

## The Intersectorality in the School Health Program: An Analysis of the Guiding Documents in the Work Process for Implementing the PSE

A Intersectorialidade no Programa Saúde na Escola: Uma Análise nos Documentos Orientadores no Processo de Trabalho para Execução do PSE

La Intersectorialidad en el Programa de Salud Escolar: Un Análisis de los Documentos Orientadores en el Proceso de Trabajo para la Implementación del PSE

### RESUMO:

**Introdução:** A inclusão da intersectorialidade nas políticas públicas trouxe a articulação dos conhecimentos técnicos, pois especialistas de determinadas áreas passaram a integrar os grupos de trabalho com representação de mais de um setor. O PSE é uma importante política pública intersectorial que visa promover a saúde e o bem-estar dos estudantes da rede pública de ensino da educação básica no Brasil. Estudos que analisaram essas políticas públicas intersectoriais como PSE, têm identificado várias fragilidades e desafios na implementação de abordagens intersectoriais. **Objetivo geral:** Analisar a intersectorialidade nos documentos orientadores do processo de trabalho para implementação das ações que compõe o Programa Saúde na Escola nos anos de 2021, 2022 e 2023 a nível federal e municipal (Girau do Ponciano -AL). **Método:** Trata-se de uma pesquisa de Análise Documental por meio da Análise de Conteúdo, no qual a análise de conteúdo seguiu a proposta de Bardin, com abordagem qualitativa e de cunho exploratório-descritivo. Os documentos analisados, são textos informativos e diretrizes nacionais e documentos elaborados pelos setores saúde e educação de Girau do Ponciano-AL, os documentos foram então separados em categorias. **Resultados:** os documentos analisados não expressaram explicitamente o princípio ético-político da intersectorialidade na orientação do processo de trabalho, demonstrando dificuldades na articulação entre os setores. **Conclusão:** A proposta do PSE parece depender da eficácia dos Grupos de Trabalho Intersectoriais, destacando a importância de características como reconhecimento, representatividade, capacidade de decisão, ação e comunicação para o sucesso na implementação de políticas públicas intersectoriais nos municípios.

**DESCRITORES:** colaboração intersectorial; serviços de saúde escolar; educação em saúde; política pública.

### ABSTRACT:

**Introduction:** The inclusion of intersectorality in public policies has fostered the articulation of technical knowledge, as specialists from specific areas have started to join working groups representing more than one sector. The School Health Program (PSE) is an important intersectoral public policy aimed at promoting the health and well-being of students in Brazil's basic education public school system. Studies analyzing intersectoral public policies, such as the PSE, have identified various weaknesses and challenges in the implementation of intersectoral approaches. **General Objective:** To analyze intersectorality in the guiding documents of the work process for implementing the actions comprising the School Health Program (PSE) at the federal and municipal levels (Girau do Ponciano, AL) during the years 2021, 2022, and 2023. **Method:** This is a documentary analysis research based on Content Analysis, following Bardin's proposal, with a qualitative and exploratory-descriptive approach. The analyzed documents include informational texts, national guidelines, and documents prepared by the health and education sectors of Girau do Ponciano, AL. The documents were then organized into categories. **Results:** The analyzed documents did not explicitly express the ethical-political principle of intersectorality in guiding the work process, revealing difficulties in coordination between the sectors. **Conclusion:** The success of the PSE appears to depend on the effectiveness of the Intersectoral Working Groups, highlighting the importance of attributes such as recognition, representativeness, decision-making capacity, action, and communication for the successful implementation of intersectoral public policies at the municipal level.

**DESCRIPTORS:** intersectoral collaboration; school health services; health education; public policy.

**RESUMEN:**

**Introducción:** La inclusión de enfoques intersectoriales en las políticas públicas ha propiciado la articulación de conocimientos técnicos, ya que especialistas de áreas específicas se han unido a grupos de trabajo que representan a más de un sector. El Programa de Salud Escolar (PSE) es una importante política pública intersectorial que busca promover la salud y el bienestar de los estudiantes en el sistema público de educación básica en Brasil. Estudios que analizan estas políticas públicas intersectoriales, como el PSE, han identificado diversas debilidades y desafíos en la implementación de enfoques intersectoriales. **Objetivo general:** Analizar los enfoques intersectoriales en los documentos que guían el proceso de trabajo para la implementación de las acciones que conforman el Programa de Salud Escolar (PSE) en 2021, 2022 y 2023 a nivel federal y municipal (Girau do Ponciano, AL). **Método:** Se trata de un estudio de análisis documental mediante análisis de contenido, en el que el análisis de contenido siguió la propuesta de Bardin, con un enfoque cualitativo y exploratorio-descriptivo. Los documentos analizados incluyeron textos informativos, directrices nacionales y documentos elaborados por los sectores de salud y educación de Girau do Ponciano, Alagoas. Estos documentos se clasificaron en categorías. **Resultados:** Los documentos analizados no expresaron explícitamente el principio ético-político de la intersectorialidad al orientar el proceso de trabajo, lo que demuestra dificultades en la coordinación intersectorial. **Conclusión:** La propuesta del PSE parece depender de la eficacia de los Grupos de Trabajo Intersectoriales, destacando la importancia de características como el reconocimiento, la representación, la capacidad de decisión, la acción y la comunicación para la implementación exitosa de políticas públicas intersectoriales en los municipios.

**DESCRIPTORES:** colaboración intersectorial; servicios de salud escolar; educación para la salud; políticas públicas.

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**ID Amanda da Silva Bezerra**

Bachelor's degree in Nursing from the Federal University of Alagoas (UFAL), Master's degree in Teaching and Teacher Education also from UFAL, Substitute Professor in the Nursing program at UFAL, and Coordinator of Primary Health Care in Girau do Ponciano, AL.  
ORCID: <https://orcid.org/0009-0008-3591-8088>

**ID Michael Ferreira Machado**

PhD from the Federal University of Pernambuco (UFPE), Professor of Public Health in the Medicine program at UFAL.  
ORCID: <https://orcid.org/0000-0001-6538-6408>

**ID Diego de Oliveira Souza**

PhD in Social Work from the State University of Rio de Janeiro (UERJ), Professor in the Graduate Program in Social Work at UFAL.  
ORCID: <https://orcid.org/0000-0002-1103-5474>

**ID Túlio Romério Lopes Quirino**

PhD in Psychology from UFPE, Permanent Professor in the Graduate Program in Family Health at the Federal University of Rio Grande do Norte (UFRN).  
ORCID: <https://orcid.org/0000-0002-3136-4777>

**INTRODUCTION**

Intersectorality has gained prominence in public policy as a strategy for overcoming the limitations of isolated sectoral actions, which often have less efficiency and reach, especially in terms of comprehensively meeting social demands and optimizing available

resources. In this context, intersectorality has become an essential requirement, promoting coordination between government institutions and civil society to increase the effectiveness of actions<sup>(1)</sup>.

Understanding intersectorality in the daily routine of public policies requires observing management at differ-

ent levels of government and the multiple interests involved in its formulation and implementation. Incorporating this perspective requires collective processes of knowledge construction and sharing between managers and social actors, with work organization based on cooperation, dialogue, and the integration of diverse knowledge and experiences<sup>(2)</sup>.

The adoption of intersectorality enables greater technical coordination through multidisciplinary working groups, favoring the planning and execution of more comprehensive and effective actions with a direct impact on the population <sup>(1)</sup>. However, challenges remain, especially due to fragmentation between sectors and the predominance of a localist institutional culture, which hinder the integration of practices and the achievement of results <sup>(1)</sup>.

As a democratic public management strategy, intersectorality aims to break down segmentation, promoting complementarity between sectors and ensuring a broad view of complex social demands <sup>(2)</sup>. It is recognized that many social, health, and environmental problems are multifaceted and cannot be solved in isolation, reinforcing the importance of coordinated and collaborative action <sup>(3)</sup>.

The Health in Schools Program (PSE) is a prominent intersectoral initiative in Brazil, the result of a partnership between the Ministries of Health and Education. The program aims to promote the health and well-being of students in the public basic education system, coordinating actions between primary health care and education professionals <sup>(4)</sup>. The PSE integrates physical, emotional, social, and pedagogical dimensions, strengthening cooperation between professionals and expanding the capacity to respond to school demands <sup>(3)</sup>.

Given the difficulties of implementing intersectorality in the PSE, it is essential to analyze how this principle is addressed in the program's guiding documents, allowing the identification of strategies, models, and concepts applicable to different contexts. The analysis of the 2021, 2022, and 2023 documents at the federal and municipal levels (Girau do Ponciano – AL) provides an understanding of how intersectorality influences the work process of professionals and impacts the effectiveness of programmatic actions.

The guiding question of this study was: What is the inference of intersectorality in the work process of professionals involved in the PSE?, seeking to analyze the application of this principle in the guiding documents for the implementation of program actions in the years mentioned.

## METHOD

### Type of study

The study adopted a qualitative, exploratory-descriptive design, focusing on document analysis and based on content analysis for data processing <sup>(5)</sup>. Qualitative research favors the production and interpretation of texts, such as interview transcripts, field notes, and other analytical materials, seeking to deeply understand social, cultural, or human phenomena. In this context, text analysis is an interpretive process in which researchers identify patterns, themes, relationships, and underlying meanings, using interpretive methods to investigate and understand complex phenomena, which is the central purpose of this investigation <sup>(6)</sup>.

### Temporality and locus

The study was conducted in 2021, 2022, and 2023 in the city of Girau do Ponciano, Alagoas. The municipality surveyed has a population of 36,102 people, with sixty (60) school units, in addition to extensions. According to the IBGE, the municipality has a territorial area of 513.454 km<sup>2</sup>, with schools distributed throughout the territory, including in areas that are difficult to access. The school enrollment rate for 6 to 14-year-olds is 94.3%, with the IDEB – Early years of elementary school (public school system) at 4.7 and IDEB – Final years of elementary school (public network) 4.8<sup>(7)</sup>.

### Data source

The collection of documents for analysis was conducted through systematic searches on the websites of the

Ministries of Health and Education throughout 2023, with the aim of finding guidance documents related to the PSE work process that incorporated the concept of “intersectorality” in their context.

## Data analysis and processing

Intersectorality is a polysemic concept, understood as a management tool, strategy, or social practice, and in this study, it is considered an ethical-political principle that brings sectors together and articulates subjects to address the fragmentation of work.

The analysis of the documents of the School Health Program (PSE) in Girau do Ponciano followed Bardin's content analysis <sup>(8)</sup>, with pre-reading, selective reading, categorization, and descriptive analysis, organizing the data into three categories: A) federal documents; B) municipal health documents; and C) municipal education documents.

The discussion included a literature review of national and international articles and PSE policies in the BVS database (2023). The study posed no risk to biosafety or health, thus not requiring approval by CEP/CONEP (Res. 466/12 and 510/16).

## RESULTS

### Category A - documents prepared by federal entities

The documents analyzed in Category A were Decree No. 6,286, dated December 5, 2007, and the PSE Manager's Notebook<sup>9</sup>, in which we sought to analyze the aspects of intersectorality, present or not, that could guide the manager's work in the execution of PSE actions.

**Table 1 - Characterization of the documents analyzed in Category A**

DOCUMENTO	FONTE/ANO	PROPOSTA
Decreto nº 6.286, de 5 de dezembro de 2007	Presidência da República/2007	Institui o Programa Saúde na Escola- PSE, e da outras providências. Art. 1º Fica instituído, no âmbito dos Ministérios da Educação e da Saúde, o Programa Saúde na Escola- PSE, com finalidade de contribuir para a formação integral dos estudantes da rede pública de educação básica por meio de ações de prevenção, promoção e atenção à saúde.
Caderno do gestor do PSE [recurso eletrônico]	Ministério da Saúde/2022	Apoiar a gestão intersetorial e a articulação das redes no território de responsabilidade compartilhada entre saúde e educação, com foco na promoção da integralidade do cuidado em saúde e educação as crianças, adolescentes, jovens e adultos na rede pública de ensino básico.

Source: Brazil<sup>(9,10)</sup>

Federal Decree No. 6,286, dated December 5, 2007, establishes the School Health Program (PSE) and provides other measures. The PSE Manager's Handbook<sup>(9)</sup> aims to provide support for intersectoral man-

agement in a coordinated manner between the sectors, networks, and territories involved, with shared responsibility between health and education, aiming at comprehensive health in the health care and education of children, adolescents, young

people, and adults in the public basic education system<sup>(9)</sup>.

An overview of Decree No. 6. 286, of December 5, 2007, basically addresses the direction of the Program's objectives, in addition to its guidelines for the implementation of the PSE, and the aspects that should be considered in planning the execution of PSE actions. It also addresses the actions that should be carried out and the responsibilities of each Ministry (Health and Education) in the implementation of the program.

After an analytical reading of Decree No. 6,286 and guided by the concept of intersectorality proposed in the study, the excerpts highlighting the organization of work in the PSE were extracted and separated into categories, which are: Category 1 - Coordination between the Health and Education sectors; Category 2 - Comprehensiveness in the PSE; and Category 3 - Intersectoral planning.

**Table 2 - Excerpts mentioning intersectorality**

CATEGORY	EXCERPTS
Category 1	"Art. 2. I. [...] strengthen the relationship between public health and education networks"; "Art. 2. II. Coordinate the actions of the Unified Health System (SUS) with education networks [...]"; "Art. 4. [...] will be developed in coordination with the public basic education network and in accordance with the principles and guidelines of the SUS"; "Art. 5. [...] coordination between the State and Municipal Education Secretariats and the SUS".
Category 2	"Art. 3. The PSE constitutes a strategy for integration [...]"; "Art. 3. II - integration and coordination of public education and health networks"; "Art. 3.V - comprehensiveness."
Category 3	"Art. 3. IV. Interdisciplinarity and Intersectorality"; "Art. 4. XVII - inclusion of health education topics in the pedagogical policy project of schools"; "Art. 5. II - subsidize the integrated planning of PSE actions in municipalities between the SUS and the public education system [...]"; "Art. 5. IV - support state and municipal managers in the coordination, planning, and implementation of PSE actions"; "Art. 6. The monitoring and evaluation of the PSE will be carried out by an interministerial commission established in a joint act by the Ministers of Health and Education."

Source: Brazil<sup>(17)</sup>

Analysis of the three categories of School Health Program (PSE) documents highlights the need for coordination between the health and education sectors and the use of the ethical-political principle of intersectorality for the planning, execution, and comprehensiveness of actions. In Category 1, the coordination of the network based on the principles of the SUS is highlighted; in Category

2, the emphasis is on comprehensive intersectoral work; and in Category 3, the focus is on joint interdisciplinary planning. Despite the importance of intersectorality, the different demands of the sectors and the daily limitations of professionals make its implementation difficult<sup>(10)</sup>.

Decree No. 6,286/2007 indicates the training of professionals to implement the PSE and recommends the application of intersectorality, but

does not detail how to integrate it into municipal practice.

The PSE Manager's Handbook<sup>(9)</sup> serves as a guide, presenting history, adherence, management, financing, monitoring, and an exclusive section on intersectorality, serving as an essential reference for managers. The document was analyzed respecting its internal organization, sections, and chapters, allowing for a structured understanding of the program's spe-

cific content.

In the PSE Manager's Handbook<sup>(11)</sup>, the following excerpts were highlighted in the presentation:

[...] the health-disease process develops in society suggests that this phenomenon does not only affect the health sector [...] intersectoral relations, which, in this case, deal with the dialogue between health and education [...] Talking about health with reference to what is done in schools and what is done in Basic Health Units (BHUs) [...] the Health in Schools Program (PSE), which is essentially intersectoral [...] One of the challenges of implementing the PSE is to produce something common to health and education [...] intersectoral work, centered on shared and co-responsible actions [...] (p. 02)

In the presentation of the PSE manager's notebook, not all sentences speak directly about intersectorality, but they deal with the subject directly or indirectly. It is observed that the concept of intersectorality already has a high profile, mainly as an ethical-political principle of management, prioritizing the participation of various groups in the construction of health. However, although this handbook indicates health prevention and promotion, the guidelines clash with the concept of health-illness, since the presentation of the handbook itself shows that one of the possible challenges of intersectorality lies in the joint production of actions.

The document analyzed emphasizes the need for intersectorality, but at the outset it refers to specific guidelines directed at health, which can generate various interpretations by the two sectors involved, such as that the PSE may be a health program and that responsibility may lie more with one sector than the other, in addition to breaking the concept of intersectorality

as an ethical-political principle of management of the two sectors, by leaning more to one side than the other.

The phrases highlighted in chapter 1 of the PSE Manager's Notebook<sup>(9)</sup>, which are in line with the concept of intersectorality directly or indirectly addressed in the analysis of this research, were:

[...] health and education policies aimed at children, adolescents, young people, and adults in education [...] The PSE was designed to strengthen the integration of public policies, with an emphasis on health and education [...] To this end, the PSE is strategically inserted in the areas of health... and education [...] Education and health professionals are recognized as the main actors [...] The development of shared responsibility between school and health teams is considered a privileged strategy [...] For the program to be operationalized, coordinated intrasectoral and intersectoral planning is essential [...] The main objective of this material is to support intersectoral management and the coordination of networks [...]. (p. 9)

In Chapter 1, intersectorality is marked by an emphasis on the responsibility of the health and education sectors to work together, and how essential this ethical-political principle and the actors from both sectors are to the implementation of the program. To this end, it is necessary to apply intersectorality, highlighting that the material is intended to support intersectoral management. However, despite the emphasis on intersectorality as an ethical-political principle essential for the implementation of the program and to support intersectoral management, this chapter does not point to directions for

the work process or the application of intersectorality in everyday life.

In chapter 2 of the PSE Manager's Notebook<sup>(9)</sup>, the phrases highlighted according to the precepts of this research were:

These movements have contributed to growing technical cooperation between the Ministry of Health (MS) and the Ministry of Education (MEC) [...] In 2003, the Health and Prevention in Schools Project (SPE) emerged, constituting an interministerial action between the MS and the MEC [...] In 2005 and 2006, the MS and MEC formed an Intersectoral Chamber [...] established in 2007 by Presidential Decree No. 6,289 of December 6, 2007, resulting from the federal government's effort to build intersectoral policies [...] the PSE has contributed to strengthening actions from the perspective of integral development [...] Adherence to the PSE ... with decentralized management, which involves commitments from the municipal, state, and federal levels through Intersectoral Working Groups. (p. 12)

Chapter 2 highlights the historical trajectory of health education in schools. These excerpts show the presence of intersectorality as an ethical-political principle in the construction of public policy, which is the PSE, demonstrating that even though there are difficulties in applying this principle today, its essential nature has been constant in the construction of public policies throughout history.

In chapter 3 of the PSE Manager's Notebook<sup>(9)</sup>, many phrases were highlighted, including:

[...] the daily practice of intersectorality in the fields of management is essential [...] municipal health and education managers are committed to a set of goals

[...] This Term is made available every two years (e.g., 2019-2020; 2021-2022, etc.), in a specific period to be published by the MS and MEC, and completed by municipal health and education managers on the e-Gestor APS portal [...] In this sense, the federal management of the PSE develops a set of materials produced in partnership with the areas of the MS, MEC [...]. (p. 14).

The above excerpts highlight management, the work that must be carried out jointly by managers, and the responsibility of federal managers to provide materials to support the other actors involved. One of these materials is the PSE manager's notebook, which we are analyzing. What this documentary analysis research indicates is that there is much talk about supporting and subsidizing and that this requires the use of intersectorality, but when searching for documents for analysis, there was a shortage of guiding documents on the work process and the use of intersectorality in practice, causing managers to resort to the PSE manager's notebook, considering it the guiding document.

Also in chapter 3, the following sentences are highlighted:

It is expected that the SSE will increase recognition of the actions planned and executed within the scope of the program and strengthen integration and coordination between the health and education sectors at the local level. [...] The SSE takes place once a year and addresses a topic related to PSE actions, with the theme and period defined by mutual agreement between the Ministry of Health and the Ministry of Education [...] Therefore, pedagogical strategies can be suggested and enriched by both health and education professionals [...] <sup>(9)</sup> (p. 14).

In the sentences highlighted above from chapter 3, it can be seen that there are inducing actions within the PSE's own actions to try to bring the health and education sectors closer together, but at the same time it indicates that the work can be carried out by a professional from one sector or the other, with the need to affirm that the work should be carried out by professionals from both sectors and that suggestions should be heard from both sides.

In chapter 3, information about the work process stood out when addressing the working groups, which is why the highlighted sentences were:

The PSE proposes the establishment of Intersectoral Working Groups (GTI) as a form of management, [...] The work in the GTI presupposes... interaction with the exchange of knowledge, power, and affection between health and education professionals [...] The intersectoral articulation of public health and education networks [...] Therefore, the GTI must be composed, mandatorily and minimally, of representatives from health and education [...] At the federal level, teams from the Ministry of Health (MS) and the Ministry of Education (MEC) make up the Federal Intersectoral Working Group (GTI-F) [...] At the state level, the State Intersectoral Working Group (GTI-E) is responsible for providing institutional support and mobilizing municipalities [...] At the municipal level, the Municipal Intersectoral Working Group (GTI-M) is composed of at least municipal health and education managers, with the participation of representatives from PHC teams and schools being recommended; students, and people from the local community [...]. The planning involved in the

purchase, storage, distribution, and consumption of any materials acquired, or the contracting of services, must be carried out in a coordinated manner [...] <sup>(9)</sup> (p. 14).

An analysis of the PSE Manager's Handbook shows that intersectorality is presented as a guiding principle of management, implemented by Intersectoral Working Groups (GTI) at the federal, state, and municipal levels, with the participation of representatives from the health and education sectors <sup>(9)</sup>. Despite the clear assignment of roles, the effective application of intersectorality faces difficulties, especially in municipalities such as Girau do Ponciano, where there is only one representative from each sector, and managers accumulate multiple roles.

Chapter 4 of the Handbook emphasizes that "all PSE actions must be planned jointly by health and education professionals" <sup>(9)</sup> (p.1), reinforcing the importance of joint planning between sectors. However, the rest of the chapter focuses on recording and monitoring actions, operationally assigning these tasks to the health sector due to the limitations of information systems.

Thus, intersectorality is treated as a strategic tool for shared management, but its practical implementation is limited by local conditions and the structure of working groups.

In the last chapter of the PSE Manager's Handbook <sup>(9)</sup>, chapter 5, there is a section dedicated solely to the concept of intersectorality, and in this chapter the highlighted phrases were:

[...] intersectorality refers to the process of articulating the knowledge, potentialities, and experiences of individuals, groups, and sectors [...]; In the PSE, there is the challenge of jointly implementing health and education and also incorporating

other sectors [...]; [...] in the field of intersectorality, good practices highlight the importance of strategically building a schedule [...]; The PSE's successful intersectoral management experiences also demonstrate that, in the schedule of activities, periodic meetings take place [...] (p. 42).

In the chapter analyzed, the ethical-political principle of intersectorality is addressed as a concept and instrument to improve the implementation of the Health in School Program (PSE), but it does not detail its practical application in working groups, highlighting only the importance of continuing education for professionals. Category A documents emphasize shared decision-making in the planning and implementation of actions and the need for situational diagnosis and analysis of territories, but do not present clear strategies for overcoming the difficulties of coordination between the health and education sectors <sup>(12)</sup>.

Critical analysis of territories is essential, as inadequate or fragmented

implementation of actions compromises the comprehensiveness and impact of the program, especially in diverse contexts such as schools. When correctly applied, the PSE has the potential to improve the health, education, and academic performance of students, but its effectiveness depends on the constant practice of intersectorality, attention to local specificities, and coordination between sectors to avoid fragmentation of actions.

### Category B - Municipal health sector documents

In the health sector, the Multi-Year Health Plans for the periods 2018–2021 and 2022–2024 were analyzed. These documents were examined to identify concepts related to intersectorality as an ethical-political principle, as defined in this study. Excerpts were extracted that explicitly or implicitly indicated guidelines on intersectorality and the implementation of actions, with the aim of supporting the work process of the managers of the Health at School Program (PSE) in the municipality of Girau do Ponciano–AL.

the Municipal Health and Education Secretariats[...]”<sup>(11)</sup> (p. 15), highlighting co-responsibility, although neither the PSE nor intersectorality are mentioned beyond this point.

The 2022/2024 Municipal Health Plan presents the PSE, the number of schools, 17 Primary Care teams, and the coordination of the health and education secretariats. During the pandemic, activities were adapted remotely, with 13 program actions. However, the plan does not detail the action plan, limiting the understanding of intersectoral execution.

In summary, both plans recognize intersectorality and the PSE, but their practical application is limited. The 2018-2021 plan addresses the topic in only one section, and the 2022-2024 plan describes teams and actions without presenting a concrete action plan, highlighting challenges in the effective integration of health and education.

Also in the 2022-2024 Municipal Health Plan of Girau do Ponciano, after a selective reading in search of references to intersectorality as an ethical-political guiding principle in the work process of managers for the implementation of PSE actions, the following sentences were found:

[...] we also have the support of 17 Primary Care teams, with coordination, representatives from the Department of Education, and dialogue between representatives from different sectors [...] During the pandemic, guidelines were issued in conjunction with the Department of Education, aimed at combating Covid-19 [...] <sup>(9)</sup> (p. 20).

The first excerpt highlights intersectoral work by presenting the number of health teams and the presence of representatives from each sector, suggesting a dialogue between health and education. However, the lack of connection with school teams indicates individualized action by the health sector, demonstrating that the

**Table 3 - Characterization of the analyzed documents in Category B**

DOCUMENTO	FONTE/ANO	PROPOSTA
Plano Municipal de Saúde de Girau do Ponciano 2018/2021	Secretaria de Saúde de Girau do Ponciano/2018	Instrumento de gestão da política do SUS local, se apresenta essencial para a garantia e o fortalecimento dos princípios e diretrizes do SUS.
Plano Municipal de Saúde de Girau do Ponciano 2022/2024	Secretaria de Saúde de Girau do Ponciano/2022	Instrumento de gestão instituído pela Lei 8.080/1990, regulamentada através do Decreto 7.508/2011, que dispõe sobre a organização do Sistema Único de Saúde- SUS por um período de 04 (quatro) anos, obedecendo a aplicabilidade de recursos financeiros.

Source: Brazil<sup>(11)</sup>

The 2018/2021 Municipal Health Plan of Girau do Ponciano highlights the role of the health sector in health education, with the School Health Program (PSE) as an example. Ad-

herence to the PSE seeks to monitor young people and ensure better care. The selected excerpt regarding intersectorality is: “[...]the primary objective is the dissemination of health promotion and recovery actions through

ethical-political principle of intersectorality is rarely applied.

In the second excerpt, there is a report of joint work aimed at combating COVID-19, partially reflecting intersectorality, but without the concept being revisited at other times.

In both documents analyzed, intersectorality is addressed in a restricted manner, highlighting difficulties in effective coordination between sectors. The tendency toward individualized action by the health sector may compromise the integrated implementation of the Health at School Program, making it fragmented and distant from the intersectoral model proposed by federal documents.

### Category C - Municipal documents from the education sector

An official document (memorandum) was sent to the Secretary of Education and Culture and the Pedagogical Manager of Girau do Ponciano-AL, for the pedagogical plans for the years 2021, 2022, and 2023 to carry out a document analysis, using content analysis as described in the methodology. However, only the pedagogical plans for the years 2022 and 2023 were made available. Therefore, the analysis below will be based on the pedagogical plans for 2022 and 2023.

It should be noted that, although the plan is in a single file, each modality has a distinct organization, changing the pattern according to the stage of education.

In the 2022<sup>(9)</sup> general annual Pedagogical Plan for Early Childhood Education, the highlights were:

[...] their development in its entirety; [...] execution and evaluation of the action plan of the teaching units so that the aforementioned document recognizes and respects diversity and responds to each child according to their potential and needs (p. 4).

An analysis of the 2022 and 2023 Pedagogical Plans shows that the education sector recognizes concepts such as comprehensiveness and diversity, but intersectorality is addressed in a restricted and implicit manner, limited to coordination between school coordinators, without direct involvement from the health sector or the School Health Program (PSE)<sup>(9)</sup>. In the 2022 Plan, Early Years of Elementary School, the following stands out: “Meeting with coordinators to socialize the municipality’s Safety Protocol for the implementation of actions to combat the pandemic caused by COVID-19 [...]”<sup>(9)</sup> (p.1), while in the final years: “Restructure (if necessary) the Health Safety Protocol based on a study of materials and meetings with representatives of the Municipal Health Department [...] Monitor the actions planned and implemented in this action”<sup>(9)</sup> (p.28), indicating an attempt at coordination with health authorities, but still restricted to school coordination.

The 2023 Plan, fragmented into four documents by modality, presents in Early Childhood Education: “Hold moments of coordination/alignment to build the proposal with the coordinators of the early years of Elementary School [...]”<sup>(9)</sup> (p.1), and in the final years of Elementary School: “Coordi-

**Table 4 Characterization of the analyzed documents in Category C**

DOCUMENTO	FONTE/ANO	PROPOSTA
Plano Pedagógico anual geral de 2022	Secretaria de Educação e Cultura de Girau do Ponciano/2022	Organizar as atividades das instituições de ensino e os conteúdos que serão trabalhados ao longo do anos
Plano de ação anual 2023 Educação Infantil	Secretaria de Educação e Cultura de Girau do Ponciano/2023	Organizar as atividades da instituição de ensino e os conteúdos que serão trabalhados ao longo do ano letivo da modalidade Educação Infantil
Plano de ação anual 2023 Ensino fundamental/ anos iniciais	Secretaria de Educação e Cultura de Girau do Ponciano/2023	Organizar as atividades da instituição de ensino e os conteúdos que serão trabalhados ao longo do ano letivo da modalidade Ensino Fundamental/ anos iniciais
Plano de ação anual 2023 Ensino fundamental/ anos finais	Secretaria de Educação e Cultura de Girau do Ponciano/2023	Organizar as atividades da instituição de ensino e os conteúdos que serão trabalhados ao longo do ano letivo da modalidade Ensino Fundamental/ anos finais
Plano de organização do trabalho pedagógico e avanços das aprendizagens	Secretaria de Educação e Cultura de Girau do Ponciano/2023	Organizar as atividades das instituições de ensino e do processo de trabalhadores envolvidos na educação

Source: Brazil<sup>(11)</sup>

The 2022 Annual Pedagogical Plan is contained in a single document and covers all professionals involved in the portfolio. The plan is divided into categories: Early Childhood Education, Elementary School – early years (1st to 5th grade), and Elementary School – final years.

In Early Childhood Education,

goals, actions, details, annual implementation period, and responsible parties are described. In Elementary School – early years, goals/objectives, actions, details, annual period, and responsible parties are included. In Elementary School – later years, the goals are numbered (“Goal 01,” etc.), accompanied by actions, details, annual period, and responsible parties.

nation of activities between the various areas of knowledge [...]”<sup>(9)</sup> (p.1), highlighting internal collaboration within the education sector, but without reference to the PSE or other sectors. In the Pedagogical Work Organization Plan: “[...] a significant effort is required on the part of educators, educational policies, coordinated activities [...]”<sup>(9)</sup> (p.1), reinforcing internal responsibility, without mentioning intersectorality.

The documents prioritize internal projects, such as reading development, and guidelines for school managers and coordinators. Only the 2022 plan presents health-related action (COVID-19). Thus, the plans reveal an individualized work process, with the ethical-political principle of intersectorality practically absent, compromising the effective implementation of the PSE in the municipalities analyzed <sup>(9)</sup>.

## DISCUSSION

The School Health Program (PSE) highlights the importance of Intersectoral Working Groups (GTI), especially at the municipal level, as mechanisms for shared management between health, education, and other sectors, aiming at the effective implementation of intersectoral public policies <sup>(13,14)</sup>.

“ A eficácia desses grupos depende de características como reconhecimento institucional, representatividade, capacidade de decisão, ação e comunicação, elementos que favorecem a colaboração e o diálogo horizontal entre setores, frequentemente ausentes na prática <sup>(13)</sup>. ”

Studies and analysis of official documents reveal that, despite the innovative potential of the PSE in integrating health and education, intersectorality faces significant obstacles, including limited communication, fragmentation of responsibilities, lack of integration in school curricula, and lack of technical training for joint action <sup>(9,10,14,15,16)</sup>. The literature highlights that organizational fragmentation, divergent institutional priorities, incompatible agendas, and insufficient resources compromise the implementation of intersectoral actions, restricting the holistic approach to school health and favoring welfare or personalistic models to the detriment of student empowerment and social participation <sup>(9,14,16)</sup>.

Furthermore, analysis of the 2022 and 2023 pedagogical documents showed that coordination between sectors is practically nonexistent, with explicit incorporation of the PSE into political-pedagogical projects being rare, as provided for in Decree No. 6,286/2007 and in the National Common Core Curriculum <sup>(7,10,15)</sup>.

Thus, although the PSE has great potential as an intersectoral public policy, its success depends on strengthening ethical and political intersectorality, effective communication, collaboration between sectors, and continuous technical training, overcoming historical challenges of fragmentation and ensuring the integral development of students, an aspect that remains limited by the lack of complete documentation, such as the 2021 Pedagogical Plan, making full comparative analyses impossible <sup>(10,13)</sup>.

## CONCLUSION

The analysis of the School Health Program (PSE) shows that the main challenge for its implementation is the articulation between the health

and education sectors, hindering the application of the ethical-political principle of intersectorality and potentially generating fragmented actions, in disagreement with the proposal of comprehensive care for students. To overcome these challenges, it is essential to promote mutual understanding of each sector's priorities, develop effective communication and coordination strategies, create interdisciplinary working groups, share resources and knowledge, and establish clear policies and guidelines to guide intersectoral collaboration.

The effectiveness of these practices depends on power sharing, continuous dialogue, and horizontal decision-making, which strengthen a holistic and collective approach. In addition, training and raising awareness among health and education professionals are essential to consolidate a collaborative culture, integrating health education into the school curriculum and promoting health and well-being in schools in a sustainable manner. The effective implementation of the PSE therefore requires continuous efforts, integrated strategies, and institutional commitment to ensure that intersectorality translates into concrete and effective actions in promoting student health.

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