

Evaluation of the implementation of Public Policies in Education: The case of Capes *PrInt* at the Federal University of Rio de Janeiro*

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Abstract

This paper aims to contribute to the scientific production of public policies dedicated to understanding the challenges of implementation and the gap between what is planned and what is executed, allowing for reflections on the improvement of this process. To achieve this, the study employed a qualitative research approach through a case study. As a result, 8 analytical categories were generated to map the friction points encountered during the implementation process of Capes *PrInt* at UFRJ: (1) administrative autonomy, (2) management of financial resources, (3) overload of human resources in Higher Education institutions, (4) reports and evaluation methodologies, (5) changes in rules mid-course, (6) external contextual issues, (7) institutionalization of internationalization, and (8) centralization of communication.

Keywords: Public Policies. Education. Implementation. Internationalization. UFRJ.

1 Introduction

The Institutional Program for Internationalization (Capes-*PrInt*) was an initiative launched by the Coordination for the Improvement of Higher Education Personnel (Capes) in 2017 (Brasil, 2017). Initially planned for a duration of 4 years, Capes *PrInt* aimed to provide resources to national Higher Education institutions to

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strengthen their international presence by promoting academic mobility, scientific and technological cooperation, as well as the formation of international research networks (Brasil, 2020). With an annual budget of 300 million Brazilian Reais (BRL) (approximately 92,3 million USD in 2017 values), allocated among the participating Graduate Programs, Capes *PrInt* proposed an institutional framework to concentrate the international insertion and cooperation initiatives of Higher Education Institutions (HEI) with foreign entities across various fields of knowledge (Brasil, 2023).

The launch process of *PrInt* occurred through a public call from Capes (Brasil, 2017). Following this stage, Capes welcomed proposals from various national HEIs, which were responsible for submitting a strategic internationalization plan. These proposals underwent a technical evaluation by peer experts, who considered criteria such as the academic quality of the HEI, scientific relevance, available infrastructure, and capacity for international cooperation. At the end of the process, 36 Brazilian HEIs that demonstrated potential for the internationalization of their Graduate Programs were selected. Among the institutions awarded by the *PrInt* was the Federal University of Rio de Janeiro (UFRJ), with 58 of its 132 Graduate Programs participating in Capes *PrInt* (Brasil, 2020), enabling the allocation of approximately BRL 56,4 million from the program to the institution.

However, a few months after UFRJ joined the *PrInt*, various administrative issues began to arise. Within UFRJ, as required by the Capes Call for Proposals, the management of the program was assigned to the Vice-Rectorate of Graduate Studies and Research (PR-2), which took on the responsibility for liaising between the coordinators of its participating Graduate Programs and Capes. Since *PrInt* was proposed as a participatory public policy (Newman, 2005), the institutions selected for the program enjoyed a certain degree of autonomy in managing the resources. However, the lack of clear guidelines, particularly regarding the evaluation of the program's results and accountability, led to an administrative overload within the internal structures of the HEI and the Graduate Programs themselves, which began to question the cost-benefit of the program.

In parallel, contextual issues brought by the COVID-19 pandemic between 2020 and 2023 directly impacted internationalization actions, resulting in a surplus of resources and a consequent extension of *PrInt* until 2024 (Universidade Federal do Rio de Janeiro, 2023b). Considering this context, the present work aims to contribute to the scientific production of public policies, particularly

those dedicated to understanding the gap between what is planned and what is executed (Arretche, Barreira, Carvalho, 2001). It is essential to recognize that support programs for science and internationalization, such as Capes *PrInt*, should be understood as strategic initiatives that require study and improvement. Thus, through the case of UFRJ, it is possible to reflect on enhancing the implementation and monitoring of goals and the evaluation of educational public policies.

2 Evaluation of Public Policies in Education

The evaluation of public policies is a systematic process aimed at analyzing the impact, effectiveness, efficiency, and sustainability of government policies in the short, medium, and long term, even with limited resources (Grindle, 2004). Evaluation mechanisms with clear indicators, defined before the project's implementation, are essential for promoting accountability for public funds and improving decision-making by managers (Samset, Volden, 2016). The choice of methodology will depend on the context and objectives of the project (Volkery, Ribeiro, 2009).

Among the methodologies, impact evaluation stands out (Bouillon, Tejerina, 2006), which measures and analyzes the effects of policies on individuals, communities, sectors, and stakeholders. This approach typically compares a group with access to the policy to a control group (Loi, Rodrigues, 2012) to determine if there has been a positive effect. A second methodology is process evaluation (Butterfoss, 2006), which focuses on the procedures and activities during implementation. It analyzes whether the processes were executed properly, identifying obstacles, errors, and best practices to improve efficiency and effectiveness (Vedung, 2017). This can be used at the end or at the intermediate stages of the project for corrections and improvements.

A third method is cost-effectiveness evaluation (Verguet, Kim, Jamison, 2016), which compares implementation costs with achieved benefits. This approach is necessary because many policies, despite their positive impacts, can be costly, making them negative in terms of opportunity cost. The search for identifying policies that provide better results in terms of cost-return, although challenging, is essential in planning (Munoz, 2016). Finally, a more qualitative approach seeks to understand perceptions, experiences, and subjective impacts (Maxwell, 2020), using mechanisms such as in-depth interviews, focus groups, document analysis, and participant observation. Haynes (2008) emphasizes that these approaches are complementary and should be planned for the different phases of the project.

The implementation of public policies should always be accompanied by planning and monitoring phases (Hill, Hupe, 2002), within a framework of before, during, and after. A good public policy should prioritize its participatory nature, involving contributions from stakeholders in the implementation (Bovaird, 2007). Only then will public policy be comprehensive and yield legitimate results. Public managers need to employ rigorous and measurable evaluation methodologies and be aware that good evaluation requires a multidisciplinary approach, contributing to sustainable development (Fischer, Miller, 2017).

However, there are significant challenges. The evaluation of public policies, especially in emerging countries (Ferraro *et al.*, 2012), faces difficulties in establishing cause-and-effect relationships, and the lack of reliable data and external factors are barriers (Oliver *et al.*, 2014). Recently, the integration between public policy evaluation and institutional evaluation has been recognized as essential (Leite *et al.*, 2020), allowing for a more comprehensive analysis that considers expected outcomes and institutional processes. This provides a complete view of the internal and external dynamics that affect the success of government initiatives, valuing both quantitative results and the quality of processes and institutional interactions (Tavares, Oliveira, Seiffert, 2011).

The process of evaluating public policies in Education is no different, being a priority issue for governments (Hilbert, Miles, Othmer, 2009). To measure impact and effectiveness, it is necessary to have clear objectives and a methodology for data collection, analysis, and interpretation (Goldstein, Woodhouse, 2000). Recent literature emphasizes the need for flexible and adaptable methodological approaches (Macena, Justino, Capellini, 2018), tailored to the specificities of each institution for critical and contextualized analysis. The development of indicators that reflect institutional realities and the diversity of educational environments is fundamental to aligning policies with needs and capacities (Brito, Siveres, Cunha, 2019).

First, the objectives of the policy need to be clearly defined, realistic, and achievable in the planning phase (Berry, Taylor, 2014). Working with overly optimistic goals that are detached from reality can lead to ineffective policies (Saetren, 2005). Connected to the objectives are the performance indicators, which must be appropriately selected (Guthrie, Neumann, 2007). These can include completion rates, assessment outcomes, literacy rates, and access to Education, among others. For Higher Education internationalization policies, such as Capes *PrInt* (Oliveira, 2019), indicators included the growth of visiting

foreign professors, international projects, international network formation, and opportunities for sandwich doctoral programs, among others.

One of the biggest challenges is data collection (Fernandes *et al.*, 2019). Although it can be conducted through surveys and administrative records, forms with misaligned questions with objectives and a lack of engagement from the target audience are obstacles (Vargiu, 2014). The way data is requested impacts the analysis; qualitative data, for example, limits statistical techniques. The impacts of public policy on improving the quality of Education, reducing inequalities, and increasing access to Education are determinants of its efficiency and effectiveness (Kelly, 2012). Such issues, in addition to following the logic of resources versus results, should be collaboratively constructed with the educational community (Rubin, 2009), as their perceptions can provide valuable insights and allow adjustments.

The process of evaluating public policies in Education needs to be continuous (Abera, Kedir, Beyabeyin, 2017), especially considering Education as a priority of the State. The sustainability of educational policies that evolve from identifying successful cases and areas for improvement allows adjustments that promote educational quality (Braga, Checchi, Meschi, 2013), including aspects of internationalization. However, the implementation of effective evaluations still faces challenges such as institutional resistance and the complexity of educational contexts (Menezes, 2025). Therefore, it is necessary to conduct evaluations that include the active participation of institutional actors, fostering collaboration and continuous learning (Chrispino, 2023).

3 Method

Through the application of qualitative methods (Yin, 2005), this study aims to contribute to the scientific production of public policies, particularly focused on understanding the challenges of implementation and the gap between what is planned and what is executed (Arretche, Barreira, Carvalho, 2001), allowing reflections on improving the implementation of educational public policies. The case study approach was utilized in this work due to its widespread use in research aimed at understanding the complexity of specific phenomena in particular contexts.

Data sources included semi-structured interviews with agents involved in the implementation process, participant observation, and document analysis. Additionally, the researchers had the opportunity to engage with the natural

environment where the phenomenon occurred, allowing interaction with participants within their work context.

Among the sectors addressed, emphasis was placed on the Vice-Rectorate of Graduate Studies and Research (PR-2), responsible for the administrative management of *PrInt* at UFRJ; the General Superintendency of International Relations (SGRI), responsible for managing international technical-scientific cooperation agreements and mobility; the Capes *PrInt* Management Committee, responsible for formulating and implementing the *PrInt* UFRJ project; and the Support Center for Graduate Policies and Research (NAPPs), responsible for the operational management of *PrInt* at UFRJ, as shown in Table 1.

Table 1 – Interviewees

No.	Position	Department/Sector	Time (min)
1	Superintendent	General Superintendency of International Relations	39
2	Coordinator	Support Center for Graduate Policies and Research	48
3	CAPES PrInt Project Coordinator	Graduate Program in Chemical Engineering	43
4	Research Superintendent	Vice-Rectorate of Graduate Studies and Research	24
5	Graduate Studies Superintendent	Vice-Rectorate of Graduate Studies and Research	57
6	Representative	CAPES PrInt UFRJ Management Committee	42
7	Administrative Assistant	Support Center for Graduate Policies and Research	24
8	Representative	CAPES PrInt UFRJ Management Committee	33
9	Academic Coordinator	General Superintendency of International Relations	43
10	Educational Affairs Technician	Support Center for Graduate Policies and Research	36
Total			389

Source: Prepared by the authors, 2024

The interviews were recorded with the consent of the interviewees and subsequently underwent a transcription process. The 389 minutes of recorded interviews resulted in 124 pages of primary data. A consistent interview script was applied to all respondents, consisting of a qualitative first part with 7 questions, followed by an objective second part containing 11 questions in which respondents were asked to rate from 1 to 5 based on their perceptions of the impact of Capes *PrInt* at the UFRJ. A score of 1 represented total

disagreement with the statement, 2 indicated disagreement, 3 indicated neutrality, 4 indicated agreement, and 5 indicated total agreement. For this second stage, all questions were aligned with the institutional objectives established by the *PrInt* UFRJ project.

The choice of UFRJ as the subject of this study is justified by its significance as one of the oldest and most important higher educational institutions in Brazil. Founded in 1920, UFRJ stands out as the largest federal university in the country, with over 53,500 undergraduate students, 15,700 graduate students, 4,240 faculty members, and 3,520 technical-administrative staff (Universidade Federal do Rio de Janeiro, 2023a). In terms of its relevance for teaching and research, the institution is also recognized as one of the best universities in Brazil and Latin America, having been ranked as the best federal university in the country for ten consecutive years by the Center for World University Rankings (CWUR) (França, 2023). Regarding graduate Education, the university offers approximately 200 *lato sensu* (applied knowledge-focused) specialization courses, in addition to 132 *stricto sensu* (research-focused) graduate programs (Universidade Federal do Rio de Janeiro, 2023a).

Finally, after transcribing the interviews, the data were coded and categorized to identify themes and patterns. As a result, a framework presenting 8 key friction points in the implementation of Capes *PrInt* at UFRJ is proposed, which are: (1) administrative autonomy, (2) management of financial resources, (3) overload of human resources in Higher Education institutions, (4) reports and evaluation methodologies, (5) changes in rules mid-course, (6) external contextual issues, (7) institutionalization of internationalization, and (8) centralization of communication.

4 Results and Discussion

Throughout the initial 4 years envisioned for *PrInt*, the expectation was that the program would generate over BRL 56 million in internationalization promotions solely at the UFRJ. Viewing internationalization as a strategic action was relatively new, and *PrInt* aimed to address one of the inefficiencies of previous government programs that suffered from a lack of objectivity, such as the Science without Borders (*Ciência sem Fronteiras*) program (Barbosa, Almeida, Farias, Chalco, 2022).

Thus, Capes *PrInt* was able to mobilize the creation of an internationalization policy for UFRJ, which previously did not exist, concentrating various actions that were previously dispersed. Another important change was the establishment

of the SGRI, replacing the former Directorate of International Relations (DRI), indicating an increase in the significance of the agenda. However, despite the new superintendency unifying the issue of international agreements, which intensified with *PrInt*, the SGRI did not directly engage in the administrative routines of *PrInt*.

Another notable change was that “before Capes *PrInt*, mobility and internationalization actions were individualized and fell under the responsibility of each of the institution’s Graduate Programs. Capes *PrInt* was able to unify and standardize actions, giving the administration visibility over the internationalization of its graduate programs that was previously impossible” (Interviewee 1). With this, “*PrInt* brings an interesting perspective by thinking about internationalization institutionally, rather than individually” (Interviewee 2). On the other hand, “there was a transfer of administrative and financial responsibility for the Graduate Programs, on a thing that has traditionally been the responsibility of Capes. This ended up generating an administrative overload for UFRJ, which was already suffering from a lack of personnel” (Interviewee 3).

This can be seen, for example, in the issue of transferring resources for a professor on a mission abroad. The faculty member needs funds to cover personal expenses, and a significant portion of the transfers must be made using a corporate credit card provided by Capes to the manager of the *PrInt* project or the Graduate Program. One limitation is that many of these accounts can only be accessed in person with the beneficiary’s signature. This issue, combined with the limitation of being able to transfer only BRL 10 thousand, creates a necessity for the resource manager to visit the bank numerous times during the week. “At times, I feel like an office boy for Capes,” states one interviewee (Interviewee 2). “I have a mission that cost BRL 36 thousand, and I will have to go to the bank four times on different days of the week to transfer all the funds” (Interviewee 2). “It’s an enormous amount of time wasted that could be invested in Education and research, all due to the administrative inefficiencies of the program” (Interviewee 7).

This example can be understood as a typical execution bottleneck, not foreseen in the initial design of the program (Hill, Hupe, 2002). Another point that administratively burdens the UFRJ Graduate Programs coordinators participating in the *PrInt* is the inefficiency in the provision of information (Fernandes et al., 2019). “We are having to submit very similar information in duplicate to what

we are already required to submit to the Sucupira Platform¹” (Interviewee 8). All these bureaucracies related to accountability and resource management have partly led to a surplus of many resources allocated for PrInt. “Of course, we have to consider the entire context of the pandemic we experienced between 2020 and 2023, but undoubtedly the bureaucratic inefficiencies of PrInt do not help at all” (Interviewee 6). “I talk to many PrInt coordinators at UFRJ, and the general feeling I have is that, in a possible re-edition of the program after 2024, most of them would choose not to participate precisely because of all these bureaucratic hurdles. The ‘counter scholarships’ model we had previously was easier to operate” (Interviewee 7). Furthermore, since the participation in the programs was voluntary, various engagement problems persist, especially regarding the response rates to questionnaires (Fernandes *et al.*, 2019). For many, the task of filling out an additional report is seen as “repetitive and tedious” (Interviewee 10). Much of this administrative effort could be avoided if there were an integration of Capes’s own systems, like what is already done through the Sucupira Platform.

Throughout these years of implementation, many questions also arose, as *PrInt* was something new not only for the HEI but also for Capes itself. In this sense, “the creation of a PrInt management center and a doubt channel within PR-2 at UFRJ has worked well” (Interviewee 1). “If there hadn’t been this intermediary filter between the Graduate Programs and Capes, I am sure the communication would be even more chaotic” (Interviewee 9). Once again, the lack of staff is a problem. “For PrInt to function as it is currently designed, each Graduate Program would need to have at least one additional person fully dedicated to the program, and we know that this is currently impossible” (Interviewee 4). This clearly indicates that the issue of human resource scarcity typically seen in Brazil’s public universities is a challenge that still needs to be addressed in a potential re-edition of the program.

The challenges faced by the UFRJ, especially in terms of administrative overload and lack of clear guidelines for resource management, illustrate the need for effective governance, as described by Grindle (2004). The idea of “good enough governance” emphasizes that, even in contexts of limited resources, it is essential to establish basic management structures that enable the effective execution of public policies. The absence of clear indicators, as pointed out by Samset and Volden (2016), not only hinders accountability but also compromises the

¹ The Sucupira Platform is a tool developed by Capes to manage and provide information about *stricto sensu* graduate programs (master’s and doctoral) in the country. It requires higher education institutions to register and update data on programs, students, faculty, and academic output, facilitating evaluations.

institution's ability to make informed and strategic decisions. This scenario underscores the importance of rigorous planning, with well-defined indicators that can guide the implementation and continuous evaluation of policies, ensuring that objectives are achieved efficiently and transparently (Guthrie, Neumann, 2007).

Meanwhile, Capes, like other Brazilian federal universities in general, has faced budget cuts in recent years (Ferneda, 2022). Nevertheless, some interviewees believe that "the responsibility for managing the program should lie with Capes and not with the HEI. Currently, we see just one person at Capes serving as the focal point for all issues related to PrInt at UFRJ. We have no visibility on whether there is any structure beyond that, at least none that we have access to" (Interviewee 5). At present, all tasks involving the management of PrInt fall under the NAPs, a division of PR-2. Created as a sector to analyze, collect data, and support decision-making for the Vice-Rectorate's office, NAPs gradually expanded its scope, accumulating other responsibilities, including the management of some institutional funding projects for Education and research. PR-2, despite its deficits in terms of administrative structure, as the representative of the central administration of the HEI, had for the first time the opportunity to generate data on internationalization, which will serve as a diagnosis and input for enhancing international cooperation.

The complexity of implementing the Capes *PrInt* at the UFRJ, particularly in the execution bottlenecks such as resource transfers, exemplifies the inherent difficulties in implementing public policies, as discussed by Hill and Hupe (2002). The authors highlight that effective implementation depends on a clear understanding of processes and the interdependencies among the actors involved. The transfer of administrative responsibility, without adequate support and clarity, resulted in an overload that compromised the Graduate Programs' effectiveness. Bovaird (2007) argues that a participatory process is crucial to ensure that policies are comprehensive and legitimized, involving stakeholders from formulation through implementation. This participation not only increases the legitimacy of policies but also enhances the adaptability and resilience of programs in the face of unforeseen challenges.

Among the highlighted positive and negative aspects, another relevant issue was the impact of changes in Capes's management, which altered the scope of *PrInt* and the understanding of some of its guidelines. These administrative shifts (Abera, Kedir, Beyabeyin, 2017) led to changes in the system for extracting the annual report of results, as well as uncertainty regarding the reallocation of resources.

“The lack of stability in the methodology for evaluating results generated a great deal of uncertainty about the program; it was as if you were changing the rules while the game was in progress” (Interviewee 4). Another aggravating factor was that many of these changes occurred in a top-down manner, with little or no involvement from the HEI in the formulation or subsequent implementation stages (Arretche, Barreira, Carvalho, 2001).

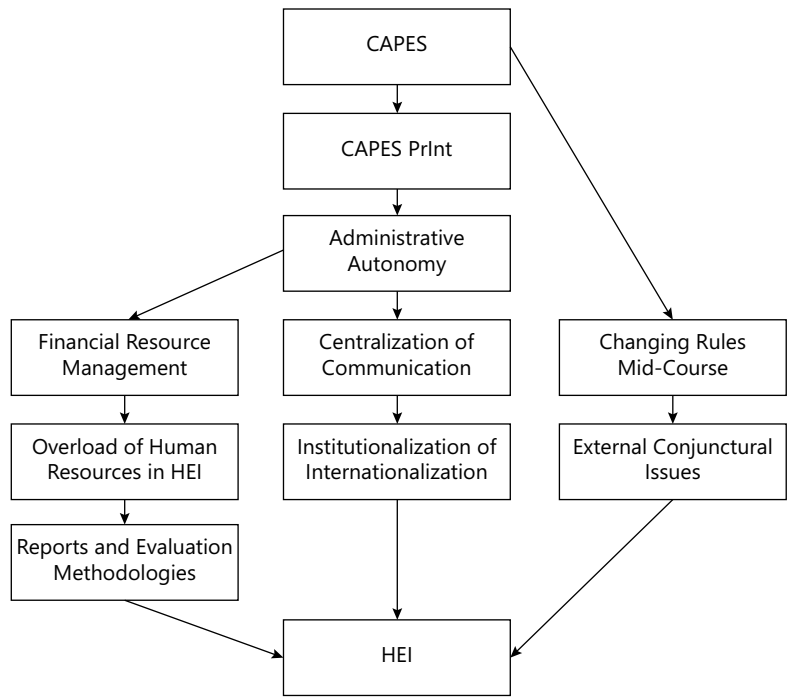
The institutional resistance and complexities of the educational contexts faced by UFRJ, as described by Oliver *et al.* (2014), underscore the importance of integrating robust evidence in the formulation and implementation of policies. The lack of reliable data and the influence of external factors are significant barriers that could have been mitigated by a multidisciplinary approach, as advocated by Fischer and Miller (2017). This approach would not only improve the efficiency and sustainability of public programs but also facilitate the adaptation of policies to local realities, allowing programs like Capes *PrInt* to achieve their objectives more effectively. The inclusion of multiple perspectives could enrich the analysis and help identify innovative solutions to the challenges faced, ensuring that public policies are both effective and equitable (Menezes, 2025).

In terms of extrapolating the experience of the implementation process of Capes *PrInt* at the UFRJ, Figure 1 proposes some generalizations based on the information discussed here, presented through 8 main analytical categories. The first of these pertains to the administrative autonomy that Capes *PrInt* proposed. What was observed was significant pressure on the financial resource management of the project by the HEI, which had to manage highly bureaucratic processes. The same can be observed with the reports and evaluation methodologies, which involved extensive information and were requested in duplicate, thus becoming the primary contributors to the overload of the already scarce human resources of the University. On the other hand, the changes in the program's rules and guidelines throughout its implementation, coupled with external contextual issues such as the COVID-19 pandemic, and the inflexibility to deal with these matters, can be understood as other negative factors of the project. Nonetheless, the opportunity to think about internationalization strategically, to increase the visibility of the activities of its Graduate Programs, and even to improve the communication of the HEI with Capes itself stands out as positive aspects of this experience.

By analyzing Figure, which proposes an analytical generalization to think about the friction points in the implementation of Capes *PrInt* and other educational public policies, it is important to identify two main actors: Capes as the

administrator of the resources, and the HEIs as the recipients of resources and implementers of the program. From there, it is interesting to observe the flows represented by the arrows, with the top-down arrows on the left side of the framework being understood as friction points that exerted negative force on the HEI, which are (1) administrative autonomy, (2) management of financial resources, (3) overload of human resources, and (4) reports and evaluation methodologies. However, the bottom-up flows would represent positive learning points for the HEI, namely the possibility of (5) institutionalizing internationalization actions, as well as (6) centralizing communication. Finally, the top-down flows on the right side of the model could also be understood as negative variables, but this time not specific to the *PrInt*, but rather to the external environment or Capes itself, such as (7) changes in rules in the mid-course and other (8) external contextual issues.

Figure – Main friction points in the implementation of Capes *PrInt* at UFRJ



Source: Prepared by the authors, 2024

In a subsequent analysis of the objective part of the questionnaire, the first question asked whether, from the interviewee's perspective, Capes *PrInt* contributed to an increase in the number of visiting professors, foreign post-doctoral researchers, or those with experience abroad at UFRJ. 40% of respondents stated that they completely agreed with this statement, while 30% agreed, and another 30% maintained a neutral position. This question presented an average score of 4.1 on a scale from 1 to 5, where a score closer to 1 indicates a higher level of disagreement, and a score closer to 5 indicates a higher level of agreement. The same understanding can be replicated for the other questions in this section.

The second question inquired whether Capes *PrInt* had contributed to the growth of international cooperation projects at UFRJ. 60% agreed completely with this statement, while 30% merely agreed and 10% neither agreed nor disagreed.

The third question asked whether Capes *PrInt* had stimulated the formation of international research networks at UFRJ. 20% responded that they completely agreed with this assertion, while the remaining 80% simply agreed, resulting in an average score equal to the first question, also 4.1.

The fourth question addressed whether Capes *PrInt* had fostered the creation of a more international environment at UFRJ. For this question, 30% completely agreed with the statement, 20% agreed, 30% remained neutral, and 20% disagreed.

The fifth question asked whether Capes *PrInt* contributed to an increase in dual degree or co-supervision actions between UFRJ and foreign institutions. For this question, no respondent completely agreed with the statement. 30% agreed, 60% neither agreed nor disagreed, and 10% disagreed.

Question 6 stated that Capes *PrInt* had encouraged the creation and offering of courses taught in foreign languages at UFRJ. 20% of respondents completely agreed with the statement, and another 20% simply agreed. 40% neither agreed nor disagreed, while 20% disagreed.

The seventh question asked whether Capes *PrInt* had contributed to the growth in the number of doctoral students fluent in foreign languages at UFRJ. 30% completely agreed with the statement, while 20% agreed. Additionally, 10% neither agreed nor disagreed, 30% disagreed, and the remaining 10% completely disagreed with the assertion.

Meanwhile, the eighth question inquired whether the respondent believed that Capes *PrInt* had contributed to an increase in sandwich doctoral opportunities abroad. 70% completely agreed with the statement, while the other 30% simply agreed.

Question number 9 asked whether the selection of priority fields of knowledge allowed by Capes *PrInt* was beneficial for the internationalization of UFRJ. While 20% completely agreed, 30% agreed, 10% neither agreed nor disagreed, 20% disagreed, and another 20% completely disagreed with the statement.

The tenth question of this section asked whether the respondent believed that the budget distribution of Capes *PrInt*, initially divided over four years, was adequate for the program’s operationalization at UFRJ. No respondent completely agreed with this statement. 10% agreed, 20% neither agreed nor disagreed, 50% disagreed, and the remaining 20% completely disagreed.

Lastly, the final question inquired whether Capes *PrInt* was able to integrate with other Capes funding actions during its years of implementation. 10% completely agreed, 10% agreed, 40% neither agreed nor disagreed, 10% disagreed, and 30% completely disagreed. The results of the responses from this section of the questionnaire can be seen in Table 2.

Table 2 – Results of the Second Quantitative Stage of the Research Questionnaire

Nº	Question 01	Question 02	Question 03	Question 04	Question 05	Question 06	Question 07	Question 08	Question 09	Question 10	Question 11
1	5	5	5	4	3	3	5	4	3	3	3
2	5	5	4	2	3	4	4	5	1	2	4
3	5	5	4	3	4	3	2	4	1	3	1
4	3	4	4	3	2	3	2	5	4	2	2
5	3	5	3	5	4	5	5	5	4	1	1
6	4	3	4	4	3	4	5	5	4	2	5
7	5	4	4	5	4	5	2	5	5	2	1
8	3	5	4	3	3	2	4	5	2	4	3
9	4	5	5	5	3	3	1	5	2	1	3
10	4	4	4	2	3	2	3	4	5	2	3
Average	4.1	4.5	4.1	3.6	3.2	3.4	3.3	4.7	3.1	2.2	2.6

Source: Prepared by the authors, 2024

A quick evaluation of the results from this stage of the questionnaire shows us that the biggest problem of Capes *PrInt* at UFRJ stemmed precisely from the difficulty in managing its budget across the various years that constituted the program. The inability to transfer part of the allocated resources from one year to the next, especially in the context of a pandemic that limited international scientific mobility actions in Brazil and worldwide, was one of the main friction points raised by respondents in this stage. Coupled with this point represented by question 10, question 11 can also be classified as a detractor question, with a negative average in terms of agreement, that is, below 3. This last question addressed the lack of integration of Capes *PrInt* with other Capes funding actions, partly motivated by the successive budget cuts that the Education agenda faced in Brazil between 2019 and 2022.

In contrast, the questions that showed the highest levels of agreement were questions number 8 and number 2, which pertained to Capes *PrInt*'s contribution to the increase in sandwich doctoral opportunities abroad and the growth in the number of international cooperation projects at the UFRJ, respectively.

5 Final Considerations

The present work aimed to contribute to the scientific production of public policies, particularly dedicated to understanding the challenges of implementation and the gap between what is planned and what is executed (Arretche, Barreira, Carvalho, 2001). It is essential to recognize that support programs for science and internationalization, such as Capes *PrInt*, should be understood as strategic actions that require studies that could contribute to their improvement. We hope that the results of this work can generate learnings and suggestions for improvement to policymakers and Higher Education institutions that may be included in similar programs in the future.

In this context, it is important to reflect on the administrative autonomy (1) brought by *PrInt*, which generated various overloads for the participating HEI, particularly regarding the transfer of responsibilities in managing financial resources (2), which previously always had been the responsibility of Capes. Alongside this, issues of data collection (Fernandes *et al.*, 2019), through complex, redundant evaluation reports and methodologies (3) that were very often not aligned with the program's objectives (Berry, Taylor, 2014), created a significant burden on the human resources of the participating HEI (4).

In this sense, the HEI, as found at the UFRJ, bear some responsibility in this equation. When analyzing how the indicators of internationalization in UFRJ's

Institutional Development Plan (PDI) were formulated, it reveals a complete disconnect between what is aimed for and what can be measured by the institution. In the case of UFRJ, despite PR-2 creating a specific internal system for their Graduate Programs inserted on Capes *PrInt* to include its information, which would later serve to feed into Capes's database, there was practically no historical database, and the information contained in the Sucupira Platform did not allowed the measurement of the specificities of the internationalization indicators.

This internal context of the HEIs and Capes *PrInt* itself, when combined with more “macro” issues such as (5) changes in rules in the mid-course driven by management shifts at Capes (Abera, Kedir, Beyabeyin, 2017), as well as (6) external contextual issues like COVID-19, ultimately call into question the program's final effectiveness as a public policy (Kelly, 2012). Nevertheless, positive factors can and should be highlighted, such as the opportunity to institutionalize the internationalization actions of the HEIs (7), which were previously dispersed, as well as to centralize and optimize communication (8) between the Graduate Programs, Capes, and the central administration of the HEI.

In conclusion, it is important to clarify that this work has limitations due to being a single case study, thus promoting limited generalizations. Therefore, it is encouraged that future investigations be conducted, particularly with other HEIs that received funding from the first edition of Capes *PrInt*, to compare the challenges and solutions found by the UFRJ. We believe that this exchange of information could be beneficial for the maturation of subsequent educational public policies, as well as for improving the management of public programs like Capes *PrInt* within Brazilian HEI.

Avaliação da implementação de Políticas Públicas em Educação: o caso do Capes PrInt na Universidade Federal do Rio de Janeiro

Resumo

O presente trabalho tem por objetivo contribuir para a produção científica de políticas públicas dedicadas a compreender os desafios da implementação e o hiato existente entre o planejado e o executado, permitindo gerar reflexões sobre o aperfeiçoamento desse processo. Para tal, este trabalho se utilizou de uma abordagem qualitativa de pesquisa através do estudo do caso. Como resultados, oito categorias analíticas foram geradas para mapear os pontos de atrito encontrados durante o processo de implementação do Capes PrInt na Universidade Federal do Rio de Janeiro (UFRJ): (1) autonomia administrativa; (2) gestão dos recursos financeiros; (3) sobrecarga dos recursos humanos das instituições de Ensino Superior; (4) relatórios e metodologias de avaliação; (5) alternância das regras no meio do percurso; (6) questões conjunturais externas; (7) institucionalização da internacionalização; e a (8) centralização da comunicação.

Palavras-chave: Políticas Públicas. Educação. Implementação. Internacionalização. UFRJ.

Evaluación de la Implementación de Políticas Públicas en Educación: El Caso de CAPES PrInt en la Universidad Federal de Río de Janeiro

Resumen

Este artículo busca contribuir a la producción científica sobre políticas públicas dedicadas a comprender los desafíos de la implementación y la brecha entre lo planificado y lo ejecutado, permitiendo reflexiones sobre la mejora de este proceso. Para lograr esto, el estudio empleó un enfoque de investigación cualitativa a través de un estudio de caso. Como resultado, se generaron 8 categorías analíticas para mapear los puntos de fricción encontrados durante el proceso de implementación del programa CAPES PrInt en la UFRJ: (1) autonomía administrativa, (2) gestión de recursos financieros, (3) sobrecarga de recursos humanos en las instituciones de educación superior, (4) informes y metodologías de evaluación, (5) cambios en las reglas a mitad de camino, (6) problemas contextuales externos, (7) institucionalización de la internacionalización y (8) centralización de la comunicación.

Palabras clave: Políticas Públicas; Educación; Implementación; Internacionalización; UFRJ.

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