

WELFARE STATE: AN ANALYSIS ON THE EDUCATION DEVELOPMENT INDICES ON BRAZILIAN EDUCATION SYSTEM

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Abstract

This text proposes to present briefly topics related to the state and social protection theme and their impact on the quality of education. They aim to scrutinize the historical order and evolution of the state of social protection and its emergence, as well as its importance not only in Brazil but also in the world within the field of public policies. The discussions about the quality of education in Brazil raise questions about teacher training, financing, physical structure of the building, pedagogical practice, socioeconomic profile of the student and school management - elements considered determinants of the quality of education in a school unit. Within the framework of the discussions are the external evaluations as a way of qualifying the schools and the education systems in the country. The application of tests that assess the academic performance of students from public and private schools in Brazil became a constant from the 1990s, after the State reform and with a new political agenda for the educational area, in view of the reconfiguration of the economy and the valuation of criteria such as efficiency, effectiveness, productivity and competences for Brazilian education. The guiding problem of work is public and social policies as an instrument of the Welfare State. It is based on the hypothesis of the need for public policies at the federal, state and municipal levels that relate to the quality of education and to what is the citizen's right or need in its basic aspects. It is a study described in documentary review and literature. It is hoped to contribute between the relationship of the state of social protection and education and reaffirm its importance for the social and political development of citizens and citizenship.

Keywords: Welfare State. Public Policies. Education.

1. An Introduction

Social scientists have developed several arguments about the importance of social policies, especially those related to the welfare states of the twentieth century. Structuralists and functionalists argue that the social policies of modern nations necessarily converge because of the underlying logic of industrialism, while Marxists treat such policies as responses of the state to the requirements of social reproduction of advanced capitalism. However, most social policy students are more attuned to history and politics - concentrating on two dozen or less industrial capitalist democracies, and they have not explored the alternative ways in which democratic political processes have helped to create programs and to expand social spending. Considerable interest in the independent impact of states in formulating autonomous (local) official social

policies and initiatives and their institutional structures can help shape the political processes from which social policies emerge. In turn, social policies, once implemented, transform the policies themselves.

Education, the right of all and the duty of the State and of the family, will be promoted and encouraged with the collaboration of society, aiming at the full development of the person, his preparation for the exercise of citizenship and his qualification for work (BRAZIL, 1988). The complexity of the Brazilian federal model, the regulatory gaps in cooperation norms, and the patrimonialist view that still exists in many sectors of public management make the task of educational planning quite challenging. To plan, in this context, implies making commitments with the continuous effort to eliminate the inequalities that are historical in Brazil. To do this, we must adopt a new attitude: to build organic forms of collaboration between the educational systems, even though the norms for federative cooperation have not yet been regulated. Constitutional Amendment No. 59/2009 (EC No. 59/2009) changed the condition of the National Education Plan (PNE), which went from a transitional provision of the Law on Guidelines and Bases of National Education (Law No. 9.394 / 1996) to a constitutional requirement at 10-yearly intervals, which means that multiannual plans should take this as a reference. The plan also came to be considered the articulator of the National Education System, with a forecast of the percentage of Gross Domestic Product (GDP) for its financing. Therefore, the PNE should be the basis for the elaboration of state, district and municipal plans, which, when approved by law, should provide budgetary resources for its execution.

The Federal Constitution of 1988 defines, in its Chapter III (Section I, of Education), the roles of each federative entity in the scenario of guaranteeing the right to education:

The federal government should organize the federal education system, finance federal educational institutions, and exercise educational and redistributive and supplementary functions in order to guarantee equalization of educational opportunities and a minimum quality standard of education through technical and financial assistance to states, Federal District and the municipalities. The municipalities should act primarily in primary education and in early childhood education; the states and the Federal District, primarily in elementary and middle schools (article 211, §§ 1, 2 and 3). (BRAZIL, 1988)

The discussions about the quality of education in Brazil raise questions about teacher education, financing, physical structure of the building, pedagogical practice, socioeconomic profile of the student and school management. Elements considered determinants of the quality of education in a school unit. Within the framework of the discussions are the external evaluations as a way of qualifying the schools and the education systems in the country. The application of tests that assess the academic performance of students from public and private schools in Brazil became a constant from the 1990s, after the State reform and with a new political agenda for the educational area, in view of the reconfiguration of the economy and the valorization of criteria such as efficiency, effectiveness, productivity and competences for Brazilian education. State regulation in education, constructed in the perspective of neoliberal governments, denotes a change in the state's own action from the point of view of non-intervention in the economy and in the market, except as an evaluator of services rendered.

In the area of education, two are the state perspectives to be considered. The first of these is the provider

State, which acts effectively in the obligatory and free offer of basic education. The other perspective is the Evaluating State, which establishes mechanisms to assess the quality of education delivered in schools and in education systems, based on the same parameters of effectiveness, efficiency and productivity. In the case of education, the State Evaluator measures and evaluates the quality of education using large-scale tests, whose proposal promotes competitive ethos in school units, as well as passing on to schools' responsibility for the success or failure demonstrated in external evaluations. Based on these tests, tables of performance indicators are elaborated, such as the Basic Education Development Index (IDEB), which gathers information collected from the School Census and the performance averages reached in the Education Evaluation System (SAEB) and in the Brazil Test. The IDEB considers the school flow (promotion, repetition and avoidance) and the student performance averages in standardized tests (external evaluation). The index proposal, therefore, considers only the purposes of education, not its processes, nor its specificities. However, there are some dimensions that contribute to qualifying schools and raising the level of the IDEB, but which are neglected by standardized tests. The type of management, the educational environment, the training and working conditions of the school professionals, their physical structure and didactic pedagogical practice are not considered when assessing the IDEB. However, they are determining factors for quality, insofar as they are articulated in favor of a good school performance.

About education, due to the discontinuities of propositions throughout the history of Brazilian education, it is commonly said that there was no public policy in the area. This expression, in fact, denotes that the action of the State was little effective in relation to the question. However, it is understood that State action can be shown in a continuous, effective and legitimate way, through structured programs, with large or small impacts depending on the way in which the interests of the actors involved in the political decision-making process. It is possible to conceptualize public policy from a statecentric or multicentric approach, considering the monopoly of state actors in the elaboration of policies or the participation of other private and non-governmental organizations in their elaboration, respectively (SECCHI, 2013). Thus, based on the multicentric approach, which includes the multiplicity of actors that participate in this decision-making process, about educational policies, it has become increasingly visible the participation of different actors in the definition of the directions of Brazilian education. This also applies to education policies at various levels and levels.

2. STATE PUBLIC POLICY AND WELFARE STATE

2.1 What is public policy and social policy

Public policies, in brief definition, bring the holistic conception of public management on sectoral social problems. Better exploiting, the State is recognized as the place of recognition, debate and resolution of existing problems in a given society, and public policy is responsible for identifying, planning and solving these problems through a strategic action involving society and the State. The Public Policies have a process of formation of long and medium term, consistent in the phases of recognition of the public problem; formation of a public agenda; formulation of the Public Policy itself; the political decision-

making process for the implementation of Public Policy; implementation of Public Policy; monitoring, evaluation and evaluation of Public Policy; finally, the decision on the continuity, restructuring or extinction of Public Policy.

According to Secchi (2013, p.13), it is important to distinguish essential terms related to public policy. In Bobbio's (2002) conception, Politics, it is human activity linked to the obtaining and maintenance of the necessary resources for the exercise of power over man. In this sense of "politics" may be the most present in the imaginary of people: that of political activity and competition. In a second sense, we have the term Policy, which has a completer and more concrete dimension, synthesizing the relation between decision and action. The term public policy is linked to these second sense of the word "politics". Public policies deal with the concrete content and symbolic content of political decisions, and with the progress made in building and acting on those decisions. (SECCHI, 2013)

Within a context, the Public Policies are form of execution of the decisions taken in the economic planning the mechanism of implementation (execution) of the decisions on the directions of the growth of country or another federated entity. However, when talking about economic planning, it is necessary to speak about the participation of private companies, a participation that, derives from the constitutional model adopted in 1988 that creates the so-called "State Capitalism". In this economic model, classical liberal economic principles are respected, but the "liberal" economy only develops with a strong state presence not only in direct productive activities, but also in the direction and coordination of the economy.

Rodrigues (2010, p.13) proposes a general definition of Public Policies as "the set of procedures that express relations of power and that is oriented to the resolution of conflicts with regard to the public goods". For Souza 2006, there is no public policy doctrine to formulate a General Theory of Public Policies valid for all sectors, but there is consensus about the existence of steps to be followed in each formulation of Public Policies.

Thus, from the theoretical - conceptual point of view, public policy in general and social policy are multidisciplinary fields, and its focus is on the explanations about the nature of public policy and its processes. Therefore, a general theory of public policy implies the search to synthesize theories built in the field of sociology, political science and economics. Public policies have repercussions on economics and societies, hence why any theory of public policy must also explain the interrelationships between state, politics, economy and society. This is also the reason why researchers in so many disciplines - economics, political science, sociology, anthropology, geography, planning, management and applied social sciences - share a common interest in the field and have contributed to theoretical and empirical advances. Public policy can be summarized as the field of knowledge that seeks at the same time to "put the government into action" and / or analyze this action (independent variable) and, when necessary, to propose changes in the course or course of these actions (dependent variable). The formulation of public policies constitutes the stage at which democratic governments translate their purposes and electoral platforms into programs that will produce results or changes in the real world. "(SOUZA, 2006, p.25)

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2.2 Typologies (classifications) of public policies

The study of public policies has been building, over the years, its own theoretical body and a rich analytical tool that helps Policymakers in their task of elaborating public policies. Traditional political science has always viewed politics as a result of the dynamics of confrontation, power struggle and resolution of interests among actors (politics). According to Serafim and Dias (2012), the understanding of a public policy, in addition to identifying its content, must aggregate the assimilation of its purposes, its beneficiaries, the actors involved and its design important factors to capture the conformation and complexity. David Easton (1953) and his followers of the systemic school of political science understood politics as a product of the political process that transforms inputs into decisions and actions. Souza (2006) presents a compilation of the most well-known models used in the construction and analysis of public policies, which, when compared to the Secchi (2013) studies around the five analytical dimensions, can create an excellent nuance of analytical tools which help to explain the choices that support this research on the typologies of public policies' (1972) stated that "policies determine politics", that is, public policies determine the political dynamics. With the contribution of Lowi, the most basic element of a public policy analysis became the verification of the type of public policy being analyzed. The content of a public policy can determine the political process. (Secchi 2013, p.22)

Lowi's typology, formulated initially, is based on the criterion of "expected impact on society" (Lowi 1964, p.689). According to Lowi (1964), there are four types of public policies: regulatory public policies that develop predominantly within a pluralistic dynamic, in which the capacity of approving or not such a policy is proportional to the relation of forces of the actors and interests present in society. Distributive policies, which generate concentrated benefits for some groups of actors and diffuse costs for the whole collectivity / taxpayer. Redistributive policies that provide concentrated benefits to some categories of actors and imply concentrated costs on other categories of actors. Constitutive policies are those policies that define competencies, jurisdictions, rules of political dispute and the elaboration of public policy. (Secchi 2013, p.25). Wilson's (1983) typology is close to Lowi's, because he also works on the criterion of distribution of costs and benefits among the various actors. The policy will be classified according to whether it proposes distribution or concentration of costs and benefits to the whole community or to interest groups: majority politics, entrepreneurial politics, clientelist politics and interest group policies. According to Secchi (2013), Gormley's typology (1986) already innovates insofar as it constructs its categories on ideas of degree of impact on people (affects representative numbers of people) and complexity (in relation to the knowledge necessary for their elaboration). The typology of Gustafsson (1983), has as a criterion of distinction the knowledge and the interaction of the policymaker. It relates the interplay of implementation to public policy with the necessary knowledge for the elaboration and implementation of it, in this way we have the possible results as real politics and pseudo political (with intent to implement) and symbolic and meaningless politics (without the to implement). The Bozeman and Pandey (2004) typology has only one variable, which is the categorization of content in technical or political, polarizing the analyst's gaze to this binomial.

2.3 Ebes Public / social policy as an instrument of WS or Ebes

Social policy consists of a politically defined attribution of citizens' rights and legal duties. These rights consist of the transfer of money and services in order to compensate conditions of need and risk for the citizen who enjoys that right, and who cannot access them with their own resources and / or individual gifts (Offe, 1993). For Santos (1989, p.35), there is a common original incapacity that analysts must clarify conceptually what social politics is, since it has been pointed out as everything that has as its object social problems. Santos still refers to Marshal's response to what social policy is: "Social policy is a widely used term, but it does not lend itself to a precise definition. The sense in which it is of convenience or convention ... and neither will explain what it really deals with matter "(p.35). When we talk about social policy, we are talking about scarcity, lack of resources available in society, negotiation of dissent, and declared difference. Social protection and social policy, in the course of history, are associated with individual and family security needs, which can be satisfied by the intervention of a plurality of public and private actors, capable of providing diverse titles and varying degrees of effectiveness, the protection and sustenance of the weakest subjects. (Girotti, 2000 in VIANA et al., 2005 p.15)

Still for Viana (2005), social protection is divided into three categories. Social assistance - distribution of goods and resources to specific strata of the population: targeted, residual and selective type actions; social insurance - distribution of benefits to specific occupational categories; social security - distribution of benefits, actions and services to all (universal) citizens of a given territorial unit. In this way, we have an important relationship that emerges as a significant variable in the political and social context. It highlights two dimensions that seem to guide the first significations: the first presents the social as that which is present in society, but which is not of the economic order. That is, the residue that remains when economic phenomena are excluded, where the classification of an investigation is given by the separation of what is purely economic (understood also as primordial) of what is left of the explanation, the social. The second is associated with the notion of human welfare in an assistance or humanistic perspective focused on human dignity, charity or mercy. That is, actions that incorporate an assistance dimension of immediate coverage. (DEMO, 1978).

3. WELFARE STATE (WS) CONCEPT

3.1 Concept of Social Welfare State

At the turn of the century. XXI to the XX, a new type of public intervention in the conservative Germany of Otto von Bismarck arises, decades later appear in Labor England of the post-World War II. The new line of action commits the State to protecting society, especially salaried workers, against the risks associated with participation in a market economy. The idea of the "origin" of the Welfare State leads to some historical antecedents of the intervention of the modern State focused on well-being, but, in general, as a localized action, to combat extreme poverty. In England to assist the disabled (meritorious poor) goes back to the 16th century. XVI (Polanyi, 1980). This model replicated in several countries in Europe and the USA. (KERSTENETZKY, 2012).

The Welfare State is the historical form of the state, capitalism of the post-Second War, allows the exercise of current social rights and, at the same time, limits the socially differentiating effects of the market. The national social protection system constitutes the material and dynamic stature that defines and sustains this social dimension of the State. (DRAIBE 2015, p.1028)

Social policies and programs of a different nature, including social insurance, precede and predict, in time, the welfare state. But the novelty of the Welfare State was the consolidation of a particular mechanism of curbs on the gross forces of socially produced inequality by means of an integrated system of rights and social policies. It is in this sense that the welfare state constitutes the social regulation proper to mature capitalism, in the phases of Fordism and post-Fordism. (Agliata, 1976, DRAIBE, 2007)

For Arretche (1996), there are certainly some works by Harold Wilensky, Richard Titmuss and T. H. Marshall that best represent this explanatory concept. Although there are distinctions between them, especially about the reasons for the development of the welfare state - not the reasons for its emergence - there is a common nucleus in its argument, which concerns the impacts of the industrialization process on the form's intervention and performance of the State.

3.2 Periodization: 3 phases

The literature identifies several phases in the development of the welfare state, formalization, consolidation, and expansion. The formative phase of the late nineteenth century until the end of the First World War would have followed the consolidation of the interwar period and the period of frank expansion, known as the "golden years," which stretched from the late 1940s to the mid-1970s.

In the consolidation phase, there was a significant increase in social spending, partly due to the legislative innovations of the previous period, especially with the maturation of social security rights, but partly also because of the advance of labor and social-democratic policy in the period between the wars. (Kerstenetzsky, 2012) In this range, eligibility rules are extended, and coverage of various programs is expanded, benefit amounts are increased (fixed benefits are converted into benefits related to earnings), and compulsory programs become standard. The expansion from 1940 to the mid-1970s is attributed to demographic factors (not only the increase in the number of retirees, but the increase in the proportion of elderly in the population, intensive users of health services); to the material prosperity that generated the resources needed to increase the programs; labor mobilization, socialist parties and other manifestations, such as the civil rights movement in the United States; the role of social spending in the accommodation of capital and labor in the post-war consensus; the increasing density and capacity to mobilize interest groups in favor of sectional interests within the welfare state; increasing rates of urbanization and educational provision facilitating social and political mobilization. (Kerstenetzsky 2012, p.19)

3.3 Typologies: Titimuss, Esping-Andersen

3.3.1 Typology of Titimuss

Titmuss also notes that social policy itself risks fostering states of dependency when it is insensitive to social forces that disconnect individual merit and outcome. This unfortunate consequence would come from his involuntary contribution to the loss of respect, alien and proper, from the "problematic" individuals and groups that he singled out and stigmatized as responsible for his own failures. It is not hard to imagine the negative effects on effort and motivation (of the "poor") - not to mention the negative effects on the willingness for solidarity (of the "non-poor"), often involving underfunded policies. (Kerstenetzsky, 2012)

Titmus's proposal envisaged three Welfare State genres: Welfare State residual, characterized by selective policies, almost always done posteriori, when the "natural" and traditional channels of satisfaction of needs did not solve certain needs and requirements of individuals. The intervention would then have a temporally limited character and should cease with the elimination of social deprivation. The policies developed under this model (selective) would always be directed at particular social groups and referred to certain types of risks or deprivation. Welfare State meritocratic-particularistic (The industrial achievement performance model), that would be the model based on the individual capacities of performance, such as those related to the productivity and the capacity of individual gains. Thus, social policies should only interfere with the correction of certain market failures that might eventually become an obstacle for individuals to meet their needs. "As important as it may be, the welfare system is only complementary to economic institutions." Welfare State institutional redistributive (The redistributive model). In this model, outside the market, rights and welfare benefits are guaranteed to all citizens in terms of minimum levels of income or services, whether state-owned or through institutions with funds passed on by the State.

3.3.2 Typology of Esping-Andersen

In 1990, G. Esping-Andersen, in his book *The Three Worlds of Welfare State Capitalism*, proposed new groupings. The fundamental criterion of grouping used by Esping-Andersen is the degree of de-commodification, that is, the extent to which the systems subtract the worker from the market dependence. The countries and clusters would be arranged in a continuum of de-commodification that would be low in the liberal model, intermediate in the conservative-corporate and high in the social-democrat. In addition to the democratization criterion, the author employs a second empirical criterion called the "principle of stratification" in which six socio-political attributes of welfare systems are combined. (DI GIOVANNI 2016, p.10). In this way, the typologies were divided as:

Liberal - the social hegemony of the business bourgeoisie and the predominance of liberal values centered on private initiative and work ethics have obstructed social reformism and encouraged mercantile solutions also in response to protection needs.

Conservative-corporate - bourgeois hegemony comes in conjunction with the statist tradition, the social doctrine of the church and articulation by categories of the social body, promoting the expansion of generous programs with neglected redistributive effects.

Social Democrat - Social-Democratic hegemony has produced the expansion of a Welfare State supported by public intervention replacing both the market and the family and aimed at promoting a higher standard of equality; guaranteeing the entire population access to the provision of high quality and high-level goods and services.

4. PUBLIC POLICY AND WELFARE STATE IN BRAZIL

4.1 Characteristics of the Welfare State

Institutionally, the State of Social Welfare in Brazil, consolidated between the decades of the thirties and seventies. For Medeiros (2001), the Brazilian Welfare State arises with the character of regulating aspects related to the organization of salaried employees of the modern sectors of the economy and bureaucracy, it is emphasized that, in the initial phase of industrialization, the possibility of using the Welfare State as an instrument of aggregate demand control was reduced due to at least two reasons. First, because problems of overproduction were much more related to the behavior of the external sector than to fluctuations in national demand, and second, because the limited number of beneficiaries of the system limited the effectiveness of policies as a mechanism of expansion of consumption.

The limited redistributive character of the Brazilian Welfare State throughout its development is treated from two angles the autonomy of the bureaucracy and the political power of the workers' movements. After the consolidation phase inaugurated by the military governments of 1964, the Welfare State model lost its populist character and assumed two defined lines, one of compensatory character and the other of a productivism character. The first sought to alleviate the impacts of a development model based on the concentration of wealth and the second sought to contribute to the conditions necessary for economic growth, such as the qualification of labor. However, both presented as characteristics the political and financial centralization in the federal government, the strong institutional fragmentation and regressive character in social expenditures (MEDEIROS 2001, p.4)

In this period, the new demands of society, not only for the State, but also for the Economy, lead to a transformation that aims at a better relationship between these two entities and pursuit, economic development. These changes are manifested in the emergence of national, public or state-regulated systems of education, health, integration and income replacement, social assistance and housing that, along with wage and employment policies, directly or indirectly regulate the volume, rates and the behavior of employment and wages of the economy, thus affecting the standard of living of the working population. Specifically, these are processes that, once transformed the state structure itself, are expressed in the organization and production of collective goods and services, in the assembly of schemes and social transfers, in the public interference on the structure of access opportunities to public and private goods and services, and finally in the regulation of production and private social goods and services. It is important to affirm that the Brazilian standard of meritocratic - particularism type "welfare state", as defined by Titmus. (DRAIBE 1993, p.19)

4.2 Phases: Government Vargas until Lula (1930 – 2010)

The circumstances of the emergence and development of the Welfare State in Brazil are different from those observed in the countries to which the theories referred to refer. In addition to occurring under a different position in the world economy, the Brazilian modernization process is markedly segmented, with modern industrial sectors coexisting with traditional sectors and with the agrarian-exporting economy. The control of the market for industrial products through policies of mass consumption was a secondary aspect for a state concerned with protectionist strategies, availability of inputs and investments in capital goods and infrastructure. (MEDEIROS 2001, P.8)

Still to Medeiros (2001), Social policies in the period before the 1930 Revolution were fragmented and emergentist, although there are indications of the provision of a more global action by the State, such as the institution by law of the National Departments of Labor and Health and the promulgation, in 1923, of the Sanitary Code and the Eloy Chaves Law, the latter on social security matters. Conflicts between capital and labor were regulated by sparse legislation and were dealt with primarily by the police apparatus. Public health issues were dealt with by local authorities, and there was no program of action by the central government to address them. State action was restricted to emergency situations, such as epidemics in urban centers. Education was attended by a very small school network, of an elitist and academic character, that aimed to prepare students for higher education. The reforms of the time (new school) occurred regionally and in a partial way, that is, they were not part of a global education policy.

We have the following periodization of the process of constitution of the Brazilian Welfare State:

1930/1964 - Introduction and Fragmented Expansion

1930/1943 - Introduction

Social and labor legislation, in general, social policies were fragmented and emergency: public health issues, reduced school network and the housing issue was not the subject of public policy. The regulation of wage labor has resulted in the enactment of various laws concerning working conditions and the sale of the workforce. " (Rodrigues, 2010, p.70)

1943/1964 - Fragmented and selective expansion

In 1943, the institutes of retirement and pensions (INSS) were created and the CLT (Consolidation of Labor Laws) was consolidated. Under the populist regime of Vargas, it seeks to promote the regulation of the economy and national policies as a development strategy (national-developmentalism). (Rodrigues, 2010, p.72). Brazil lived a phase of populist democracy, in the relationship between State and working class occur the phenomena called patrimonialism, cooptation and corporatism. We can mention the relatively scarce (in comparison with the previous period) state activism in this area, in the limited democratic period between 1946 and 1964, in terms of the quantity of interventions and in general also of the maintenance of the corporatist orientation of the preceding period. However, there are signs of qualitative change emitted, for example, by the standardization of social security and health care schemes with the Organic Social Security Act of 1960; by the significant recovery of the real value of the minimum

wage at a time when urban workers are already a considerable contingent of the labor force; by the promulgation of the Rural Workers' Statute in 1963, which, despite not having been operationalized, was the subject of an attempt to regulate in 1964, and of an equally failed agrarian reform. Notwithstanding politically failed, it is visible in the period perhaps the most genuine attempt to inflect the welfare model toward universalistic redistributive initiatives experienced in the country. (Kerstenetzsky, 2012)

From the point of view of institutional milestones, the period 1946/1964 is marked by the creation of legal instruments aimed at the functioning of a democratic government. In it, authoritarianism loses space, but populism remains the fundamental feature of the State-Society relationship. (MEDEIROS, 2001)

1964/1985 - Institutional Consolidation and Conservative Restructuring

1964/1977 - Institutional Consolidation

In 1964, with the Military Coup, we have as basic characteristic the universalism, in which the incorporation of a gigantic clientele to social services was not accompanied by a proportional expansion of their provision, having as a result the segmentation of health services and education (the public segment being directed to the poor) and the “residualisation” of social protection.

The military governments initiated in 1964 inaugurated the system consolidation phase, accompanied by deep changes in the institutional and financial structure of social policies, which ran from the mid-1960s to the middle of the following decade. In this period, relatively broad coverage mass policies are implemented through the organization of national public or state-regulated systems for the provision of basic social services. Based on a strongly repressive regime, military governments restore many of the New State's corporatist traditions. This represented a retraction of the role of organized workers' movements in terms of a development model based on the idea that the concentration of income and power in the capitalist core of the economy was a prerequisite for growth. (MEDEIROS 2001, p.14)

1977/1987 - Massive Expansion and Beginning of the New Republic

In this period, cam militaries and the concentration of income - natural result of the previous government. The various changes that occurred after the 1970s to the universalization of the system reinforced its meritocratic-particularistic character. The redistributive character of the system was reduced to a set of assistance programs, with very low minimum levels:

From the point of view of the extension of social rights and the definition of access and eligibility criteria, it is true that universal tendencies have been introduced into the system. (...) However, such universalizing tendencies, which in fact mainly concerned the expansion of access possibilities to social subsystems, as well as the massive expansion of the system and the supply of socially organized social services, are far from giving the Brazilian system characteristics of the "institutional-redistributive" type, but rather reinforced its meritocratic-particularistic character. (Draibe, 1989, pp. 12-13).

Until the 1980s, the Brazilian Welfare State was characterized by federal political and financial

centralization, institutional fragmentation, technocracy, self-financing, privatization, and clientelist use of social policies. (Draibe, 1989, p.15, 1998a, p.302) These are characteristics of a social protection system that does not pretend to function as a redistributive mechanism of the product of the economy. As in the emergence phase, its constitution is directed to the legitimation of the political order and to the defense of the goals set by the government's leadership and expresses both the lack of political power of the workers' movements in general and the lack of autonomy of the bureaucratic machine. In this period, however, the Welfare State has some regulatory power over aggregate demand, since the development model adopted is explicitly based on a segmentation of the society in which the market for national products coincides with the elite of the policy beneficiaries.

1988 - Definition of the new profile (constituent)

After the reformist strategy, from 1985 to 1988, we started the New Republic, which marks the end of the military regime. The milestone of this period is the creation and approval of the Federal Constitution of 1988 that defined that access to free health services is a universal right, creating the Unified Health System.

Several observations must be made regarding the criteria used in this periodization proposal. First, the three major courts (1930, 1964, 1985) consider changes in the political regime and, for 1930 and 1964, changes in the form of the state, then the specific occurrences at the level of the institutions themselves of "Welfare". This criterion seems to us to be indispensable, either because the characteristics of the political regime strongly mark the conception, the molding and the profile of social protection, especially with respect to its universalist, welfare aspects; or, finally, redistributive. In addition, of course, the definition of the relations between social policy and economic policy (at the more structural level of economic and social regulation, as well as in the model of development or adjustment of the economy). (DRAIBE 1993, p.22)

With the democratic transition of 1985, serious social problems in Brazil, marked by pronounced social exclusion, by the spread of poverty, by the persistence or even worsening of wealth and income inequalities, and by delays in the educational system. (Rodrigues, 2010)

1992/2001 - From Collor to FHC:

In the early 1990s, the federative distribution of social charges derived less from constitutional obligations and more from the way historically these services were organized in each policy. Throughout the 1990s, however, the decentralization of charges in the social area took place. The decentralization process, as well as the federative distribution of competencies, assumed a trajectory in each sectorial policy.

2002/2010 - The Lula Government:

With the end of hyperinflation, a window of opportunity was opened for a new phase of social policies in Brazil, which was marked by the reduction of statism, the universalization of access to protection services, greater focus and political support for direct income transfer, such as the Minimum Income, the Continuous Progression Benefit (BPC) and more recently the Bolsa Escola and Bolsa Família programs - the latter of families with a per capita income of R \$ 120 / month. (RODRIGUES 2010, P

77). For the IPEA, the increase in the minimum wage and other social policies generated a decrease in the Gini Index (inequality measure) in Brazil from 2002, from 0.6 to 0.5 in 2009. In the current context of global crisis, the challenge is to reinforce redistribution, reducing socioeconomic inequalities and increasing the quality of our democracy. (RODRIGUES, 2010, p.77)

4.3 Legal frameworks of public educational policies

In Brazil in the 1980s, centralization and authoritarianism were children of the dictatorship, while decentralization and democratization of decision-making and efficiency in public management would automatically move together. Paro (2001) warns that one must be alert to administrative autonomy in order not to confuse decentralization of power with "deconcentration" of tasks and, in relation to financial management, not to identify autonomy with abandonment and privatization. "Decentralization of power occurs insofar as it is increasingly possible for the recipients of the public service to effectively participate, by themselves or their representatives, in decision-making" (PARO, 2001, 84). According to Arretche, 2002, two phenomena occurred in Brazil: reform of political institutions throughout the 1980s, essentially with the resumption of direct elections at all levels of government since 1982, and the deliberations of the Federal Constitution of 1988, recovering the federative bases, extinguished during the military dictatorship. One can identify that Brazil, since 1982, underwent a process of changes in the organization and management of its state and municipal systems, when the framework of Laws 4024/61 and 5692/71 was reinterpreted and adjusted to incorporate the implementation of measures decentralization, municipalization and democratization of education, taking into account the proposals that had been formulated by the sectors of opposition to the authoritarian State. These experiences occurred in several Brazilian municipalities and states with their own nuances in accordance with the initiatives of governments and educational organizations articulated around these changes.

Already in the 1990s, an extensive program of decentralization was implemented, particularly in the areas of social policies. Arretche, draws attention to the fact that the simultaneous occurrence of democratization and decentralization in the same historical process does not mean the same thing - "the denial of authoritarianism and centralization - federalism and decentralization do not imply twin political engineering" (ARRETCHE, 2002, pp. 27). Recently, the Reference Document presented for the preparatory debates for the CONAE 2010 National Conference of Education makes reference to this theme, the educational political reforms in Brazil were oriented by the decentralizing and at the same time, regulating axis, having the educational sector assumed the discourse of modernization, management, decentralization, school autonomy, competitiveness, productivity, efficiency and quality of education systems, in view of the development of competencies to meet the new demands of the field of work (CONAE, 2010, p.37).

Successive attempts at decentralization are noted, while others have remained in manifestations of intent. The different trajectories of each policy, the multiplicity of cases and the different responses of the states generalize difficult. In this sense Arretche (1999) gives as an example:

the supply of school meals entirely managed by the states and municipalities in 1997; 33% of the Brazilian municipalities were able to manage the federal resources destined to the provision of care services; 58% of the Brazilian municipalities in any of the management conditions provided by the Unified Health System (SUS), and 69% of the medical consultations were carried out by federal or state providers (ARRETCHE 1999, 140).

There is a complex picture for the establishment of any parameter in this "unequal and combined scenario that characterizes Brazilian education" (CONAE, 2010, p.31). For Peroni (2003), despite the official discourse, the authoritarianism expressed in the constitutional amendment that instituted FUNDEF can be verified by the centralization by the government of political decisions and management and also in relation to the financing of education. It was established that it is no longer up to municipalities to decide on where to apply part of their resources, as provided by law, these were intended for the payment of teachers of Elementary School in the effective exercise of teaching, not less than 60% of the resources of each fund (15% of resources of the main taxes and transfers, and of the ICMS state quota). Thus, municipalities were restricted in their autonomy, since the definition on the application of all resources was previously defined by FUNDEF standards.

FUNDEF, according to José Marcelino Pinto (2000), had a strong effect inducing the municipalization of education, practically all over Brazil. For Arretche, the Ministry of Education under the Fernando Henrique Cardoso government had, among other points of its reform agenda, "the objective of promoting the municipalization and valorization of Elementary Education" (ARRETCHE, 2002, p.38). The MEC considered that this goal should be achieved even if at the expense of other levels of education. Data from the MEC School Census (BRASIL, MEC, 1997 and 2007) indicate that primary school enrollment in the municipal network, which accounted for 32.9% of public enrollments in 1996, accounted for 53.9% in 2006, with a relative increase of 21%. In practice, FUNDEF accelerated the process of municipalization of primary education and contributed to the improvement of teachers' small salaries, especially in the Northeast. However, it did not encourage the opening of kindergartens and preschools by prefectures and led to the abandonment of state funding. FUNDEB aims to promote the redistribution of resources linked to education. The investments are allocated according to the number of students in basic education - Infant, Primary and Secondary Education - according to data from the previous year's School Census. The monitoring and social control over the distribution, transfer and application of the resources of the program will be done by councils, which have already been created specifically for this purpose. The MEC will act in the capacitation of the members of the councils.

It refers to the main projects involving educational policy, such as the institutional evaluation and the National Curricular Parameters (NCPs) instituted by the MEC in the 1990s. It points to the contradiction of centralization / decentralization, since these projects were centralized as a form of control, "but at the same time they were decentralized, meaning decentralization as outsourcing and not as participation and social control of the representative sectors of the educational area" (PERONI, 2003, p. It should be noted that the Education Development Plan (PDE), presented in 2007, maintains the institutional evaluation policy already instituted by the MEC, emphasizing quality indicators through Prova Brasil and the institution of the Education Development Index IDEB) as a way of verifying the performance of public

education networks and schools in order to define short, medium and long term goals and policies aimed at improving the quality of education - to organize the curriculum of Elementary School: Prova Brasil; Literacy of children: Provides Brazil and the follow-up of the school flow per student - Educacenso.

5. WELFARE STATE AND THE QUALITY OF EDUCATION IN BRAZIL

The debate on the management and financing of public policies has occupied a prominent place in recent years, especially from the new state configuration resulting from the reform process promoted in Brazil in the 1990s. With the explosion of the international crisis of the capital system in 2008, the issue remains at the center of the concerns of those who govern the world's great powers as well as the rulers of peripheral countries, given the foreseeable limitations to the development of social policies, which become even more necessary in times of crisis such as has been affecting the entire planet. The provision of education and schooling, in the Brazilian case, is ensured through federated entities (Union, states, DF and municipalities) based on the structuring of their own educational systems. It is observed that this process is historically marked by the binomial "decentralization, deconcentration of educational actions" (CONAE, 2010, p.31). An avalanche of evaluations has plagued educational institutions. National examinations or mechanisms were developed for a large-scale standardized evaluation of the first year of primary education, such as Provinha Brazil (BRASIL, 2007c), the Basic Education Evaluation System (BRASIL, 2005b), the National Higher Education Examination (ENEM) (BRASIL, 1998), the National Student Performance Exam (ENADE) (BRASIL, 2011b), the National System for the Evaluation of Higher Education (SINAES) (BRASIL, 2004a), the Exam (BRASIL, 2004b), the System of Indicators of Results (SIR) of the Postgraduate Program defined by the Commission for the Improvement of Higher Education Personnel (CAPES) (BRASIL, 2007d).

Certainly, evaluative processes are part of the work routine of the teacher interested in knowing the level of appropriation by the students of the knowledge taught, to reorient their classes, to identify where the students' difficulties are, to review work methodologies. The process evaluation and at the end of the year allow to assess the possibility of the student to continue his studies or not. Assessing is accurate. However, in recent times, reification of quality, taken as an absolute value in evaluation debates, seems to have become the mainspring to generate animosities in the field of public policies and in relation to teachers. Many of the actions foreseen in the Education Development Plan (BRASIL, 2007b). It is justified to consider educational public policies, based on the National Education Guidelines and Bases Law No. 9394, of December 20, 1996, and according to the UNESCO Report (DELORS, 1998). From these milestones, education presents principles that, in addition to reinforcing increasingly the responsibility on the cognitive knowledge adapted to civilization, since these are the bases of the competences of the future, they also include, in its scope, the social responsibility.

Since then, educational policies are considered not only as a permanent process of enriching knowledge, skills and know-how, but also a privileged way of building one's own person, of relationships between individuals, groups and nations. In the contemporary scenario, where the mobility of subjects imposes challenges to societies, the role of education and public policies in education and in dignity is relevant. In

the second half of the 1990s, the pillars on which education must be sustained in the 21st century are seen as the Necessary Utopia, because in addition to cognitive knowledge, learning to learn, and skills, learning to do, for the development of humanity, are inserted: learning to live together, or to live together, to learn to be (DELORS, 1998).

The IDEB is an important indicator in that it shows weaknesses in Brazilian schools related to flow and school performance; however, it is insufficient to measure the quality of education by restricting itself to only these two variables, disregarding other equally important aspects of quality, such as school organizational culture, teaching practice, families' socioeconomic and cultural level, and the style of management and leadership.

Currently, the index is considered the great thermometer of the quality of Brazilian education. However, this only shows statistical or quantitative data. However, it hampers schools to comply with certain standards of conduct, especially school management, to achieve increasingly high marks in the IDEB and to achieve pre-defined expectations of school performance (CHIRINÉA, 2010). A survey conducted in 2010, comparing two schools - one with a higher (8.2) and another with a lower (2,4) IDEB - showed that the type of school management, the organizational climate and teachers' sense of belonging are conditions that favor quality. In addition to these dimensions, it was shown that the socioeconomic and cultural condition of students and their families is also a determining factor for the quality of education. These dimensions are not considered in the composition of the IDEB note, nor in the results presented (CHIRINÉA, 2010).

Thus, in addition to flow and performance referrals, there are other attributes or factors that contribute to the quality of education but are neglected by external evaluation. As a result, and not a quality indicator, IDEB is unable to fully portray the reality of school institutions, because there are other variables that interfere with the quality of education, such as: school management; training and working conditions of teachers; educational environment; pedagogical practice and evaluation, and access and stay in school. Quality, in this sense, is not a watertight factor and cannot be sought only with tests that measure students' cognitive knowledge.

Such variables lead to or contribute to the quality of education. The size of the school, for example, makes a difference in terms of quality. Smaller schools are easier to manage. Schools with more stable teams and lower teacher absenteeism tend to show better results in terms of quality. The director's profile and type of management can influence the quality of educational processes (CHIRINÉA; BRANDÃO, 2015).

For the quality of school education to be formed, it is necessary to consider internal and external inputs, as well as their processes within the school units. The concept of quality cannot be reduced only to school performance, nor can it be taken as a reference for a process of accountability and for building a ranking among schools that, in these perspectives, present themselves as a challenge to education, systems public schools, to professionals working in schools, since, in addition to having to initiate educational processes that allow the assumption and strengthening of local identities, attention must also be paid to the plurality of cultures of migrants, which are legitimate and, in turn, influencing and establishing new cultural constitutions in dialogue with local cultures.

In the area of education, two are the state perspectives to be considered. The first of these is the provider State, which acts effectively in the obligatory and free offer of basic education. The other perspective is the Evaluating State, which establishes mechanisms to assess the quality of education delivered in schools and in education systems, based on the same parameters of effectiveness, efficiency and productivity. In the case of education, the State Evaluator measures and evaluates the quality of education using large-scale tests, whose proposal promotes competitive ethos in school units, as well as passing on to schools' responsibility for the success or failure demonstrated in external evaluations. Based on these tests, tables of performance indicators are elaborated, such as the Basic Education Development Index (IDEB), which gathers information collected from the School Census and the performance averages reached in the Education Evaluation System (SAEB) and in the Brazil Test. The IDEB considers the school flow (promotion, repetition and avoidance) and the student performance averages in standardized tests (external evaluation). The index proposal, therefore, considers only the purposes of education, not its processes, nor its specificities. However, there are some dimensions that contribute to qualifying schools and raising the level of the IDEB, but which are neglected by standardized tests. The type of management, the educational environment, the training and working conditions of the school professionals, their physical structure and didactic pedagogical practice are not considered when assessing the IDEB. However, they are determining factors for quality, insofar as they are articulated in favor of a good school performance.

In this sense, it is not enough to consider only indicators and quantifiable and measurable results without reflecting on the specificities of educational contexts and processes (AFONSO, 2007 in CHIRINÉA, 2010). It is necessary to understand how these dimensions are generated within the schools and how their delineations lead to the educational quality, in addition to the aspects considered by external evaluations and compiled by IDEB. When seeking to contribute with the theme of educational quality, this research aimed to understand the dimensions and dynamics produced within the school that guide or contribute to the qualification of its educational processes. As a parameter of quality analysis, the reference was made to the IDEB and the Quality Indicators in Education, documents elaborated by the MEC / INEP to mark policies, goals and actions that should be undertaken by Brazilian schools in the quest to qualify their educational processes. It should be noted that, while the IDEB is a statistical and quantitative reference of quality, the Quality Indicators in Education are configured in a more reflective perspective, since it articulates the school's own engagement in the struggle for quality improvement. In order to establish parameters for reflection and mobilization of the school, with regard to quality improvement, the Quality Indicators in Education establish fundamental elements called dimensions, namely: educational environment, pedagogical practice and evaluation, teaching and learning of reading and writing , democratic school management, training and working conditions of school staff, school physical space and, finally, access, permanence and success in school.

The IDEB is a statistical indicator, driver of public policies for the improvement of education. Their calculation is based on the length of time students spend in school and the average student performance on standardized tests. The goals of the IDEB are biennial and serve to trace the evolution of the indices of quality education in the country, as well as to mobilize a series of strategic actions of schools and

education systems to achieve the established goals. However, these goals are related only to the means of academic performance of the students and the rates of school performance, there being no connection between the specific contexts of each school or its peculiarities. However, it is understood that these specific contexts lead the school to the results presented by IDEB, thus influencing the quality of education.

6. CONCLUSIONS

Public policy is generally conceptualized as the state in action, that is, the action of the State itself (Müller, 1990 in PARENTE, 2018).

It is the area of knowledge "[...] which seeks at the same time to" put the government into action "and / or analyze this action ... and, when necessary, to propose changes in the direction or course of these actions [...]" (SOUZA, 2006, p.25).

However, there are authors who define public policy also as what the State does not and should do, "[...] everything that governments chose to do or not do" (DYE, 2008, p.1 in PARENTE, 2018). About education, due to the discontinuities of propositions throughout the history of Brazilian education, it is commonly said that there was no public policy in the area. This expression, in fact, denotes that the action of the State was little effective in relation to the question. However, it is understood that State action can be shown in a continuous, effective and legitimate way, through structured programs, with large or small impacts depending on the way in which the interests of the actors involved in the political decision-making process. It is possible to conceptualize public policy from a state centric or multicentric approach, considering the monopoly of state actors in the elaboration of policies or the participation of other private and non-governmental organizations in their elaboration, respectively (SECCHI, 2013).

Thus, based on the multicentric approach, which includes the multiplicity of actors that participate in this decision-making process, about educational policies, it has become increasingly visible the participation of different actors in the definition of the directions of Brazilian education. This also applies to education policies. The models for the expansion of the school day and education are results of the construction of different actors, that is, there is a multiplicity of actors and institutions outlining alternatives and possibilities of building an expanded school. This is due to the action of the State, but the State action, in the configuration of public policies, does not occur in isolation; has received different interventions from various segments of society and public and private institutions. Therefore, we adopt here a concept of public policy that is associated to the multicentric approach; there are numerous education policies being drawn up by different levels of government (Union, states, Federal District, municipalities), but configured with the participation, negotiation and induction of different public and private spheres. This can be corroborated by the diversity of education policies that currently exist in Brazil: education policies formulated and implemented at the same administrative level or by different administrative spheres; education policies implemented with public resources or with public and private resources; education policies implemented within the scope of the Department of Education or intersect orally; policies implemented by the Public Power or through public-private partnerships (PARENTE, 2018).

In view of this conception, it is argued that the State, in the different administrative spheres, has the role of assuming the coordination of this education policy, so that the articulation of school times and times of life does occur and that the different subjects of education have their rights guaranteed to live fair and human times of schooling (PARENTE, 2018).

It is hoped to correlate the Ideb of the school simultaneously considering some factors that potentially impact its value and integrating it as a form of analysis for the education policies, measuring and constructing policies according to its point of view. This challenges educational research to widen its influence in the public debate that revolves around this theme based on well-grounded arguments. However, the one-dimensional use of Ideb, that is, the disclosure of its gross value without consideration of the contextual conditions of schools and their teachers, is what prevails in the public use of the indicator. In this sense, the work corroborates the effort of other empirical studies in order to unveil the conditions to reach the educational quality assessed by the Ideb and other indicators of the same type. It seeks to demonstrate, from the empirical data, that managers should be seen by the students' learning - the expression of the effectiveness of their social function - but also by the contextual conditions to obtain these results. An educational system can only be said of quality if its inequalities are also considered in the analysis of its performance.

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