals of the National Plan of Education their respective decennial plans” —, on the other side, the global planning dynamic adopted did not affect the budget organization to fulfill their goals, at the same time that “the Plan was not taken into account during the elaboration of the multiyear plan (MP) and its revisions. This scenario is developer of one of its own structural limits.” (Dourado, 2010, p. 685, translated by the author). If the Union itself does not go against this federal law, how could it demand the units to include their goals in their plans and BLs?

Probably as a way to reiterate the importance of the state and municipal budgets contemplating the actions focused on the achievement of the educational plans (national, state, district and municipal ones), seven SPEs analyzed — Amazonas, Bahia, Goiás, Mato Grosso, Pará, Rio de Janeiro and Tocantins — mentioned at least one of the BLs — PPP, BGL and YBL —, as presented in Chart 2, whether

**Chart 2 – Articulations of the State Plans of Education with the budget laws**

State Plans of Education	Multiyear Plan	Budget Guidelines	Yearly Budget Laws
Alagoas	--	--	--
Amazonas	x	x	X
Bahia	x	--	--
Goiás	x	x	X
Mato Grosso	x	--	--
Mato Grosso Sul	--	--	--
Pará	x	x	X
Paraíba	--	--	--
Pernambuco	--	--	--
Rio de Janeiro	x	x	X
Tocantins	x	--	--

Signal “X”: the State Plans of Education (SPE) indicates any connection; Signal “--”: the SPE does not indicate any connection.

directly in the text of the law which approved it, whether in the document relative to the plan, when presenting their objectives and goals.

Specifically in relation to BLs, it is conveyed to observe that the MP consists in a planning budget tool, composed by guidelines, objectives and goals, to be foreseen by law by the national and subnational governments, always in the first year of their administration, with a four-year validity from the second year of government on, considering the activities executed in the first year correspond to the ones predicted by the MP approved by the former administration (Consed, 2010; Undime, 2012). The matching of the MP with the educational plan must occur with the prevalence of this last one, which — with a validity deadline (decennial) and, therefore, superior to the MP (of four years) —, must find in that the support to develop their objectives and goals, as determined by the law No. 10,172/2001 to the NPE 2001-2010 (Brasil, 2001). It is from the MP that the BGL and the YBL are elaborated.

The BGL, submitted to approval every year, establishes, according to the FC of 1988 (Brasil, 1988, article 165), the detailing of the priorities and goals of public administration (in cohesion to the one established by the MP) aiming at the elaboration of the budget to the following year (the part of the MP which will be accomplished), and also approaching the alternations in tributary legislation. Thus, the BGL configures itself in a kind of bound between the MP and the YBL (Undime, 2012; Consed, 2010; Rocha; Monlevade; Aguiar, 2006).

In its turn, the YBL — also regulated by the FC of 1988 (Brasil, 1988, article 165) and by law No. 4,320, from March 17, 1964 (Brasil, 1964) —, corresponds to the third part of this budget cycle, being elaborated based on the priorities and goals established in the MP and the BGL approved guidelines scope, establishing the prevision of the expenses and incomes to the next government. It allocates, therefore, the monetary resources that the next federate and its direct and indirect administrative organizations will have in order to carry out the forecasted governmental expenses, delimiting, with it, what will be effectively accomplished in a govern (Undime, 2012; Consed, 2010; Rocha; Monlevade; Aguiar, 2006).

As for the presence of BLs, the analysis of Chart 2 enables the association of the SPEs investigated with three categories: the first one corresponds to the one that contemplates, though not always in an articulated way, the SPEs which reference this group of laws (Amazonas, 2008a; Goiás, 2008a, 2008b; Pará, 2010; Rio de Janeiro, 2009a); the second one makes an association to the plans that mention only the MP (Bahia, 2006a; Mato Grosso, 2008b; Tocantins, 2007a); and, in the end, the last one corresponds to the SPEs that do not present any reference to the aforementioned laws (Alagoas, 2006a, 2006b; Mato Grosso do Sul, 2003a, 2003b; Paraíba, 2006a, 2006b; Pernambuco, 2002).

In theoretical terms, the determination that the MP are elaborated in a way to support the constant goals in the SPE (Brasil, 2001) should, itself, guarantee its inclusion in the YBLs. However, in practice, that is not what is verified, considering the conjunction of the budget limitations of the other federations with the overall high number of goals presented for each one of the different sections of the public administration contributes so that the referenced MP may establish their priorities. In this way, although the fact that some SPEs determine the inclusion of their goals, both in the MP and in the YBLs may seem redundant, they actually seeks to allow their total execution through the referenced

laws. In that way, the composing of Rio de Janeiro's SPE are noteworthy, determining that "the state's multiyear plans and the yearly budget laws will be elaborated in order to give support to the constant goals of the State Plan of Education" (Rio de Janeiro, 2009a, article 5, translated by the author), completely covering, thus, the laws directly associated to the budget process, amplifying, as a result, the achievement possibilities of the state plan, since it is properly followed, controlled and evaluated.

On the other hand, although the approval law of the NPE 2001-2010 determines that the MP of each confederate should be elaborated in a way to give support to the goals present in their respective plans (Brasil, 2001), the fact that some SPEs do not make any mention to the insertion of their goals in the BLs of the state governments is worrisome, once that this absence, if on the one side, can be associated to the understanding that it is unnecessary to replicate the federal planning, or even can portray some fear about freezing budgets, making harder to accomplish the other also important demands, on the other side, it can represent an intentional decision to not contemplate the goals of the plans in the BLs of the state government, allowing greater flexibility to the current management in order to contemplate goals which better meet their specific interests.

In this context, specifically in relation to the MP, which establishes the guidelines, objectives and goals of public administration for a period of four years, it is noteworthy that it was mentioned by six SPEs approved by these laws (Bahia, 2006a; Goiás, 2008a; Mato Grosso, 2008a; Pará, 2010; Rio de Janeiro, 2009a; Tocantins, 2007a). Altogether, the laws of these SPEs determine that the MPs of the states and their cities should be elaborated in order to give support to the constant goals in their respective educational plans. The exception is in the SPE law of Tocantins, which determines that "The multiyear plans of the cities are elaborated to give support to the constant SPE" (Tocantins, 2007a, article 5, translated by the author), without, however, prescribing it to the MP of the state government itself, which, in a way, signalize a decrease in the responsibility of this government to the public financing of the SPE, in addition to contradicting the pertinent legal planning.

## CONNECTIONS WITH THE POLITICAL-PEDAGOGICAL PROJECT

In the area the educational reforms raised by law No. 9,394/1996 (Brasil, 1996a), the PPP appears as one of the possibilities to consolidate the democratic management of education, whether in the teaching system level, or, specially, in the school unities scope, of great importance, therefore, to the pedagogical automation process of these institutions, as well as, in social and political terms, in relation to the local community. In an underlying manner, the PPP can be taken as one of the expressions of political decentralization which, after the FC of 1988 (Brasil, 1988), started influencing the administration of the public education in the country, although, in practice, they had converged to a profile of greater power concentration in addition to a mere institutional transference of competences and responsibilities.

In LGBNE No. 9,394/1996, the importance of the school institution defining their own pedagogical objectives, in coherence to the specifications of its internal and external ambience, is indicated through references sometimes denominated as "pedagogical proposals", sometimes as "pedagogical projects", maintaining, throughout

the legal text, this duality in nomenclatures. It determines, therefore, that the educational establishments should “elaborate and execute its pedagogical proposal” (Brasil, 1996a, article 12, I, translated by the author), as well as “inform parents and guardians about [...] its execution” (Brasil, 1996a, article 12, VII, translated by the author)<sup>9</sup>, also highlighting that it will be up to teachers to “participate in the elaboration of the pedagogical proposal of the educational institution” (Brasil, 1996a, article 13, I, translated by the author). In another part of the text, it postulates that the norms referring to the implementation of a democratic management must be defined by the educational system both in coherence to its particularities and in observance to the “participation of the educational professionals in the elaboration of the pedagogical project of the school” (Brasil, 1996a, article 14, I, translated by the author), being a responsibility of the local community to participate “in school councils or equivalents” (Brasil, 1996a, article 14, II, translated by the author). These two principles will consubstantiate in one of the main objectives of the NPE 2001-2010 (Brasil, 2001, translated by the author), when initially it highlights that the “democratization of the public teaching management, in official establishments” should observe the participative processes of education professionals and the community, and, later on, configure the PPP “as the expression itself of the educative organization of the school unit” articulated with the emergence of the School Councils. In the remaining passages of this NPE (Brasil, 2001), the formulation and reinforcement of the PPP in school institutions are configured as actions to be “ensured” by them, referring to the objectives and goals of the stages and modalities of the basic education which are the base the plan.

The importance attributed to the PPP in these legal marks comes from the fact that this school management component potentially configures itself the north of in-school practices, bringing with it political collective meanings and proposals based on the participation of different social actors (direction, teachers, students, parents/guardians and, in an amplified way, the school community). It would be, thus, a non-vertical policy — in the molds elaborated by the EM or by the State Educational Secretaries (SESSs) or by the Municipal Educational Secretaries (MESs) aiming its execution by the school units —, besides being consistent to the social local demands — rather than of large social and territorial amplitude, which, in general, implies in bigger dispersion in relation to the specifications of the internal and external ambiances to the school institution, diluting the particular in the whole. To Veiga (2003, p. 275, translated by the author), the PPP consists on

a collective engagement environment to integrate dispersed actions, to create synergy in a way to find alternative solutions to different moments in the pedagogical-administrative job, to develop the feeling of belonging, to mobilize the protagonists to the explication of the common objectives defining the north of the actions to be initiated, to strengthen the construction of a common coherence, but indisputably, so that the collective action produces its effects.

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9 Subsection changed by the law nº 12,013, from August 6<sup>th</sup> 2009 (Brasil, 2009c), when it highlights that the teaching establishments must “notify father and mother, living or not with their children, and when it is the case, to the legal guardians [...] about the execution of the pedagogical proposal of the school”.

However, it is necessary to clarify that many theoretical-empirical studies, of critical nature, which have, since 2000, been pointing out multiple problems related to the dissemination of the PPPs in the school institutions of the country, like, for instance, its idealization as a means of overcoming the traditional problems that mark Brazilian schools (Monfredini and Russo, 2003), the elaboration of these projects by the educational secretaries and their imposition on the schools (Cabral Neto and Silva, 2004), the elaboration of little objective and inconsistent projects (Castro and Werle, 2005) and, also, their conversion into an instrument to the immediate solution to problems concerning the school daily routine (Monfredini, 2002).

In spite of the fact that almost all SPEs indicate some type of bond in relation to the PPP of the school units of their respective teaching network, only the plan by Bahia (2006b, p. 10, translated by the author) takes care of defining it, in term that it consists on “a tool of collective construction, essential to the educational organization in the school unit, through the definition of objectives and goals that guide sociopolitical and cultural actions and finalities to the effectiveness of the social function of the school, consonant with the National Curricular Guidelines”.

Characteristically, the bonds between SPEs and PPPs are noticed in the specifications of objectives and goals of these plans, concerning both the stages and modalities of the Basic Education, and the other thematic contemplated axis. In the same way that in the NPE2001-2010 (Brasil, 2001), the expression “ensure” is recurrent in all SPEs, so that it ensures not only the elaboration of the PPP but also their effective implementation in school institutions within determined deadlines. It is also essential to emphasize that the duality on the nomenclature observed in the LGBNE No. 9,394/1996 (Brasil, 1996a) is only noticeable in a single plan (Alagoas, 2006b), in which sometimes there are references to the “Pedagogical-Political Projects”, sometimes to what is called “Pedagogical Project”, while other two plans (Paraíba, 2006b; Pernambuco, 2002) use only the second nomenclature, omitting, therefore, the explicitation of the political dimension of these projects. The remaining SPEs adopt the nomenclature corresponding to the PPP initials themselves.

Within the Basic Education scope, the connections between SPE and PPP are objectives which plan to ensure the necessary conditions to community participation in the management and organization of schools, aiming the construction, implementation and/or resizing (evaluation) of their pedagogical project in the scopes of Primary Education (Goiás, 2008b) — the only SPE to highlight its importance in this initial stage of the Basic Education —, Elementary Education (Alagoas, 2006b; Bahia, 2006b; Mato Grosso, 2008b<sup>10</sup>; Pará, 2010) and High School (Alagoas, 2006b; Tocantins, 2007b). However, not all the plans signalize the deadline so that the school units of their respective educational network formulate

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10 It is relevant to highlight that the SPE of Mato Grosso (2008b, p. 19) not only gave importance to the PPP, but also perspective to its resizing to what domains the Management Pedagogical Plan of the School (MPPS) in a way to “optimize the school organization in the project definition, to enable resources and to follow in an interactive process of management between schools the main part of their respective teaching network”.

their PPPs, as in the case of Amazonas (2008b), which grants a period of two years after the approval of the plan for indigenous schools to formulate their plans; Goiás (2008b), which defines a period of three years for all Primary Schools in their educational system; Rio de Janeiro (2009b) which, in general, defines the period of two years for all school units in the state, even specifying a period of six months to the organization and functioning of the School Support Societies (SSSs) whose attributions, among others, should focus on the monitoring of the implementation and accomplishment of the objectives and goals in the PPP of these school units.

References to the PPP are also included in goals that plan to ensure the autonomy of the school units, in order to favor the construction of PPP that contemplate the specificities of some teaching modalities, like in the case of indigenous teaching (Alagoas, 2006b; Amazonas, 2008b; Bahia, 2006b; Goiás, 2008b; Mato Grosso, 2008b; Paraíba, 2006b; Pernambuco, 2002; Rio de Janeiro, 2009b; Tocantins, 2007b), countryside teaching (Alagoas, 2006b; Bahia, 2006b; Goiás, 2008b), special education (Mato Grosso, 2008b; Goiás, 2008b; Pará, 2010), and professional education (Rio de Janeiro, 2009b). In the axis concerning the Distance Education and the Educational Technologies, some objectives and goals highlight that evaluative criteria must be established, ensured in the PPP of the Municipal Teaching System, which enable the progression of the student in this modality of teaching (Pará, 2010)<sup>11</sup>.

Even though they are not frequent, the connections related to PPP are equally registered in the chapters of financing and management of education in some SPEs, in the hopes they will guarantee the financial and material resources necessary to the execution of the PPP of public schools (Alagoas, 2006b; Bahia, 2006b) and, specifically, the financial decentralization that guarantees autonomy to schools, as foreseen in the PPP (Rio de Janeiro, 2009b).

## FINAL CONSIDERATIONS

As seen, it is possible to affirm that practically all SPEs examined formulate, somehow, references, in the local sphere, to the MPEs and, in the school institution scope, to the PPP, eliminating, however, connections with the binomial DPE/AAP which are scarce, being identified only in two of the seven plans approved after their release. Such references were presented generic and inaccurate, not even establishing any confrontation between the objectives and goals of these plans (DPE/AAP and SPE), aspects which suggest, in a certain way, the reproduction of the known disarticulation of the DPE/AAP in relation to the NPE 2001-2010, also pointed out by the survey of the NCE about the evaluations of this national plan (Brasil, 2009a).

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11 Other passages of these SPEs also talk about the necessity of ensuring the transversal, interdisciplinary and continued insertion in the PPP in aspects related to topics like environment, drugs and sexuality (Bahia, 2006b) and, also, develop actions in order to accomplish the legal demands around the affirmation and appreciation of the Afro-Brazilian culture in the curriculum (Rio de Janeiro, 2009b).



In the case of the MPEs, it is verified that the references are extremely reduced, characteristically registered through formal and generic indications, rarely accompanied with the definitions of collaborative strategies between the educational plan of the state and the city, little contributing, therefore, to the local transcription of the NPE, whose mediation should be done by the SPEs. It is not by chance that the balance of the NCE (Brasil, 2009a) also notes a disarticulation between the NPE 2001-2010 in relation to these municipal plans.

In turn, it is noticed that the PPP assumes a relative importance in these SPEs, notably when it reaffirms its potential in favor of either the democratization of the public teaching management, especially by means of objectives and goals articulated to the search of ensuring participative processes in the schools of the state and municipal networks, or the autonomy work of these school units, now intermediated by objectives and goals related to the guarantee of the specified local demands accomplishment, translated in and through the set of teaching modalities. Regardless the fact that not all the analyzed SPEs had fixed a deadline to the elaboration and/or formulation of the PPPs, it is interesting to know that the few deadlines settled seem to testify the non-accomplishment foreseen by the NPE 2001-2010, as it had determined that, in three years, that is, until 2004, all the institutions of Primary Education (Objectives and Goals 9) and Elementary Education (Objectives and Goals 8) of the country should have already determined their respective PPP. In other words, the re-edition of new deadlines by the majority of these SPEs (only two plans were approved before 2004), may indicate not only the reinforcement of what was established in that national plan (also a task of a subnational plan) but also an initial unaccomplishment of those federal determinations.

As for the BLs — which are not necessarily specific management tools of the educational area, once they perform broader functions in the budget field of public administration —, it should be noted that, although seven SPEs had evidenced some kind of connection — whether to their group (MP, BGL and YBL) or exclusively to the MP —, it is verified that other four plans did not establish any relation to the referenced laws. In this way, it is noteworthy that the Fiscal Responsibility Law (FRL) — complementary law No. 101, of May 4, 2000 (Brasil, 2000) —, which establishes standards of public financing for the responsibility of the fiscal management, determines that the expenses which are not in the set of BLs should be considered as not allowed, irregulars and injurious to the public patrimony (Brasil, 2000), a fact that, for sure, could have imposed difficulties to the achievement of the objectives and goals disposed in the SPEs that present this gap. On the other side, four out of seven plans mentioned before present connections with the whole set of BLs. Although the presence of the guidelines, objectives and goals of the plans in the MP should guarantee the budget allocation throughout the YBLs for different reasons, this, at times, does not happen, a fact that probably contributed so that the new NPE — law No. 13,005/2014 — determines that the BLs from different federated instances should be formulated in a way to “ensure the consignment of budget allocations compatible with the guidelines, goals and strategies of this NPE and with the respective educational plans, in order to make feasible its full execution” (Brasil, 2014, article 10, translated by the author).

In general, the documental analyses about the connections of SPEs approved in the validity period of the NPE 2001-2010 with other management instruments of education evidenced prescriptive insufficiency related to the integration of these plans to the state educational management, as well as its municipal and national planning. This picture implies considering that the SPEs themselves little compete to the practice of a collaborative regime between the confederates, neither appear, in documental terms, to be able to contribute to an effectiveness of the internal and external articulations of the State System of Education, unless, somehow, through the PPP.

Considering the NPE 2014-2024 (Brasil, 2014), it is expected that the SPEs seek to establish the connection examined here in a systematic and explicit way. However, the analysis about the 20 goals of this new plan, as well as in relation to the set of correspondent strategies for each of these decisions, reveals references only to the PPP (Goal 19, Strategy 19,6) and to the infranational plans (always associated to the interfering collaboration), non-existing any mention to the binomial DPE/AAP or to the BLs and the FRL. In this last case, the references to the BLs are only in article 10 of the new NPE law rather than in the body text of goals and strategies.

In one way or another, this new plan suggests letting up to the new SPEs the explicitation of the connections at matter, whose analyses is worth being carried out by another study of this nature, right after the group of states and the Federal District come to have, in fact, their respective plans approved by law. It is crucial to signalize that at the end of July 2015, when all states and cities should had had their law related to their respective SPEs and MPEs sanctioned, only 12 plans had been effectively approved, that is, there were other 14 SPEs missing yet, in addition to the plan of the Federal District. From the group of SPEs approached in this study, only half of them were legally approved: Amazonas, Mato Grosso, Mato Grosso do Sul, Pará, Paraíba and Pernambuco.

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