INSTITUTIONAL ARRANGEMENTS, POPULAR COPARTICIPATION AND GOVERNANCE IN EDUCATIONAL PUBLIC POLICIES: AN INTEGRATIVE LITERATURE REVIEW

ARRANJOS INSTITUCIONAIS, COPARTICIPAÇÃO POPULAR E GOVERNANÇA EM POLÍTICAS PÚBLICAS EDUCACIONAIS: UMA REVISÃO INTEGRATIVA DA LITERATURA

Marcel Pereira Pordeus[1]

Kátia Paulino dos Santos[2]

[1] Doutorando do Programa de Pós-Graduação em Políticas Públicas pela Universidade Estadual do Ceará (UECE) - Conceito 4 CAPES. Mestre em Planejamento e Políticas Públicas pela Universidade Estadual do Ceará (UECE). Especialista em História do Brasil, pela Universidade Federal do Piauí (UFPI). Graduado em Letras: Língua Portuguesa e suas respectivas literaturas pela Universidade Federal do Ceará (UFC). Foi bolsista do Conselho Nacional de Desenvolvimento Científico e Tecnológico (CNPq), com projetos voltados para a Linguística de texto e Análise do Discurso Crítico (ADC). Membro do GETEME/PPGL (Gêneros Textuais: Perspectivas Teóricas e Metodológicas) da Universidade Federal do Ceará. Pesquisador Associado do Centro Latino-Americano de Estudos em Cultura - CLAEC, com o estudo das Teorias e Métodos das Ciências Humanas e Sociais. Foi bolsista de Iniciação Científica do CLAEC/Fundação Araucária, com desenvolvimento do estudo: (Re)Configurações socioculturais em tempos de pandemia: práxis reflexiva sobre o Estado do Paraná/PR.

[2] Doutora em Gestão pela Universidade de Trás-os-Montes e Alto Douro de Portugal (UTAD). Mestre em Planejamento e Políticas Públicas pela Universidade Estadual do Ceará (UECE) e Bacharel e Licenciada em Ciências Sociais pela Universidade Federal do Amapá (UNIFAP). É Reitora da Universidade do Estado do Amapá (UEAP), referente ao quadriênio 2022-2026. Foi Reitora da UEAP no quadriênio 2018-2022. Professora vinculada ao Colegiado de Pedagogia da UEAP, atuando nas Disciplinas Educação, Diversidade e Interculturalidade; Sociedade, Trabalho e Educação; Educação e Relações Étnico-Raciais. É pesquisadora do Grupo de Estudos e Pesquisa em Políticas Educacionais e Gestão - GEPPEG/UEAP e do Grupo de Estudos e Pesquisas em Educação, Diversidade e Interculturalidade (GEPEDI). É professora colaboradora no Programa de Pós-Graduação em Planejamento e Políticas Públicas, da Universidade Estadual do Ceará (MPPP/UECE), atuando como orientadora nos cursos de mestrado e doutorado do Programa.

ABSTRACT

As a researcher and teacher, I insert myself in educational contexts to uncover nuances that are subject to discussion, such as the planning, control, and improvement of educational public policies. During the last years that permeated the 20th century, with regard to the social and political scenario, several transformations occurred, such as crises of health and economic issues in global dimensions and new strategies aimed at international capital, an inherent characteristic of the globalization process, a process which culminated in a tax crisis, unemployment and hunger in countries underdeveloped and emerging, therefore, the need for attention to demands of public management by the State is essential, in view of worsening of these issues. In this sense, it is essential to highlight which encompasses the Brazilian governance scenario, many social and policies that were previously invisible, took space with the process of democratization (Borón, 1995). In fact, this article looks at the conjuncture of public policies in the field of education, governance and its institutional arrangements through an integrative literature review.

KEYWORDS: Educational Public Policies. Governance. Institutional arrangements.

RESUMO

Como pesquisador e professor, insiro-me em contextos educacionais para desvendar nuances passíveis de discussão, como o planejamento, o controle e o aprimoramento de políticas públicas educacionais. Durante os últimos anos que permearam o século XX, no que se refere ao cenário social e político, ocorreram diversas transformações, como crises de saúde e questões econômicas em dimensões mundiais e novas estratégias voltadas para o capital internacional, caraterística inerente ao processo de globalização, processo este

que culminou em uma crise fiscal, desemprego e fome nos países subdesenvolvidos e emergentes, portanto, a necessidade de atenção às demandas de gestão pública por parte do Estado é imprescindível, tendo em vista o agravamento dessas questões. Nesse sentido, é fundamental destacar que, no cenário da governança brasileira, muitas políticas sociais e políticas que antes eram invisíveis, tomaram espaço com o processo de democratização (Borón, 1995). Com efeito, este artigo permeia a conjuntura das políticas públicas no âmbito da educação, a governança e seus arranjos institucionais por meio de uma revisão integrativa de literatura.

PALAVRAS-CHAVE: Políticas Públicas Educacionais. Governança. Arranjos institucionais.

INTRODUCTION

In fact, of this process it is possible to mention three striking characteristics that at a certain point began to align with, or even oppose, the described scenario, namely the demand for better use and optimization of public resources, the need to expand public services, and, finally, a movement of greater pressure with regard to greater transparency and social participation within these processes. Through the movements described, the State, as a political body responsible for meeting social demands, began to understand its redefinition and size, thus giving space to demands arising from a deeper relationship between the body and society in general. This turn in the definition of institutional roles resulted, among the aspects already mentioned, the improvement of provision models and management of public services, as well as increasing efficiency in their use (Arretche, 2012).

When it comes to public policies, its decentralization process is widely defended as a fundamental axle for State reform, being associated with the possibility of bringing the State closer to society, thus favoring the creation of public policies that are more

appropriate to social needs. However, even though the decentralization movement may result in benefits within the community, research reveals that it is capable of causing a certain imbalance in political results, while direct responsibilities to local organizations that may or may not have the capacity necessary management, as well as they may or may not have the precise speeches to its implementation (Arretche, 2010, 2012).

When it comes to the Brazilian reality, these questions become even more complex to be resolved, since, within an extensive and full of social and political inequalities, Federal Government policies coexist of twenty-six different state governments and the Federal District, and more than 5,560 municipalities, all inserted in different contexts and thus presenting their own particularities. Furthermore, when it comes to the decentralization process within of Brazilian territory, what happens is that even though competencies are designated for subnational institutions, this process does not happen from a strengthening of the Federal Government, thus being able to have an interpretation that the consider incomplete, even if within this scenario it is imprudent to full establishment of decentralization.

Thus, as a means of promoting more complete and assertive results in with regard to decentralization, new experiences have been proposed, the example of the motto of our research, we will discuss the institutional arrangements. Institutional arrangements are a process that can make it possible to enhance the involvement of local organizations in the search to solve social problems already known to the community (Fiani, 2013). The institutional arrangements are understood here as specific rules that agents establish for their economic transactions or in political and social relations and which define the form of coordination of processes in specific fields, delimiting who is qualified to participate in a given process, the object and its objectives and the forms of relationship between the actors (Pires, Gomide, 2014).

The analysis of institutional arrangements allows us to observe central variables to understand the definition of the actors involved, how governance is carried out, the

decision-making processes and degrees of autonomy. The aim of establishing institutions arrangements within the community culminates directly in the possibility of the same to be involved in decision-making processes, as well as in the implementation and evaluation of public policies aimed at the community, thus bringing, as a result of this partnership, satisfactory results for all actors involved in the process (Fiani, 2013).

Even though a certain effectiveness is observed in the processes of usufruct of institutional arrangements, the reality is that in different contexts governments go through to act in isolation in the implementation of public policies, which impacts negatively affects the interests of society, which sees them placed second plan, since these isolated actions end up making the actions ineffective employed, causing a greater increase in inequality levels, and, finally, not meet their demands.

Even though the process of introducing institutional arrangements is configured as a new and somewhat unconsolidated alternative, these experiences present a significant movement of transformation, considering that the migration of a management format based on a hierarchy, which acts in a functional and sectoral leading to a more transversal, systemic and intersectoral model, which presents a relevant degree of participation of the actors involved and focused on effectiveness.

2 AN INTEGRATIVE LITERATURE REVIEW

The literature review is, in addition to all the work effort, one of the parts of research that opens our eyes to the topic we propose to look for. Before dealing, for example, with the research kitchen (cf. Prata, 2002), the perspective of a bibliographic survey in terms of review was aimed at for the compilation of a bibliography that returned to the theme, so that facts, arguments, data, and opinions were analyzed, compiled and catalogued, facts, arguments, data and opinions on the subject of the research. Therefore, the theme of my research is governance and institutional arrangements: co-participation as

a premise for the planning, control, and improvement of educational public policies in state of Ceará.

Thus, literature review, before, would be focused on a kind of "the that we have written about issues of co-participation, public policies educational, institutional arrangements, governance, all of this in the state of Ceará"? However, the text made it possible to review some criteria. The construction of a text resulting from research such as a doctorate, requires a huge effort, in combining what is observed in the field (or with the corpus) with data collection, as well as what is analyzed in the literature review, because in this in between, there is a crucial verifying factor, the subjectivity of the researcher.

First of all, it is necessary to point out that the hypothesis of this research has born from the literature review carried out at the time of the doctoral research project, and was the research hypothesis that it would be the condition of institutional arrangements promoted by the government of the State of Ceará and other institutions here researched, work towards the proper functioning of planning, control and improvement of educational public policies.

From this, with the literature review in the construction of the text of qualification of the thesis, the interference of my perception in the collection of data made in the proposed documentary and bibliographic analysis. The recognition of researcher's subjectivity in the research and its own introduction, while professional also involved in the area, precisely because I am also a teacher, graduated in Literature from the Federal University of Ceará, and has a master's degree in Planning in Public Policies from the State University of Ceará, generates me certain vision on the themes, subjects and debates involved in the cycles of educational public policies and the intervening institutional arrangements themselves in the implementation and evaluation process.

When constructing a research, it is important that the theoretical apparatus is constructed, over the course of the research, whether field or not. The review bibliography, in turn, emerges as an important tool to enable the researcher defines the boundary line of

the research, in which he wants to develop his object of study, considering the scientific aspects and considerations appropriate methodologies (Dane, 1990).

In this sense, when we resort to an integrative review, we start to count the possibility of the epistemological encounter of originality and novelty, which together with a well-executed systematic bibliographic review, can lead to consolidation of knowledge for the development of a theory, for example. Hart (1998) explains that this context is the nodal point of recognition the value of a systematic bibliographical review, since as is usual, most of them are focused on narrative fabrics, whose arguments are raised based on the author's own subjectivity and dialogism, disregarding the effectively exploratory aspects of the research, disregarding the accuracy and relevance of the basis of the work.

In the same sense, Gil (2007) shows that a bibliographical review of systematic character cannot be constructed based on incomplete materials, nor inconclusive, since accuracy is the factor that requires a finalization or conclusion on the theme elaborated.

Shaw (1995) states that most of the problems with theories and concepts could be resolved based on systematic bibliographic review, however, to this would require scanning the materials used, so that no those works whose requirements had not been met were passed. The same author (1995) agrees with Levy and Ellis (2006), when they state that when observing the premise, zeal and method well aligned in the bibliographical review of character systematic, these allow other studies to have accelerated results, due to the reliability of the work covered in the accelerated research.

For Cook *et al.* (1997) and Cooper (1998), the systematic bibliographic review is easily constructed and repeated, in the most diverse areas of study, not being any conduct of exclusion is prohibited, except for unfinished materials. For what If we proceed with such a procedure here, it is important to remember that this work aims to list academic materials and publications that deal with institutional arrangements, co-participation, and governance in public policies.

Thus, checking and reflecting on the common aspects that interact when we analyze the categories listed, considering the global context of public policies.

To this end, considering the methodological path and objectives of this work, taking into account the care and relevance of this review in terms of constitution of a doctoral thesis, the article consists of a review research systematic bibliographical, qualitative approach, in which the survey and analysis of scientific and academic journals related to epistemological context of public policies surrounding institutional arrangements, popular co-participation and governance, highlighting aspects aimed at co-participation in public policies, a factor little addressed in the analyses.

Prata (2002), in his lessons, outlines the construction of a path methodological approach endowed with a qualitative approach, which drives the character contradictory paradigm that Kuhn (1978) explained. The author, when mentioning the dichotomy behind the idea of the qualitative approach, explains that while there is a rigorous and skeptical effort to propose a methodological approach, so that effectively step by step of the scientific methodology, there is an undoing of this technique when considering the author's assessments in his consideration qualitative: inherent in qualitative research, the ideas, speculations, constructions synaptic aspects and epistemological and hermeneutical aspects in an interpretation of data and collection of bibliographic material.

About this, Kuhn (1998) states that this zigzag between formalism and subjectivism of research, which allows the construction of a new theory scientific based on that other outdated one, the contradiction is what constitutes the search. To this end, within a systematic bibliography review, Amaral, Conforto and Silva (2011) explain that the central point of the methodology is to consider the criteria for surveying the bibliography and analyzing the data found in the materials.

Lopes and Fracolli (2008) argue that these interpretations must be developed under the analysis of the data found, without being disregarding the particular interpretations of each article, since the research qualitative works with interpretations

and does not use numbers, but topics explanatory documents to present the results found in the materials.

2.1 METHOD

The research began with the search for papers guided and defined by inclusion criteria, which are: scientific papers essentially related to theme and objectives of this study, published in Portuguese, belonging to the Google Scholar platform and the journal Scientific Electronic Library Online (SciELO), in addition to having been produced and published in the last 4 years, that is, in the period from 2020 to 2024. Among the descriptors used are: "institutional arrangements", "popular co-participation", as well as "governance in public policy". We also work with combinations between the aforementioned descriptors which are demonstrated in table 01, below:

Table 01 – Combinations of descriptors used in the review

Institutional Arrangements	*And*	Popular co-participation
Popular co-participation	*And*	Governance in public policies
Institutional Arrangements	*And*	Governance in public policies

Source: Organized by the author.

Regarding the exclusion criteria, we defined that the papers found should comply with the following items: be in the format of reports, media, magazines, books, course conclusion works and thesis or dissertations that had content whose themes were not related to the objectives of this study, written in English and Spanish, found in databases data not included in the Google Scholar platform, from Scientific Electronic Library Online (SciELO) or that had been produced before 2020.

The total number of papers found was 368, using the descriptors above cited, which were reduced to 10 after an analysis of titles and abstracts. The refinement in the search for papers was based on the inclusion and exclusion criteria already cited. Among the 10 papers, 4 were excluded because they did not come close to the theme, leaving 6 papers that are theoretical, which will be presented in the Table 02, shown below.

In the meantime, it is important to mention that not all papers that obeyed what we defined as criteria deal with matters directly related to our themes, and which will therefore be discussed later, in our observations, treated differently, given the presentation of the contextualization and final comments of the paper; without losing its validity scientific or importance of the findings, but demonstrating the limitations and obstacles pertinent to studies of this nature.

Table 02 – Papers included in the bibliographic review

Base descriptor	Data	Source of Data	Author(s)	Title	Source	Year
Institutional arrangements	SciELO	Journal	BUCCI, Maria Paula Dallari; SOUZA, Matheus Silveira de.	The law and public policy approach: themes for a research agenda.	**Sequence (Florianópolis)**, v. 43, 2022.	2022
	Scholar Google	Platform	FONTES, Mariana Levy Piza	Law and the implementation of public policies: paths towards a research agenda.	**GV Law Magazine**, v. 19, p. e2313, 2023.	2023

			COELHO, Ana Célia Rodrigues et al.	The main challenges of public health policies to tackle chronic non-communicable diseases in municipalities in the Brazilian Northeast.	**Public Health Notebooks**, v. 31, p. e31020095, 2023.	2023
Co-participation	SciELO	Journal				
	Scholar Google	Platform	BRITO, Christiane da Silva et al.	Institutional support in Primary Health Care in Brazil: an integrative review.	**Science & Collective Health**, v. 27, p. 1377-1388, 2022.	2022
Governance	SScholar Google	Platform	DE AMORIM, Dênia Aparecida; DE OLIVEIRA, Nicole Batistuta Manzi.	The principle of integrity in Brazilian public governance: a systematic review.	**RAGC**, v. 10, n. 43, 2022.	2022
		Platform	DA SILVA SOUSA, Mayara Rodrigues; SILVA, Fernando Ygor Oliveira; SANTOS, Alexandre Rodrigues.	Governance and the public budget: a systematic review.	**LIBERTAS: Journal of Applied Social Sciences**, v. 13, n. 1, 2023.	2023

Source: Organized by the author.

After filling out this table, we started reading the each of the texts, being a technique widely used by authors who use qualitative approaches to academic research. Among others important characteristics, floating reading is characterized as a general analysis of the information contained in the text, "[...] when the interest is to know what is behind the words it focuses on, that is, it is a search for other realities, through the answers expressed in the questionnaires" (Laham *apud* Bardin, 2016, p. 83). Although we did not work with a questionnaire, but rather with texts, the most important thing at this stage was to select aspects considered relevant to the initial objectives of the literature review.

After that, we group the main subjects into analysis category's theme, and it was possible to establish certain types of correlations between the partial results. Table 3 below, divided into 4 categories, will guide the explanation of the results found in the collection of data relevant to the proposed theme to be researched. Furthermore, it will

demonstrate to readers the results we obtained with the application of the floating reading technique.

Table 03 – Categorization of Papers themes

CATEGORIES	AUTHOR/ YEAR	MAIN THEMES
1	Bucci; Souza (2022)	Public policy assumptions in law and their relationship to the constitution of institutional arrangements.
	Fontes (2023)	Implementation of public policies, law, and institutional arrangements.
2	Coelho *et al.* (2023)	Evaluation of the implementation of public health policies, with negative results for co-participation and co-management in the Northeastern states.
	Brito *et al.* (2022)	Evaluation of management control, institutional support practices and co-participation of workers and the community in general in public health management.
3	De Amorim; Oliveira (2022)	Public governance, the principle of integrity and the conduct of public policy.
	Souza, Silva e Santos (2023)	Governance, public budgeting, and effective implementation of public policies.

Source: Organized by the author.

When considering category 1, referring to institutional arrangements, we have Bucci and Souza (2022) in the first paper, in which they seek to develop the idea of involvement of public policies with the law. The policy agenda public, as the authors explain, is always marked by aspects that go in addition to the content and human material to be implemented and, sometimes, it needs legislative, governmental mediations, including those of third parties, constituting which, briefly, we began to call it institutional arrangement.

Overall, the paper is focused on a policy analysis methodology public and their crossings between each other and between third parties, based on institutions

arrangements, with which you can build government solutions on a large scale broad, complex social problems that require large-scale action.

During the text, Bucci and Souza (2022) explain that the relationship between law and public policies, in practice, can be read as the theoretical part of the institutional arrangements, since these are constituted in such a way that social rights their effectiveness and legitimacy are proven and respected. From these considerations, it raises questions such as which themes can compose a research agenda that crosses law and public policies, in a way that requires the participation of the State as an institution enforcer of benefit rights? The logic of the relationship between public policy and the law is the praxis of fundamental right that is provided for in legal doctrine, in consideration made, institutional arrangements begin to convey this in a clustered, and on a broad scale.

As for the paper by Fontes (2023), it contains the term neoinstitutionalism to indicate a new configuration of institutions that, at the same time, make up the center of activities, they need arrangements between them so that the satisfaction of the legal practice of fundamental rights via public policies is satisfied. In the work, the author explains that there is a relationship between norm, process, and institutional arrangement, which on an increasing scale of involvement generate results that are now evaluated within the perspective of a public policy, such as the satisfaction and materialization of a social right.

By pointing to the process of implementing public policies on procedures beyond the agenda and evaluation of public policy, as there are not Furthermore, experts in bureaucracy and regulatory policy for implementing these same public policies. This context generates the understanding of a public policy that regulated public policy itself, emphasizing the need for a managerialism of these implementations.

For this reflection, he explains that the public policy cycle approach begins to undergo certain modifications with recent studies, considering that, as Fontes (2023, p. 10) explains, "[...] a reduction in importance of the decision process in the policy formulation

stage, accompanied by a movement to bring other moments of the policy production cycle, such as implementation".

When dealing with the logic of building a regulatory policy, Fontes (2023) explains that the difficulties and challenges of constructing a character research multidisciplinary approach to the idea of law, public policies, and the various areas which policies are implemented, is analogous to the analysis of the contexts of implementation of public policies.

There is a pressing concern on the part of the author to highlight that the ways to build a public policy agenda that is effective, depends on some factors, such as: the regulation of institutions in the constitution of the institutional arrangement, regulation of policy implementation, considering that all cycles and decision-making for the implementation of policies are well understood and established.

In category 2, when considering co-participation, this is a descriptive sensitive analysis, as there is little academic-scientific production considering the term, but also being located by synonyms, such as co-management, co-planning. The paper by Coelho *et al.* (2023) presents a research exploratory integrative literature review on the issue of public policies health, considering chronic non-communicable diseases and primary care in health.

Although the thematic context of the paper deviates from the idea of theorizing aspects focused on what constitutes co-participation, what the institution is about and implementation of public policies, weaves the terms in a didactic way, while highlight problems with the situations that involve the construction of an agenda of public policies focused on the thematic object of the paper, considering the difficulties evidenced by the absence of what we are verifying: the co-participation.

In his approach, he explains that Brazil has border configurations specific situations that demand a certain rearrangement from the State, which gives the implementation of certain public policies, such as health. From our results verified in the

papers collected, the authors explain that there is recognition of a bureaucratic profile of interinstitutional articulation, which encompasses issues of human resources, management resources, communication, and governance, evidenced as fundamental for better targeting of strategic actions regarding the intervention process in cases of "health-disease", as explained by Coelho *et al.* (2023, p. 4).

When separating the categories, the authors sometimes express the "[...] limitation in the provision of programs and strategic actions that make health care health an integral and widespread practice" (Coelho *et al.*, 2023, p. 5), in other words, public policies aimed at the care and health of integrative way.

Regarding the idea of co-participation, the authors explain that the several challenges encountered are seen in the complexity and variety of chronic diseases, and that the little appreciation of social determinants in health and the difficulty of establishing a link between territory, people, and public health (co-participation in the implementation of policies), in addition to the absent person or, if little, ineffective intersectorality in the field of health.

The integrative review by Brito *et al*. (2022) brings an important concept and collateral to institutional arrangements and co-participation: institutional support. As explained by the authors, institutional support would be a proposal for appreciation of citizenship, social and fundamental rights, and distribution equalization of power in organizations, that is, the decentralization of power in organizations, which is a point to be raised. Now, organization is different from institution, because the very concept of organization may involve the arrangement of several institutions, so it is important understand, the organization will treat every "entity" that is subject to analysis, regarding co-management of collectives, checking their coefficient of autonomy or freedom (Brito *et al.*, 2022, p. 1379).

This take on the idea of co-management of collectives is a more sophisticated name for co-participation. There is an intertwining of individuals, in this case, who matter for the

management of collectives, which would be the groups to which the certain public policies. In the paper under discussion, as well as in the previous one, the Thematic treatment is focused on public health policies, as, not infrequently, it is one of the sectors whose number of lawsuits is always high, considering the social rights provided for in the 1988 Federal Constitution.

However, there is one point to be mentioned that is highlighted in the paper. At the act of defining co-management, the authors explain that it would constitute a "[...] exercise shared governance of a program, service, system or policy, which presupposes that management functions are exercised between subjects, even with degrees of distinct knowledge" (Brito *et al.*, 2022, p. 1379). On the one hand, the definition pushes the understanding for a logic of co-participation, of distinct individuals participating management of a space capable of implementing public policies, such as the case in the health sector.

On the other hand, there is the idea of a reform in the health organization based on establishment of cooperativity and, at this point, an economic reversal begins. Hiring, for example, cooperative companies would constitute a process of insertion of third parties in the implementation of public health policy? Or would it be an economic reversal, going against what the Charter recommends? Magna regarding the public bidding process for new employees in vacant bodies?

To reach the answer, a separate study is necessary implemented, but the observation is valid when considering the semantic inversion of concepts. In the context of governance, third category, the authors Amorim and Oliveira (2022) and Sousa, Silva, and Santos (2023) go through the same review: governance and public budget.

In the first paper, there is preparation by the authors regarding the idea of the principle of integrity, which would be the set of practices aimed at the fight against corruption. This would be what we call "regulatory policy", the practice of this principle of integrity. What happens is that, just as fundamental rights need state practices (public

policies) for their implementation, the principles also need a practical approach so that they can effectively "recognize", is the case of integrity.

In the paper, the authors emphasize that the idea of governance is a practice still recent and complex in Brazil, but which are focused, when observed in global context, for management practice within public administration. So much that is, article 37 of the Federal Constitution itself brings the primordial principles of public administration, which give rise to the management practice of the public machine, the same occurs with regard to the public budget, which directly impacts the implementation of public policies.

In the result of the paper's systematics, it can be seen that the majority of management organizations analyzed, such as the Federal Police, regulatory agencies and municipalities align with principles of transparency and accountability, with signs of effectiveness in adhering to the principles of compliance and PG (Public Governance). In this analysis, several instruments related to practices, even if recent and complex, of PM in the TCU manual, as well as at the Federal University of Rio Grande do Norte (UFRN), generating the idea of control environment, controlling procedure and monitoring. In other words, it was possible to perceive the implementation, although slowly and gradually, of a controlling practice in public bodies, in order to implement the practice of public governance.

In the paper by Sousa, Silva, and Santos (2023), there was a spread of observation of the budget-governance relationship in different sectors of society, the which are not directly and proportionally benefited. An example mentioned of relevant verification is the fact that the budget focused on Education and Health, as there is the stipulation of a certain budget, but management disregards this budget, always breaking it, in a way that highlights the lack of harmony between this idea of "governance" and "budget". To make it easier understand, let's see as if the country were a company and there is a body that is considered by manager in the implementation of a project (public health policy).

Such a manager determines the expenditure x on the policy, however, for it to be effectively implemented requires an expense of x+10. If there is a need for this plus in policy budget, two paths can be taken, there is the injection of new budget additive in the project and replanning for future new public policies, recognizing the factors disregarded for the increase of this implemented.

 Unlike the path presented, what happens in practice is the adoption of practices, implementation of projects and notices that break the budget, without consider it in its national context, breaking the idea of integrity presented, for example, in the previous paper. The authors also highlight the idea of tourism, even though it is extremely important, it has no relevance in the budget, just as only in the theoretical context were governance actions actually observed, but the practice was endowed with budgetary "pulls", influencing the plans future budgets and the implementation of other public policies.

[...] on the one hand, the possibility of creating efficient channels for mobilization and involvement of the community in the elaboration and implementation of policies and, on the other, the operational capacity of the government bureaucracy, whether in direct action activities or in the capacity effective regulation (Azevedo, 1996, p. 64).

Even though the dialogue about society's participation in policies governments is not something new, as Limonad (1984) highlights, the meaning attributed to social participation in government programs is not a recent innovation but has strong roots in the theory/ideology of modernization, through "integration" strategies for "marginal" populations, later treated as "disadvantaged communities", however nowadays, the discussion presents caveats.

Kissler and Heidemann (2006) further state that there is no single concept, characterizing it as a sociologically "amorphous" concept. In that sense, to understand the real role of governance within the execution of public policies, we take as a basis the statement by Rosenau (2000, p. 15-16), when assert that "[...] governance is a broader

phenomenon than government; covers government institutions, but also involves informal mechanisms, of non-governmental character", governance then becomes related to this way to implement institutional arrangements, while these can establish a link with the "informal mechanisms" discussed by the author.

Public policies cannot by themselves restrict their execution to power government, in this way, what happens is an exclusion of organizations that can contribute positively to their implementation. This is what Souza highlights (2006, p. 6), when he defends the idea that by "[...] focusing on the role of governments, these definitions leave aside [...] possibilities for cooperation that may occur between governments and other institutions and social groups". With effect, it is possible to understand, in this way, the importance of applying the governance for the accomplishment of public policies, especially when this is applies together with other organizations and social institutions, giving voice to community, and thus promoting the fulfillment of social demands.

Regarding the implementation of institutional arrangements that go beyond the Federation-States-Municipalities axle, governance presents itself as a powerful tool capable of promoting inclusion and focusing efforts on population needs presented by each location. In this vein, we can point out as the main factor for the introduction of actions that implement public policies, the structural crisis arising from the Interventionist State, whose government plan proves to be completely ineffective with regard to meeting population needs, thus preventing the restructuring of economy and also the boosting of governance in the administrative sectors (Lotta, 2015).

The same crisis and its worsening at the end of the 20th century, caused by needs arising from the globalization process that the world was going through, were responsible for imposing, from the perspective of Jucá (2018), double pressure times greater on the State, causing in part the constant state challenge of protect its population, which thus required greater effectiveness in implementing public policy.

The new standard of governance promoted by the processes globalizing movements was responsible for demanding a true restructuring of the State in the treatment of social demands and their implementation. Public policies underwent a reformulation, both in terms of its achievement and the social actors who act in this context, in this sense, tools and mechanisms capable of carrying out these processes are introduced into the political scenario, such as in the case of governability. Since governance is the ability to articulate Federal powers in favor of the implementation of its processes, the implementation of institutional arrangements requires, above all, the domain thereof.

Through mastery of governance processes, the governance can now be established, acting in its main function of improvement of public management, contributing to greater effectiveness in implementation of their actions (Lotta, 2015).

Due to this fact, the process of implementing institutional arrangements in Brazilian society is still seen as a challenge. This reality presents itself fundamentally due to the stiffness of the Brazilian constitutional regime, which presents only the Federation and state and municipal powers as agents transformers. Even if there are traditional arrangements, as in the case of public consortia (Brazil, 2005), it is a fact that Brazilian politics still retains a culture of little cooperation in solving problems, especially those social, health and educational issues (Lotta, 2015).

In this way, when there is the influence of a transversal agenda, such as In the Brazilian case, the issues raised are accentuated, especially with regard to concerns social demands, since the problems to be solved are not concentrate solely and exclusively within the administrative limits of municipalities or States. Governance presents itself, in this way, as a solution strategy these problems, however, there are still reservations regarding its implementation and management.

Furthermore, the creation of complex institutional arrangements, combined with good policy governance can add positively to the execution process of public policy. With regard to the growth in the number of shares that meet social needs, complex

arrangements appear as an alternative capable of bringing effectiveness to these processes. Therefore, in addition to the good use of arrangements combined with effective governance policies, the optimization of resources coming from public spheres presents itself as another tool powerful in the development of social actions.

In this sense, within the scope of governance and institutional arrangements, we encourage better public management of resources can contribute both to greater involvement of social actors within of this process, how to ensure integration between them and thus guarantee a better allocation of resources and actions aimed at social and health demands and educational (Lotta, 2015).

Arrangements drawn up by the State can contribute to the effectiveness of their actions, directly impacting the entire chain of preparation and enforcement of public policies. It is also possible to highlight that the introduction of these processes in Brazilian society, mainly within the state of Ceará – which will be our research locus – is capable of promoting important transformations in management practices in the State, also contributing to the training of managers public. Combined with the use of governance, complex institutional arrangements become to be able to construct a reference for state action based on an integration of State-society, promoting more active action, assuming his role as leader and coordinating the implementation of public policies (Lotta, 2015).

National and international systems of criticism expose and confront the educational inequalities between public and private schools and complexes, between municipalities, states, nations, North-South. Assessments of educational inequalities measured and quantified each time with greater refinement and shown by the media, presenting the dishonor of the diversities of capacity of our education; showing, especially, the social, regional, racial, rural, gender, among others that undermine the aptitude of our public educational method.

In these studies, the State is not a central issue, but rather the arrangements and social and institutional actors that make up the entire group that generates and manages an

educational politics. In this sense, the State can be criticized for not being egalitarian in solving social problems, by giving greater care and more resources to some sectors of society than others. The appeal will be for the State to be distributive in the task of allocating resources to resolve issues of society, that public policies are distributive; that in front of inequalities, the State implements compensatory policies as a resolution to the most unequal, that education is a priority for inclusive governance, which provides an equitable scenario for public policies.

In the field of education, as mentioned, we encourage the dynamics of institutional arrangements as a motto for policies to solve needs in reduction of socio-educational inequalities. From this observation, the sets unequal and needy, the self-images of the State, policies and of socio-educational entities with the duty to meet needs, to equip with skills and abilities necessary to reduce non-conforming conditions of placement in literate society, in employability, at least in survival.

Compensation policies, distributing the necessary skills to reduce unequal living conditions. If we reduce inequalities to deficiencies, it will be the State and its educational public policies only have the duty to provide a minimum literacy for the population, a less demanding role than building an egalitarian and fair society (Moreno, 2005).

In this sense, we understand that as the State proclaims the universalization of basic education as an overcoming of inequalities, its exclusively allows entry into unskilled, elementary, survival, reproducing and deepening inequalities, breaking the link between teaching, work, and equity. The job loses its ability to intercede the link between education, overcoming and reducing inequalities, and begins to intervene in production-reproduction and the deepening of inequalities. Educated, but without a job or in precarious jobs, therefore, in ways of living precariously, vulnerable, unstable (Arroyo, 2006).

CONCLUSION

The implementation and organization of public policies aimed at the countryside social situation in Brazil is constantly the subject of debate, past experiences point to for the success achieved of several projects and social plans, which culminated in the economic development, as well as reducing poverty and inequality in the mid-2000s (IBGE, 2011). However, such policies are currently outdated, separated from their initial objective, which makes them less effective in fulfilling their duty partly due to the poor conduct of the projects that deal with social needs, partly due to the lack of dialogue between such projects, which begin to act individually (OECD 2013).

In this scenario of lag, institutional arrangements emerge as a way to respond to previously forgotten needs. Such a management strategy of public policies must consider, above all, the high complexity of the national scenario, since it is a country with continental dimensions, with a vast culture and multiple realities. In this sense, the Federal Government experiences a series of institutional arrangements with the aim of promoting actions effective in seeking to meet the challenges imposed. About institutions arrangements implemented by the Brazilian Government, Lotta and Favareto (2016) argue that there are at least three main points to be observed, being these, the "articulation of intersectoral themes", the "construction of policy management models with coordination between federative entities and civil society", and, finally, "the search for rooting in the local contexts of implementation of policies."

The authors discuss these points of convergence that encompass the arrangements proposed by the Federal Government, however, highlight the differences assessed regarding the promotion of intersectorality, the management models adopted, and the relationships established between government entities and society as a all, fundamental aspects for thinking about the issue of institutional arrangements (Lotta; Favareto, 2016).

The various transformations that occurred on the national scene in recent years have contributed to the debate within the scope of public policies, and how these happen within the country in view of the conception of a democratic Brazil and which Its

constitutional basis is the search for equality. Therefore, we seek to discuss the importance of institutional arrangements for democratic management and aimed at reduction in social inequality rates, as well as the challenges of implement, within the Brazilian reality, such projects.

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