RCMOS – Revista Científica Multidisciplinar O Saber. ISSN: 2675-9128. São Paulo-SP.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

Articulated Action Plan and educational planning: federalism, management, and public policy implementation

Plano de Ações Articuladas e planejamento educacional: federalismo, gestão e implementação das políticas públicas

Plan de Acciones Articuladas y planificación educativa: federalismo, gestión e implementación de las políticas públicas

Name: Marlúcia Marques Fernandes – Master's student in Education Sciences at Universidade Del Sol – UNADES.
Name: Ivanise Nazaré Mendes – PhD in Education Sciences from UTIC – Universidad Tecnológica Intercontinental, Asunción, Paraguay.

Abstract:
This article presents a bibliographic and documentary review of the Articulated Action Plan (PAR), understood as an instrument for planning and coordinating Brazilian educational policy. The discussion begins with the federative structure of education, characterized by the distribution of responsibilities among the federal government, states, and municipalities, as well as differences in financial, administrative, and technical capacity. In this context, the PAR connects diagnosis, priority setting, and forms of technical and financial assistance, establishing a relationship between the demands of public education systems and federal coordination mechanisms. The analysis is organized around three areas: federalism and the coordination of educational policies; the PAR as an instrument of planning and management; and the limitations and challenges of its implementation. The selected literature indicates that the Plan can foster the organization of demands and cooperation among federative entities, but its effectiveness depends on the institutional conditions of education systems, the quality of diagnoses, the availability of resources, administrative continuity, and the monitoring of actions. Thus, the article concludes that the PAR should be understood as part of a federative dynamic in which planning, autonomy, cooperation, and public-sector capacity are continuously interconnected.

Keywords: Articulated Action Plan. Educational planning. Federalism. Educational management. Public policies.

Resumo:
Este artigo apresenta uma revisão bibliográfica e documental sobre o Plano de Ações Articuladas (PAR), compreendido como instrumento de planejamento e coordenação da política educacional brasileira. A discussão parte da estrutura federativa da educação, marcada pela distribuição de responsabilidades entre União, estados e municípios e por diferenças de capacidade financeira, administrativa e técnica. Nesse contexto, o PAR articula diagnóstico, definição de prioridades e formas de assistência técnica e financeira, estabelecendo uma relação entre demandas das redes públicas e mecanismos de coordenação federal. A análise está organizada em três eixos: federalismo e coordenação das políticas educacionais; o PAR como instrumento de planejamento e gestão; e limites e desafios de sua implementação. A literatura selecionada indica que o Plano pode favorecer a organização das demandas e a cooperação entre os entes federados, mas sua efetividade depende das condições institucionais das redes, da qualidade dos diagnósticos, da disponibilidade de recursos, da continuidade administrativa e do acompanhamento das ações. Assim, conclui-se que o PAR deve ser compreendido como parte de uma dinâmica federativa na qual planejamento, autonomia, cooperação e capacidade pública se articulam de forma permanente.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

Palavras-chave: Plano de Ações Articuladas. Planejamento educacional. Federalismo. Gestão educacional. Políticas públicas.

Resumen:
Este artículo presenta una revisión bibliográfica y documental del Plan de Acciones Articuladas (PAR), entendido como instrumento de planificación y coordinación de la política educativa brasileña. La discusión parte de la estructura federativa de la educación, marcada por la distribución de responsabilidades entre Unión, estados y municipios y por diferencias de capacidad financiera, administrativa y técnica. En este contexto, el PAR articula diagnóstico, definición de prioridades y formas de asistencia técnica y financiera, estableciendo una relación entre las demandas de las redes públicas y los mecanismos de coordinación federal. El análisis se organiza en tres ejes: federalismo y coordinación de las políticas educativas; el PAR como instrumento de planificación y gestión; y límites y desafíos de su implementación. La literatura seleccionada indica que el Plan puede favorecer la organización de demandas y la cooperación entre los entes federados, pero su efectividad depende de las condiciones institucionales de las redes, la calidad de los diagnósticos, la disponibilidad de recursos, la continuidad administrativa y el seguimiento de las acciones. Se concluye que el PAR debe comprenderse como parte de una dinámica federativa en la que planificación, autonomía, cooperación y capacidad pública se articulan permanentemente.

Palabras clave: Plan de Acciones Articuladas. Planificación educativa. Federalismo. Gestión educativa. Políticas públicas.

1 Introduction

Brazilian educational policy is developed in a setting characterized by the distribution of responsibilities among different levels of government. The federal government, states, Federal District, and municipalities participate in organizing and providing basic education, although their administrative, financial, and technical capacities differ. This configuration makes planning a decisive dimension in coordinating public action, particularly when the aim is to reduce inequalities and ensure more balanced conditions for education systems to operate.

The existence of shared responsibilities, however, does not eliminate differences among educational systems. Federative entities have varied resources, administrative structures, and management experience, which can produce different conditions for conducting diagnoses, establishing priorities, implementing programs, and monitoring results. The debate on educational policies must therefore consider both the decentralization of responsibilities and the need for cooperation mechanisms.

The Articulated Action Plan (PAR) belongs to this field. Established within federal policies for basic education, this instrument began organizing the demands of public education systems through diagnosis, planning, and the definition of actions. Law No. 12,695 of 2012 consolidated the possibility of federal technical and financial support under the Plan,

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

reinforcing the relationship between system planning and federative cooperation (BRASIL, 2012).

Documentation from the National Fund for Education Development presents the PAR as an instrument for planning educational policies and organizing federal support. Its structure considers different dimensions of education systems, encompassing educational management, education professionals' training, pedagogical practices and assessment, and physical infrastructure and teaching resources. This composition shows that planning extends beyond finance to aspects that permeate the operation of schools and systems.

The PAR must also be understood in relation to the Education Development Plan and the All Committed to Education Targets Plan. Decree No. 6,094 of 2007 established guidelines for implementing the Targets Plan, placing cooperation among federative entities within a broader strategy to improve basic education (BRASIL, 2007). Subsequently, legislation and FNDE documents gave greater coherence to planning and the forms of support linked to the PAR.

Against this background, this article aims to analyze the PAR as an educational planning instrument through a bibliographic and documentary review, considering its relationships with federalism, public management, and implementation processes. The article is organized into three theoretical topics. The first addresses federalism and the coordination of educational policies. The second discusses the PAR as a planning and management instrument. The third examines limitations and challenges in its implementation. The methodological procedures, discussion of the review's main findings, final considerations, and references supporting this study follow.

2 Federalism and the coordination of educational policies

Analyzing Brazilian educational policies requires attention to how the State distributes powers among its different levels of government. Federalism organizes this relationship through a combination of autonomy and shared responsibilities. In education, this configuration means that educational provision depends on a network of duties requiring ongoing coordination rather than on a single administrative sphere.

Cury (2021) presents educational federalism as a structure in which the autonomy of federative entities must coexist with coordination mechanisms. Decentralization, considered in isolation, can transfer responsibilities without ensuring the conditions necessary to fulfill them.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

Coordination, in turn, seeks common standards and forms of cooperation that address inequalities while preserving the specific characteristics of local systems.

This relationship becomes more complex when differences between states and municipalities are considered. Revenue capacity, system size, the availability of technical teams, and administrative experience vary significantly. In discussing basic education funding, Farenzena (2022) shows that fiscal and institutional conditions are important for understanding subnational governments' possibilities for action.

Unequal capacities have consequences for planning. A system with a stable technical team can develop more detailed diagnoses, monitor programs more regularly, and design projects with greater autonomy. In other situations, the lack of specialized professionals or the precariousness of administrative structures can hinder these tasks. Federative cooperation becomes relevant precisely because of these differences.

Abrucio (2021) highlights federative coordination as a necessary dimension of Brazilian public policies. Cooperation can take place through regulations, programs, resource transfers, technical assistance, and monitoring mechanisms. The objective need not be complete system uniformity, but conditions that enable shared responsibilities to be effectively fulfilled.

In education, coordination also relates to the right to education. If access and quality depend on widely differing territorial capacities, the absence of cooperation mechanisms can deepen inequalities. Federal action can thus provide support and incentives, especially where subnational governments face greater limitations.

Coordination, however, should not be confused with absolute centralization. Decentralization can bring decisions closer to local needs, allowing systems to formulate responses suited to their characteristics. The challenge is to connect autonomy and cooperation so that decentralization does not become administrative isolation.

This tension is present in discussions of the collaboration framework. França (2015) shows that the PAR must be understood in relation to this arrangement, since its logic presupposes interaction among different government bodies. The policy is not implemented by a single actor. It depends on distributed responsibilities, administrative procedures, and forms of support.

Federalism also has a political dimension. Setting educational priorities means deciding which needs are most urgent, which actions receive resources, and which objectives are monitored. Planning instruments are therefore not merely technical. They express conceptions of public policy and particular relationships between government and society.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

The PAR was conceived as a mechanism for bringing local diagnosis and federal support closer together. This characteristic can expand systems' planning capacity, but it also creates relationships of dependence and policy steering. A system seeking federal support must organize information, comply with procedures, and adapt certain actions to established rules.

Ayres, Santos, and Castioni (2024) contribute to this interpretation by analyzing the PAR in relation to reform of the State apparatus in education. Their contribution shows that planning instruments can simultaneously perform support, organization, steering, and regulatory functions. Analysis of the Plan must therefore recognize its different dimensions.

Adrião (2023) broadens the debate by discussing educational reforms and results-based management policies. Adopting planning, monitoring, and assessment procedures can strengthen public organization, but it can also bring educational management closer to models driven by targets and indicators. The central issue becomes understanding how these mechanisms are used and which conceptions of quality guide their use.

Peroni (2022) adds another critical dimension by examining relationships between educational policies and public school management. The growing presence of regulatory mechanisms and certain management approaches can alter the autonomy of individuals and institutions. In planning, it is important to verify whether instruments expand public decision-making capacity or become predominantly control mechanisms.

The literature therefore points to a nonlinear understanding of educational federalism. Cooperation can help reduce inequalities, but it also involves power relations, responsibilities, and steering mechanisms. Decentralization can expand autonomy, although it is insufficient to guarantee equivalent conditions among systems.

In this setting, the PAR emerges as one way the federal government seeks to connect planning and support for subnational entities. Its analysis requires attention both to national design and to the institutional conditions of those receiving and implementing actions. Coordination becomes effective only when the capacity exists to translate decisions into administrative and educational practices.

Continuity is another important aspect. Federative policies depend on institutional relationships that extend beyond administrative terms. A planning instrument can produce lasting effects only when actions are monitored and incorporated into system structures. Cooperation should not occur only when resources are transferred.

The federative perspective thus leads to an understanding of planning as a relational process. The federal government can establish guidelines and provide support, while states and

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

municipalities are responsible for diagnosis, implementation, and monitoring. Effectiveness depends on coordination among these duties.

For this reason, discussing the PAR through federalism means recognizing that the Plan occupies an intermediate position between national policy and the needs of local systems. It translates demands into planning, while also translating federal guidance into procedures that systems must incorporate.

2.1 The Articulated Action Plan as a planning and management instrument

The Articulated Action Plan took shape within the Education Development Plan and the All Committed to Education Targets Plan. Its conception is associated with the idea that improving basic education requires diagnosing needs, setting priorities, and coordinating actions. From this perspective, planning seeks to organize public action around problems identified in education systems.

Decree No. 6,094 of 2007 established guidelines for implementing the All Committed to Education Targets Plan and placed the collaboration framework within a national strategy for improving basic education. The PAR became an instrument for organizing this process, linking the demands of public education systems to federal support actions (BRASIL, 2007).

Law No. 12,695 of 2012 expanded the Plan's legal foundation by regulating federal technical or financial support under the PAR. This change is relevant because it shows that planning extends beyond preparing diagnoses. There is a relationship among identifying needs, defining actions, and the possibility of institutional and financial support (BRASIL, 2012). In FNDE documents, the PAR appears as an instrument for planning educational policies. Organization by dimensions seeks to bring together distinct aspects of education systems. Educational management, professional training, pedagogical practices and assessment, and physical infrastructure and teaching resources are treated as related components.

These dimensions matter because educational problems rarely have a single cause. A pedagogical difficulty may be associated with professional training; a training need may relate to working conditions; management limitations may hinder resource use; and infrastructure problems may affect the possibilities for developing activities. Planning must avoid fragmentation, since identifying a need requires understanding its causes, setting priorities, and selecting actions compatible with system conditions. In analyzing municipal planning related to the PAR in Maranhão, Sousa and Cardozo (2019) show the importance of examining how the instrument is incorporated into the organization of local policies.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

Sousa and Cardozo's (2019) contribution is especially relevant because it shifts discussion from the formal plan to the planning process. The existence of a document does not itself mean that the system has built a coordinated policy. Planning becomes meaningful when it produces decisions, guides actions, and enables results to be monitored. This conception brings the PAR closer to educational management, since planning means organizing resources and responsibilities while monitoring the development of actions. Management becomes a mediator between established priorities and everyday implementation.

However, defining an action is insufficient if the system lacks the means to implement it. Administrative capacity, professional availability, and the organization of workflows affect the realization of priorities. Diagnosis therefore plays a strategic role. An inadequate diagnosis can lead to priorities that do not correspond to the most relevant needs. The quality of information used to build the plan is consequently as important as subsequent implementation.

The technical dimension of the PAR cannot be ignored either. Planning requires information, targets, resource identification, and monitoring. Standardized instruments can therefore facilitate system organization, particularly when systems struggle to systematize their demands. Standardization nevertheless has limits. Education systems have different histories, structures, and needs. A national instrument must establish sufficient common standards to organize cooperation while allowing local needs to be expressed.

Adrião (2023) helps problematize this relationship through discussion of contemporary educational reforms and results-based management policies. Planning can be associated with targets and indicators, but the use of these mechanisms requires critical analysis. Indicators can assist monitoring, but cannot replace interpretation of the conditions in which results are produced. Technical assistance is also relevant. Education systems do not all have the same expertise in planning, management, and project development. Federal support can strengthen capacities provided it does not replace local systems' autonomy and responsibility.

Financial assistance raises a similar issue. Additional resources can enable important actions, but policy sustainability depends on maintenance and continuity capacity. An isolated intervention may meet an immediate need without producing permanent changes. Planning and management must therefore be connected across different time frames. Diagnosis identifies a situation; priority setting establishes a path; implementation materializes decisions; and monitoring enables assessment of progress. Planning is complete only when revision is possible.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

In analyzing actions implemented in municipalities across different states, Gumieiro and Militão (2021) reveal that experience with the PAR is not homogeneous. Local conditions influence how actions are incorporated. This finding reinforces the need to view planning as a situated process. The PAR can therefore be understood as an instrument connecting diagnosis, planning, and support. Its potential lies in linking needs to decisions. Its limitations emerge when this connection breaks down and the plan exists alongside, rather than within, everyday management.

Understanding this distinction is essential to evaluating the policy. An instrument may be formally complete yet have little influence on actual decisions. Similarly, a planning process may have documentary limitations and still play a relevant role when adopted by management.

2.3 Limitations and challenges in implementing the PAR

Implementation is the point at which a policy's objectives encounter the concrete conditions for their realization. For the PAR, this process involves different actors, government levels, administrative procedures, and resources. Understanding the Plan's limitations therefore requires moving beyond its normative formulation to examine the mediating factors affecting implementation. A major challenge concerns systems' institutional capacity. Education systems do not have equivalent structures for developing projects, monitoring actions, organizing documents, and managing resources. Capacity differences can cause the same policy to produce different results in different contexts.

Farenzena (2022) connects this problem to basic education funding conditions. Available resources, fiscal capacity, and distribution methods influence governments' possibilities for action. Federal support may reduce certain limitations, but it does not eliminate structural differences among federative entities. Another challenge concerns coordination among government levels. Cooperation depends on communication, defined responsibilities, and monitoring. Where these relationships are weak, difficulties can arise in implementing actions, solving administrative problems, or continuing initiatives.

França (2015) situates the PAR within the collaboration framework and educational management. This approach matters because it shows that implementation does not occur in isolation. The Plan depends on institutional relationships that must function in coordination. The experience analyzed by Gumieiro and Militão (2021) reinforces the importance of local conditions. Implementation in different municipalities has particular characteristics, indicating that national policies are adopted by systems with their own administrative histories and needs.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

Another decisive aspect is diagnostic quality. When information used for planning does not adequately reflect needs, prioritized actions may have little impact. Diagnosis must be broad enough to identify problems and precise enough to guide decisions. Participation can help address this difficulty. Involving different actors in planning broadens information sources and can bring decisions closer to school realities. Effective participation, however, requires time, organization, and institutional openness.

Continuity presents another challenge. Educational policies produce changes that rarely occur in the short term. Professional training, infrastructure improvement, management reorganization, and pedagogical development require sustained monitoring. Interrupting actions may reduce their effects. Monitoring must therefore be understood as part of planning rather than a subsequent, isolated stage. Evaluating actions enables problems to be identified, procedures corrected, and priorities redefined. Sousa and Cardozo (2019) contribute to this understanding by relating planning to monitoring.

Another issue concerns bureaucratization. Every public program needs control and accountability procedures, but administrative requirements may occupy excessive space. When planning serves only to complete procedural stages, its strategic function tends to weaken. Adrião (2023) adds the issue of results-based management. Monitoring indicators can produce useful information, but their use needs contextualization. Educational results emerge from social, pedagogical, administrative, and territorial conditions that cannot be reduced to a single indicator.

Ayres, Santos, and Castioni (2024) help explain the PAR as part of broader transformations in State organization. This interpretation highlights the role of planning instruments in steering administrative behavior. The Plan may support system organization, but it may also direct actions according to priorities established federally. This tension between support and steering does not mean that the PAR is necessarily positive or negative. It indicates that the policy must be analyzed through its different functions. The same instrument can expand capacities in some contexts and produce greater standardization in others.

System autonomy is therefore relevant. Federative cooperation presupposes shared responsibilities but also recognition of entities' decision-making capacity. Nationally guided planning must allow local needs to be incorporated into actions. These issues show that policy success cannot be explained solely by the volume of transferred resources. Resources are necessary, but must connect to planning, institutional capacity, monitoring, and participation. Implementation also takes place in distinct territories. Local social, economic, and

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

administrative characteristics can alter costs, priorities, and implementation methods. Planning must be sensitive to these differences without abandoning common objectives.

For a national policy, this issue is especially important. The federal government formulates general guidance, but implementation takes place in systems with their own characteristics. Implementation is therefore a form of policy translation. This translation is not necessarily distortion. Adapting actions to local needs may be necessary for a policy to be meaningful. Problems arise when adaptation lacks criteria, monitoring, or connection to established objectives. Another challenge involves integrating educational planning with other public management instruments. The PAR does not exist in isolation. Its actions must interact with budgets, multiyear planning, educational plans, pedagogical projects, and other mechanisms organizing the system.

When these instruments remain separate, fragmentation becomes a risk. A priority established in the PAR may have no counterpart in other planning documents or available budgets. Institutional integration then becomes a condition for continuity. Implementation can also be understood as institutional learning. Problems encountered during implementation can generate information for reformulating actions. Monitoring should be seen as an opportunity for improvement as well as control. In summary, the main limitations identified in the literature concern differences in institutional capacity, funding, federative coordination, diagnostic quality, participation, continuity, bureaucratization, regulation, and integration among planning instruments.

The possibilities, in turn, relate to organizing demands, strengthening planning capacity, technical and financial assistance, federative coordination, and producing information for more consistent decisions. Balancing these dimensions enables a more adequate understanding of the PAR. The Plan should be viewed as an instrument whose potential depends on the institutional and political conditions of its use, rather than an automatic solution to educational problems.

3 Methodology

The study is a bibliographic and documentary review with a qualitative approach and analytical nature. Its objective was to gather and interpret academic contributions and official documents concerning the Articulated Action Plan, educational federalism, planning, and the management of public education policies. Material selection was guided by thematic relevance. Priority was given to works directly discussing the PAR and its relationship to planning, management, the collaboration framework, funding, regulation, and implementation. Federal

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

government regulatory and institutional documents presenting the Plan's structure, purposes, and support mechanisms were also considered.

The bibliographic corpus includes Abrucio (2021), Cury (2021), Farenzena (2022), França (2015), Gumieiro and Militão (2021), Sousa and Cardozo (2019), Adrião (2023), and Ayres, Santos, and Castioni (2024). The documentary corpus included, among other sources, Decree No. 6,094/2007, Law No. 12,695/2012, and National Fund for Education Development materials concerning the PAR.

The analysis was organized into three categories: federative coordination; planning and management; and implementation. The first gathered contributions on relationships among the federal government, states, and municipalities, autonomy, cooperation, and capacity inequalities. The second analyzed diagnosis, priority setting, technical and financial assistance, and action organization. The third examined challenges concerning implementation, participation, monitoring, regulation, and continuity. Interpretation proceeded through thematic comparison, seeking convergences, tensions, and complementarities among sources. The intention was an analytical review capable of building an integrated understanding of the PAR from selected literature, rather than a systematic review or bibliometric study.

Authors' ideas were used through syntheses and paraphrases, retaining citations to the corresponding sources. The procedure sought to avoid verbatim reproduction of formulations and establish an original argument without exceeding what the selected works support.

4 Discussion

The review shows the PAR as a policy situated between two complementary needs: coordinating national educational policy and considering the specific conditions of systems implementing actions. This intermediate position helps explain both its potential and its limitations. At the federative level, the instrument can bring the federal government closer to public education systems through diagnosis, planning, and support mechanisms. Abrucio (2021) and Cury (2021) enable this connection to be interpreted as part of policy coordination efforts in a country where entities have both autonomy and shared responsibilities.

However, coordination produces effects only where institutional capacity exists to absorb support. Farenzena (2022) shows that differences in funding and capacity influence systems' operating conditions. Federal assistance may therefore be necessary, but it does not replace building local administrative structures. PAR-specific literature reinforces this interpretation. França (2015) shows the Plan's relationship to educational management and the

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

collaboration framework, while Gumieiro and Militão (2021) reveal implementation differences among municipalities in different states. The Plan has a common structure but encounters different administrative realities.

Planning consequently emerges as a mediating element. Sousa and Cardozo (2019) show that the PAR's meaning depends on the relationship among diagnosis, priorities, and actions. The instrument has greater potential when treated as a process capable of guiding decisions rather than simply a form. This issue leads to management's role. Planning requires the ability to organize information, establish responsibilities, monitor actions, and make adjustments. Managers are not merely implementers of policies formulated at another level; they participate in translating guidelines into the system's context.

Participation also emerges as relevant. Planning built exclusively on administrative information may overlook everyday problems. Professionals' and communities' contributions can broaden diagnosis and lend priorities greater legitimacy. Ayres, Santos, and Castioni (2024) add that the PAR can be analyzed in the context of transformations in the State apparatus. This means the instrument should not be interpreted solely as a planning technique. It also participates in a particular way of organizing relationships among the State, education systems, and management mechanisms.

Synthesis of the sources suggests that the PAR offers two possibilities. It can strengthen planning capacity by organizing demands and linking technical and financial support, but it can also intensify steering and standardization mechanisms. The difference depends on how systems appropriate the instrument. Another review finding is the importance of monitoring. Planning that does not return to identified problems tends to lose its strategic function. Monitoring enables verification that actions correspond to needs and that resources produce expected effects.

Implementation, in turn, depends on continuity. Educational changes require time and coordination. Professional training, infrastructure, and management do not produce lasting results through isolated actions. Policy sustainability must be part of planning from its formulation. The discussion indicates that the PAR should not be evaluated solely by the number of actions or volume of resources involved. The central question is whether the instrument can link needs, decisions, and implementation capacity.

The relationship between federal planning and other management instruments must also be examined. Integration with educational plans, budgets, and institutional planning can increase action coherence. When the PAR operates in isolation, priorities may lack support in

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

other administrative mechanisms. The PAR can contribute more when used to strengthen system capacity rather than merely fulfill administrative requirements. Diagnosis then becomes knowledge, planning becomes decision, and monitoring becomes institutional learning.

The literature's main synthesis is therefore that the PAR has considerable potential within Brazilian educational policy, but does not operate automatically. Its results depend on coordination among federalism, funding, institutional capacity, planning, management, participation, and monitoring.

5 Final considerations

The bibliographic and documentary review shows the Articulated Action Plan as an instrument within a broader architecture of planning and coordination of Brazilian educational policies. Its existence relates to the challenge of connecting different government levels in a system characterized by unequal institutional and financial capacities. The discussion of federalism showed that cooperation and autonomy must be considered together. Cury (2021), Abrucio (2021), and Farenzena (2022) provide elements for understanding that decentralization does not eliminate the need for national coordination and support mechanisms for subnational entities.

In planning, the literature shows that the PAR can organize demands, establish priorities, and link systems to technical and financial assistance mechanisms. Sousa and Cardozo (2019) and França (2015) help explain this coordinating dimension of the Plan. The analysis also revealed implementation as a decisive point. Gumieiro and Militão (2021) show that PAR actions take on different characteristics according to local contexts. National design must therefore be interpreted in relation to systems' capacities and needs.

The main challenge is to turn the PAR into an effective planning instrument rather than merely an administrative procedure. When systems adopt it as a space for analysis, decision, and monitoring, the Plan can strengthen institutional capacity and bring public policies closer to educational needs.

References

ABRUCIO, Fernando. Federative coordination and educational policies in Brazil. São Paulo: Fundação Getúlio Vargas, 2021.

ADRIÃO, Theresa. Contemporary educational reforms and results-based management policies. Revista Educação & Sociedade, v. 44, n. 160, 2023.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.

Ano VII, v.1 2026 | submissão: 25/02/2026 | aceito: 04/03/2026 | publicação: 09/03/2026

AYRES, Magna Lenise Flores da Mota; SANTOS, Regina Gomes dos; CASTIONI, Remi. PAR: an instrument of State apparatus reform in education. Revista on line de Política e Gestão Educacional, Araraquara, v. 28, 2024.

BRASIL. Decree No. 6,094 of April 24, 2007. Establishes the All Committed to Education Targets Plan. Brasília, DF, 2007.

_____. National Fund for Education Development. Learn more about the Articulated Action Plan. Brasília, DF: FNDE, 2022.

_____. National Fund for Education Development. Articulated Action Plan – 2022 Management Report. Brasília, DF: FNDE, 2023.

_____. National Fund for Education Development. Articulated Action Plan – 2023 Management Report. Brasília, DF: FNDE, 2024.

_____. Law No. 12,695 of July 25, 2012. Provides for federal technical or financial support under the Articulated Action Plan. Brasília, DF, 2012.

CURY, Carlos Roberto Jamil. National education system and federalism. Belo Horizonte: Autêntica, 2021.

FARENZENA, Nalú. Basic education funding in contemporary Brazil. Porto Alegre: UFRGS, 2022.

FRANÇA, Magna. Articulated Action Plan (2007-2011): educational management and collaboration framework. Revista Educação em Questão, Natal, v. 52, n. 38, 2015.

GUMIEIRO, Angela Hess; MILITÃO, Silvio Cesar Nunes. Articulated Action Plan (PAR): actions implemented in municipalities in the states of Rio Grande do Norte, Pará, and Minas Gerais. Revista Educação em Questão, Natal, v. 59, n. 61, 2021.

SOUSA, Karla Cristina Silva; CARDOZO, Maria José Pires Barros. Municipal planning: an analysis based on the Articulated Action Plan (PAR) in Maranhão State. Revista Exitus, Santarém, v. 9, n. 3, p. 197-222, 2019.

Este é um artigo publicado em acesso aberto (Open Access) sob a licença CreativeCommons Attribution, que permite uso, distribuição e reprodução em qualquer meio, sem restrições desde que o trabalho original seja corretamente citado.