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Articulated Action Plan and quality of basic education: perceptions of school administrators and teachers in two state schools in Macapá, Amapá, Brazil

Plano de Ações Articuladas e qualidade da educação básica: percepções de gestores e docentes em duas escolas estaduais de Macapá-AP

Plan de Acciones Articuladas y calidad de la educación básica: percepciones de directivos y docentes en dos escuelas estatales de Macapá, Amapá, Brasil

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Abstract:
This article analyzes the perceptions of teachers and members of the administrative teams of two state schools in the municipality of Macapá, Amapá, Brazil, regarding the contributions of the Articulated Action Plan (PAR) to the quality of basic education. This is an exploratory-descriptive study with a qualitative and quantitative approach, based on questionnaires, interviews, and the analysis of institutional and regulatory documents. Eighteen teachers and four members of the school administrative teams participated in the study. Quantitative data were organized into frequencies and percentages, while qualitative information was analyzed according to thematic categories related to knowledge of and participation in the PAR, educational management, infrastructure and teaching resources, continuing education, pedagogical practices, and perceptions of student performance. The results indicate that participants generally perceive the PAR as contributing positively to pedagogical work and school conditions, although they also reveal limited knowledge and low levels of participation among some teachers in the diagnosis, planning, and monitoring stages. The study concludes that strengthening PAR-related actions depends not only on the continuity of initiatives but also on increasing the participation of education professionals and monitoring the actions implemented in schools.

Keywords: Articulated Action Plan. Educational policy. Educational management. Continuing education. Quality of basic education.

Resumo:
Este artigo analisa as percepções de professores e integrantes das equipes gestoras de duas escolas estaduais do município de Macapá, Amapá, sobre as contribuições do Plano de Ações Articuladas (PAR) para a qualidade da educação básica. Trata-se de uma pesquisa exploratório-descritiva, de abordagem quali-quantitativa, realizada a partir de questionários, entrevistas e análise de documentos institucionais e normativos. Participaram do estudo 18 professores e quatro integrantes das equipes gestoras. Os dados quantitativos foram organizados em frequências e percentuais, enquanto as informações qualitativas foram analisadas a partir de eixos relacionados ao conhecimento e à participação no PAR, gestão educacional, infraestrutura e recursos pedagógicos, formação continuada, práticas pedagógicas e percepção sobre o desempenho dos estudantes. Os resultados indicam percepção favorável dos participantes quanto às contribuições do PAR para o trabalho pedagógico e as condições escolares, embora também revelem conhecimento limitado e participação reduzida de parte dos professores nas etapas de diagnóstico, planejamento e monitoramento. Conclui-se que o fortalecimento das ações relacionadas ao PAR depende não apenas da continuidade das iniciativas, mas também da ampliação da participação dos profissionais e do acompanhamento das ações desenvolvidas nas escolas.

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Palavras-chave: Plano de Ações Articuladas. Política educacional. Gestão educacional. Formação continuada. Qualidade da educação básica.

Resumen:
Este artículo analiza las percepciones de docentes e integrantes de equipos directivos de dos escuelas estatales del municipio de Macapá, Amapá, sobre las contribuciones del Plan de Acciones Articuladas (PAR) a la calidad de la educación básica. Es una investigación exploratoria-descriptiva, de enfoque cualitativo y cuantitativo, realizada mediante cuestionarios, entrevistas y análisis de documentos institucionales y normativos. Participaron 18 docentes y cuatro integrantes de los equipos directivos. Los datos cuantitativos se organizaron en frecuencias y porcentajes, mientras que la información cualitativa se analizó por ejes de conocimiento y participación en el PAR, gestión educativa, infraestructura y recursos pedagógicos, formación continua, prácticas pedagógicas y percepción del desempeño estudiantil. Los resultados indican percepciones favorables sobre las contribuciones del PAR al trabajo pedagógico y las condiciones escolares, aunque revelan conocimiento limitado y participación reducida de algunos docentes en diagnóstico, planificación y seguimiento. Se concluye que fortalecer las acciones del PAR depende tanto de la continuidad de las iniciativas como de ampliar la participación profesional y el seguimiento de las acciones escolares.

Palabras clave: Plan de Acciones Articuladas. Política educativa. Gestión educativa. Formación continua. Calidad de la educación básica.

1. Introduction

Basic education plays a central role in guaranteeing social rights and preparing individuals to participate in society. In Brazil, although legislation establishes shared responsibilities among different levels of government, educational provision still takes place amid social, economic, and territorial inequalities. These differences can be seen in infrastructure conditions, resource availability, professional training, and opportunities to access quality educational services.

In this setting, public educational policies play an important role in organizing actions to improve basic education. These include the Articulated Action Plan (PAR), an instrument created within the Education Development Plan (PDE) to support states and municipalities in planning and implementing actions related to management, professional training, pedagogical practices, assessment, infrastructure, and educational resources.

The PAR's importance relates to the attempt to bring educational planning closer to needs identified by education systems themselves. Through diagnosis and the definition of actions, the Plan seeks to organize demands and guide technical and financial assistance. However, a planning mechanism does not itself guarantee identical effects in different contexts.

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Each system's institutional, territorial, and administrative conditions can influence how policies are implemented and perceived by professionals.

This issue becomes particularly important in the Amazonian context, where territorial characteristics may relate to access, infrastructure, transport, connectivity, and public institutions' operation. In Amapá, these aspects connect to the state education system's organizational characteristics and differences among the state's urban spaces.

In Macapá municipality, which concentrates a significant share of Amapá's population and administrative structure, the state system serves schools in different sociospatial contexts. Considering these differences is important for understanding how a nationwide educational policy is incorporated into everyday school life and perceived by professionals working there.

From this perspective, this article analyzes perceived contributions of the Articulated Action Plan to basic education quality in two state schools in Macapá, considering teachers' and administrative team members' perceptions. The study seeks to understand how PAR-related actions are perceived in everyday school life and which aspects participants identify as contributions or implementation limitations.

The question guiding the analysis is: how do teachers and administrative team members at two state schools in Macapá perceive the Articulated Action Plan's contributions to basic education quality?

The objective is to analyze teachers' and administrative team members' perceptions at two state schools in Macapá concerning the Articulated Action Plan's contributions to basic education quality, considering management, infrastructure, teaching resources, continuing education, and pedagogical practices.

The article is organized into five sections, in addition to this introduction. The second presents the theoretical foundation concerning federalism, educational management, planning, and the Articulated Action Plan, and contextualizes education in Amapá and Macapá. The third presents the methodological procedures. The fourth brings together results and data discussion, and the fifth presents final considerations.

2. Basic education as a right and educational quality

Brazilian basic education must be understood as a social right and a shared responsibility of the State and family. The 1988 Federal Constitution relates this right to individual development, citizenship, and preparation for work. The National Education Guidelines and Framework Law (Law No. 9,394/1996), in turn, organizes basic education stages and

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establishes their purposes. This legal foundation is important for understanding that educational quality cannot be analyzed solely through enrollment numbers or assessment results, but also through the concrete conditions in which education takes place.

Indicators such as the Basic Education Development Index (IDEB), the Basic Education Assessment System (SAEB), pass and failure rates, dropout, and age-grade distortion are important for monitoring education systems. These indicators, however, cannot independently explain educational quality. Dourado (2007) emphasizes considering how policies materialize in institutions and the conditions of educational work. Freitas (2021) also questions reducing quality to standardized assessment results. Educational quality thus involves several dimensions, including learning, working conditions, professional training, management, and student opportunities.

This discussion must also consider social and territorial inequalities in Brazilian education. Arroyo (2020) emphasizes that educational opportunities are not separate from society's inequalities. In the Amazon, distance, transport, connectivity, infrastructure, and cultural diversity can affect school operating conditions and public policy implementation. Custódio, Foster, and Superti (2013) stress the importance of territorial characteristics when formulating and implementing regional policies. Analyzing the PAR in Macapá therefore requires attention to the specific conditions in which a nationwide policy is incorporated into the state education system.

2.1 Federalism, educational management, and participation

Brazilian education's organization is directly related to the collaboration framework among the federal government, states, and municipalities. Although each federative entity has specific responsibilities, guaranteeing the right to education depends on coordination among government levels. Cury (2021) highlights tensions between decentralization and national coordination, while Farenzena (2022) emphasizes differences in federative entities' administrative and financial capacity. Abrucio (2021) also stresses federative coordination's importance for public policy implementation.

These relationships are particularly relevant when analyzing policies depending on coordination among administrative spheres, as with the Articulated Action Plan. Educational planning does not occur in isolation within schools, but relates to education systems' decisions and conditions. Understanding the PAR therefore requires considering both institutional responsibilities and concrete implementation conditions.

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Educational management is another important dimension of this process. Oliveira (2022) and Libâneo (2021) relate management to the planning, organization, monitoring, and decision-making activities of school operation. In discussing democratic management, Paro (2020) broadens this understanding by emphasizing different actors' participation in decision-making.

This perspective helps consider PAR implementation beyond administrative procedures. Professionals' participation in diagnosing needs, setting priorities, and monitoring actions can bring planning closer to everyday school demands. Management and participation are therefore important for understanding how schools incorporate educational policies.

2.2 Articulated Action Plan and educational planning

The Articulated Action Plan was structured within the Education Development Plan and the All Committed to Education Targets Plan. According to the National Fund for Education Development (FNDE), the PAR organizes public education system actions through needs diagnosis and coordinated technical and financial assistance. Its structure encompasses educational management, education professionals' training, pedagogical practices and assessment, and physical infrastructure and teaching resources.

Organizing the Plan into different dimensions shows that educational quality conditions do not depend on a single factor. Infrastructure, professional training, management, and pedagogical practices are related and can affect the conditions in which education occurs.

Planning is thus an important part of policy implementation. Sousa and Cardozo (2019) emphasize connecting diagnosis, priority setting, and monitoring of PAR-related actions. Planning becomes more meaningful when it connects identified problems to actions designed to address them.

Analysis of the PAR should therefore extend beyond the formal existence of a plan or completion of administrative stages. It must consider whether school needs are identified, how priorities are established, and how actions are monitored. These aspects help explain the professional perceptions presented in this article.

2.3 Limitations and possibilities in implementing the PAR

Educational policy implementation occurs in contexts with different institutional, administrative, and territorial conditions. A nationally formulated policy may therefore have different results and forms of appropriation when it reaches systems and schools.

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França (2015) relates the PAR to educational management and the collaboration framework, while Gumieiro and Militão (2021) highlight implementation differences according to local conditions. Peroni (2022) and Adrião (2023) contribute a critical reading of contemporary educational policies, especially regulatory, management, and control mechanisms.

These contributions show that the PAR offers possibilities for supporting education systems, but its existence does not itself guarantee changes in everyday school life. Between planning and implementation stand professionals, institutions, available resources, and each territory's specific conditions.

For this study, this discussion matters because it enables analysis of participants' perceptions without treating the PAR as a policy with uniform effects. Identified contributions must be understood through investigated schools' concrete conditions and how professionals relate to the actions developed.

2.4 Continuing education and pedagogical work

Continuing education relates to professional development and conditions for teaching work. Freire (2021) understands educational practice as an activity involving reflection and ongoing knowledge construction, while Imbernón (2006) connects professional training to change and reflection on practice.

From this perspective, training actions tend to become more meaningful when they engage with concrete situations teachers experience. Student characteristics, needs identified in schools, and working conditions can guide training action definition.

This discussion is relevant to the PAR because professional training is one of its dimensions. Offering courses or training activities, however, does not automatically guarantee changes in pedagogical practices. Their possible effects depend on the relationship among training, school reality, and teachers' work.

This article therefore considers continuing education part of the conditions that can contribute to pedagogical work, particularly when connected to needs identified by professionals and school characteristics.

2.5 The educational context of Amapá and Macapá

Amapá's educational context must be understood through the state's territorial and socioeconomic characteristics. Located in northern Brazil, Amapá has particular features

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concerning population distribution, infrastructure, and public service access, which also affect basic education organization.

In educational policy, these characteristics reinforce the importance of planning and cooperation mechanisms among government levels. Inequalities among systems and schools require public policies to consider each context's identified needs, preventing educational planning from becoming disconnected from concrete territorial conditions.

Macapá, the state capital, concentrates a significant share of the population and public service network. Urban expansion and differences among city spaces produce distinct demands for educational institutions. State schools play a relevant role in basic education provision and face challenges concerning infrastructure, teaching resources, professional training, and educational policy monitoring.

Data from the Anísio Teixeira National Institute for Educational Studies and Research (INEP) enable monitoring of educational indicators for the state and its systems. Although insufficient by itself to represent educational quality, the Basic Education Development Index (Ideb) is one indicator used to monitor system and school performance.

Considering this context matters for analyzing the Articulated Action Plan, since educational policies are implemented in concrete realities and may be appropriated differently by schools. Macapá's context is therefore the reference for understanding professionals' perceptions at the two investigated schools concerning contributions and limitations of PAR-related actions.

3. Methodology

The study is exploratory-descriptive with a qualitative and quantitative approach, focusing on education professionals' perceptions of the Articulated Action Plan's (PAR) contributions to basic education quality. The adopted approach connected quantitative information, expressed as frequencies and percentages, to participants' perceptions.

The study was conducted at two state schools in Macapá, Amapá: Escola Estadual Professor Gabriel Almeida Café and Escola Estadual Professor Nilton Balieiro Machado. The population comprised 54 teachers and eight administrative team members, totaling 62 professionals. The analysis considered responses from 18 teachers and four administrative team members selected from professionals working at the schools when instruments were administered.

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Information was obtained through questionnaires and interviews with teachers and administrative team members. Institutional and regulatory documents concerning schools and educational policies were also considered, including political-pedagogical projects, school regulations, administrative ordinances, laws, and decrees.

Closed-ended responses were organized into frequencies and percentages, while open-ended responses and interview content were analyzed qualitatively. Data organization considered the following areas: knowledge of and participation in the PAR; educational management; infrastructure and teaching resources; continuing education; pedagogical practices; and perceptions of student performance.

Data interpretation connected quantitative results to participants' statements and theoretical discussions. For student performance, percentages correspond to teachers' perceptions and do not enable a causal relationship to be established between PAR actions and learning outcomes.

Since the study covers two schools and a limited number of participants, the results seek to understand perceptions within the investigated units rather than represent Amapá's entire state education system.

4. Results and discussion

The analyzed data show predominantly favorable participant perceptions of the Articulated Action Plan's (PAR) contributions to the investigated schools' everyday life. At the same time, limitations emerge concerning professionals' knowledge and participation in different policy stages. This relationship between positive perceptions and restricted participation is one of the analysis's main findings.

- Professionals' knowledge of and participation in the PAR

The data reveal different levels of professional knowledge and participation regarding the Articulated Action Plan. Among participating teachers, 17% reported knowing the PAR and participating in its actions, while 45% reported partial knowledge and 38% said they had only heard of the Plan.

Participation in different stages also showed low percentages. Only 16% of teachers reported involvement in diagnosis or planning, 33% in implementing actions, and 11% in monitoring. Although the PAR relates to actions perceived in everyday school life, these findings indicate that knowledge and monitoring are not uniform among professionals.

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This situation deserves attention because participation in diagnosis, planning, and monitoring can bring actions closer to needs identified by the school community itself. Paro (2020) emphasizes participation in management processes, while Cury (2021) and Farenzena (2022) highlight coordination among management levels in educational policy implementation.

The data therefore suggest that expanding professionals' knowledge of the PAR and participation in its stages can bring policy planning closer to school demands.

- PAR contributions to pedagogical work and infrastructure

Despite limitations in knowledge of the Plan, participants perceived its contributions to pedagogical work favorably. Among teachers, 92% fully or partially agreed that PAR-related actions contribute to improving pedagogical practice.

Infrastructure was also identified as relevant. Among teachers, 73% recognized its influence on teaching and learning conditions. This reinforces the understanding that educational quality involves factors beyond classroom work, including schools' available material conditions.

Dourado (2007) emphasizes that educational quality involves different dimensions and cannot be reduced to one indicator. The data consequently suggest that professionals perceive infrastructure, resources, and working conditions as elements affecting pedagogical activities.

The percentages, however, express participant perceptions and do not allow any observed changes to be attributed exclusively to the PAR. Nevertheless, they indicate that Plan-related actions are recognized as relevant to working conditions and school activities.

- Student performance and continuing education

Regarding student performance, 72% of teachers reported perceiving improvements after actions were implemented. This result represents teachers' perceptions rather than direct learning assessment. It therefore cannot establish a causal relationship between the PAR and student performance.

Continuing education also emerges as relevant to pedagogical work. Its contribution tends to be greater when training actions address teachers' needs and everyday school challenges. Freire (2021) and Imbernón (2006) emphasize reflection on practice and connections between training and professional development.

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The data thus reinforce the importance of training actions related to concrete working conditions and needs identified in schools. Continuing education can support teaching when it moves beyond isolated activities to connect with professionals' problems and challenges.

- Identified contributions and limitations

Taken together, the results reveal a situation deserving attention: professionals recognize PAR contributions to different school dimensions, but a significant share of teachers have limited knowledge of the Plan and participate little in stages such as diagnosis, planning, and monitoring.

This relationship shows that educational policy implementation depends on more than resource availability or execution of planned actions. Professionals' knowledge, their participation, and initiative monitoring can also bring policy closer to concrete school needs.

The data consequently indicate that strengthening the PAR involves continuity of actions alongside broader professional participation, initiative monitoring, and coordination among management, training, infrastructure, and pedagogical practices.

The analysis's main finding is therefore the coexistence of favorable perceptions of Plan contributions and still limited participation by some professionals. This relationship highlights the importance of strengthening appropriation, monitoring, and participation processes in developing educational actions.

5. Final considerations

The analysis enabled understanding of how teachers and administrative team members at two state schools in Macapá perceive Articulated Action Plan contributions to basic education quality. Overall, participants perceived Plan-related actions favorably, particularly regarding pedagogical work, infrastructure, and conditions for school activities.

At the same time, the results revealed an important issue: favorable perceptions coexist with limited knowledge and reduced participation by some teachers in diagnosis, planning, and monitoring. The presence of PAR-related actions in everyday school life therefore does not necessarily mean all professionals understand the processes guiding their definition and monitoring.

Strengthening PAR-related actions consequently involves both continuity of initiatives and broader professional participation. Involvement in diagnosing needs, setting priorities, and monitoring actions can bring policy planning closer to concrete school demands.

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Continuing education is also relevant. The results reinforce the importance of training actions connected to teachers' needs and school characteristics, supporting reflection on pedagogical practices and professional development.

The study's limitations must be considered. Its coverage of two state schools and a limited number of participants does not permit generalization to Amapá's entire state system. Moreover, student performance data correspond to teachers' perceptions and cannot establish a causal relationship between PAR actions and learning outcomes.

The conclusion is that the PAR offers possibilities for contributing to educational quality in the investigated schools, but its implementation relates to concrete school conditions and professional involvement. Expanding knowledge of the Plan, strengthening participation, and systematically monitoring actions are pathways toward bringing planning closer to everyday school needs.

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