

AVALIANDO O PLANO MUNICIPAL DE EDUCAÇÃO: MONITORAMENTO E CONTROLE SOCIAL

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EVALUATING THE MUNICIPAL EDUCATION PLAN: MONITORING AND SOCIAL CONTROL

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RESUMO: Avaliar e monitorar os Planos Municipais de Educação é um encaminhamento dado pelo Plano Nacional de Educação (2014-2024). Nesse contexto, objetiva-se analisar as ações do Conselho Municipal de Educação e da Secretaria Municipal de Educação, considerando o monitoramento e a avaliação do Plano Municipal de Educação (PME), que culminaram na Conferência Municipal de Educação no município de Jataí, Goiás. Mediante pesquisa documental, com fontes primárias, problematizaram-se as categorias monitoramento e controle social no movimento dialético, entendendo-se que, na democracia liberal, disputam dois projetos educacionais, um para a formação do trabalhador e outro para a formação humana plena. No Estado gerencial, o processo de implementação e avaliação do PME se apresenta, na aparência, de forma democrática, porém, na sua essência objetiva a responsabilização dos envolvidos. Por outro lado, o controle social que conta com a participação da sociedade no processo de monitoramento e avaliação do PME almeja uma qualidade socialmente referenciada.

PALAVRAS-CHAVE: Plano municipal de educação. Controle social. Estado gerencial.

RESUMEN: *Evaluar y monitorear los Planes Municipales de Educación es un encaminhamiento dado por el Plan Nacional de Educación (2014-2024). En este contexto, se objetiva analizar las acciones del Consejo Municipal de Educación y de la Secretaría Municipal de Educación, considerando el monitoreo y la evaluación del Plan Municipal de Educación (PME), que culminaron en la Conferencia Municipal de Educación en el municipio de Jataí, Goiás. Frente a la investigación documental, con fuentes primarias, se problematizaron las categorías monitoreo y control social en el movimiento dialéctico, comprendiéndose que, en la democracia liberal, disputan dos proyectos educacionales, uno para la formación del trabajador y otro para la formación humana plena. En el Estado gerencial, el proceso de implementación y evaluación del PME se presenta, en la apariencia, de forma democrática, en pero, en su esencia objetiva y responsabilidad de los involucrados. Por otro lado, el control social que cuenta con la participación de la sociedad en el proceso de monitoreo y evaluación del PME anhela una cualidad socialmente referenciada.*

PALABRAS CLAVE: *Plan municipal de educación. Control social. Estado gerencial.*

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ABSTRACT: *Evaluating and monitoring the Municipal Education Plans is a referral given by the National Education Plan (2014-2024). In this context, the objective is to analyze the actions of the Municipal Education Council and the Municipal Education Secretariat, considering the monitoring and evaluation of the Municipal Education Plan (PME), which culminated in the Municipal Education Conference in the municipality of Jataí, Goiás. Through documentary research, with primary sources, the categories monitoring and social control in the dialectical movement were problematized, understanding that, in liberal democracy, they dispute two educational projects, one for the formation of the worker and the other for the complete human formation. In the managerial State, the process of implementing and evaluating the PME presents itself, in appearance, in a democratic way, however, in essence it objectivate the accountability of those involved. On the other hand, the social control that counts on the participation of society in the process of monitoring and evaluating the PME aims at a socially referenced quality.*

KEYWORDS: *Municipal education plan. Social control. Managerial state.*

Introduction

This article aims to analyze the actions of the Municipal Education Council (CME, Portuguese initials) and the Municipal Education Secretariat (SME, Portuguese initials), considering the monitoring and evaluation of the Municipal Education Plan (PME, Portuguese initials), which culminated in the Municipal Education Conference, in the municipality of Jataí, Goiás, in 2017.

The data analysis is an excerpt from the results of an interinstitutional research, under development, entitled "Implementation and social control of Municipal Education Plans: the performance of Municipal Education Councils in Brazil". This investigation brings together research groups in five higher education institutions located in the Midwest and Triângulo Mineiro regions, which make up the GEP-CMEBr - Study and Research Group of the Municipal Councils of Education in Brazil.

Assessing and monitoring PME, during the 2015-2025 decade, is guided by the National Education Plan itself (PNE). At the time of its approval, the Secretariat for Articulation with the Teaching Systems (SASE) was created to provide the necessary technical support to the municipalities, during the process of (re)elaboration of PME, as well as in the monitoring of plans, in order to to evaluate and monitor the goals and strategies proposed over the decade and thus be able to achieve the quality of education in the country.

In this context, the research, of documentary nature, made use of primary sources such as reports from the PME monitoring and evaluation committee (2016-2017) and summoning

the SME to the public audience for the Municipal Education Conference in 2017, evaluating the first biennium of the PME in the municipality of Jataí/GO.

Justifying the relevance of monitoring the implementation of educational policies today, we will seek to bring the contribution of researchers on the topic, considering what can be called policy analysis (FREY, 2000) or policy (PEREZ, 2008). Then, in the dialectic movement, the examination of the categories monitoring and social control in the managerial State; and, finally, the analysis of data referring to the actions of CME and SME for the Municipal Conference on Education.

The implementation of educational policies: evaluating and monitoring the PME

Law no. 13,005, of June 25, 2014, which instituted the National Education Plan, provides for the monitoring and evaluation, during the decade, not only of the national plan, but also of the municipal plans. In the law, in its fifth article, the responsible bodies for this purpose were established, aiming to achieve the 20 proposed goals and their respective strategies. In the eighth article, it was established that states, the Federal District and municipalities (re)elaborate their respective plans in line with the national, in order to guarantee the national plan guidelines (BRASIL, 2014).

During this process, the Ministry of Education (MEC) was mobilized together with the Secretariat of Articulation with the Education Systems (SASE) in the effort that each municipality could build its Municipal Education Plan. MEC's technical assistance via SASE, together with the National Union of Municipal Education Directors (UNDIME) and the National Union of Municipal Education Councils (UNCME) made it possible to articulate a program and actions for the discussion and preparation of PMEs in each city. With the PNE (2014-2024) approved, it was up to the 5,570 Brazilian municipalities not only to prepare their PMEs, but also to carry out actions for the proper implementation of these plans.

SASE played an important role at that time, as one of its functions was to provide technical support to the work of Municipal Directors, technical teams and Commissions designated in the preparation of PMEs.

Among the support actions, the document Municipal Education Plan: Guidance Book (BRASIL, 2014b) was prepared, aiming to help municipal commissions to prepare and implement their respective plans. In this way, SASE's function was to encourage the participation of various sectors of society so that the PME, from a mere bureaucratic formality, became a document prepared by the community collective, pointing to social control, because,

in addition to the construction of the plan, there would be a need for social monitoring to be effective.

According to the guidelines of the section, in order to achieve the success of the PME, it must be legitimate, and clarifies:

Plans built in offices or by consultants unrelated to the municipal reality tend to fail, but a PME submitted to a wide debate incorporates the richness of the different views and experiences that society has about the reality it wants to change (BRASIL, 2014, p. 8).²

Following the same methodology, now for the monitoring and evaluation of municipal plans, in 2016, MEC organized another Guidance Book, called “PNE in motion”. It contains the referrals, step by step, so that the responsible bodies such as the Municipal Education Council, the Municipal Education Secretariat and the Municipal Education Forum can establish a commission and technical team for the systematic monitoring of the execution of the PME and its evaluation. In order to clarify what the PME monitoring and evaluation process is, the Guidance Booklet presents:

Monitoring and evaluation are steps that are continuously articulated in a single process, contribute to the achievement of the proposed goals, point out the gaps and possible changes necessary in the course and incorporate into the plan the character of flexibility necessary to absorb the demands of society (BRASIL, 2016, p. 6).³

In this sense, the above proposal aims at a constant analysis of the educational reality of the municipality, pointing to the need for dialogue between the municipal executive, the commission designated for the monitoring and evaluation of the PME and society.

In order for the process to be systematized, the Guidance Booklet presents a monitoring form, in three stages. This form, initially a model, is implemented by SASE that accompanies each municipality, so that the requested data is sent and that the established deadlines are, in fact, observed within an annual schedule.

The highlight in the form is that each goal, with its respective strategies, must be described and evaluated, that is, whether it is within the established deadlines as well as its indicators. The data collected by the form must, subsequently, support the assessment of the

² Planos construídos em gabinetes ou por consultores alheios à realidade municipal tendem ao fracasso, mas um PME submetido ao amplo debate incorpora a riqueza das diferentes visões e vivências que a sociedade tem sobre a realidade que deseja alterar (BRASIL, 2014, p. 8).

³ Monitorar e avaliar são etapas que se articulam continuamente em um único processo, contribuem para o alcance das metas propostas, apontam as lacunas e eventuais mudanças necessárias no percurso e incorporam ao plano o caráter de flexibilidade necessário para absorver as demandas da sociedade (BRASIL, 2016, p. 6).

PME, through the public hearing, thus giving the participatory and democratic character, as well as the social control of the PME.

In this sense, the Notebook states that the PME assessment will result in a preliminary version. And he clarifies:

Preliminary version will be the most important subsidy for the debate in the public hearings of evaluation of the achieved results, therefore, the evaluation must be elaborated and debated with great care and seriousness. From it can derive recommendations for changing the plan's law. For this reason, the municipal leader, the teaching units, the technical teams of the city hall, the parliamentarians and the representations of society in general should be very attentive and prepared for the debate (BRASIL, 2016, p. 11, highlights in the document).⁴

The evaluation of the PME should be, at the discretion of the municipality, biennial or triennial, assisting the decision-making by the municipal leaders, to improve the socially referenced quality of education, as recommended by the section:

[...] continuous monitoring and periodic evaluation, should mean an opportunity to improve the technical quality of the diagnosis, to expand social participation and to qualify the execution of the goals year by year. It should be understood as a continuous exercise of bringing management closer to society's desire, in a collective and democratic work, in which the student is the main beneficiary (BRASIL, 2016, p. 4).⁵

The description of the process of elaboration and implementation of the PME so far, based on the guidelines of the MEC, should be understood as part of the educational policy in the country, considering the character of the PNE to be an educational policy of the state and not of the government. Therefore, the contributions of Frey (2000) and Perez (2008), below, help to understand the importance of research on the implementation of social policies.

Frey (2000), from the theoretical methodological field, discusses the possibilities of analysis of public policies in Brazil. He presents three analytical approaches: the political system, the political forces in the decision-making system and the results obtained. In his analysis, the author goes on to clarify that policy analysis interrelates the three approaches and presents, in addition to their basic concepts, the limits of research. In this sense, policy analysis

⁴ *Versão Preliminar* será o subsídio mais importante para o debate nas audiências públicas de avaliação dos resultados alcançados, por isso, a avaliação deve ser elaborada e debatida com muito cuidado e seriedade. Dela poderão derivar recomendações para a alteração da lei do plano. Por essa razão, o dirigente municipal, as unidades de ensino, as equipes técnicas da prefeitura, os parlamentares e as representações da sociedade em geral deverão estar muito atentos e preparados para o debate (BRASIL, 2016, p. 11, grifo no documento).

⁵ [...] de monitoramento contínuo e avaliação periódica, deve significar uma oportunidade de melhorar a qualidade técnica do diagnóstico, de ampliar a participação social e de qualificar ano a ano a execução das metas. Deve ser entendido como exercício contínuo de aproximação da gestão ao desejo da sociedade, em um trabalho coletivo e democrático, em que o estudante é o grande beneficiado (BRASIL, 2016, p. 4).

expands in understanding from other categories, such as policy network, policy arena, policy cycle, taking into account the institutional and procedural dimensions (FREY, 2000).

Perez (2010), in turn, justifies the importance and the need to research the implementation of educational policies. The author identifies four phases of educational policy, namely: agenda, formulation, implementation and evaluation.

Regarding implementation, it points to two aspects: one that perceives the process initiated by the policy until its impact, and the second, that has the understanding of a process that “involves a series of decisions and actions put by the central legislative authority” (p 1181). Perez (2010) points to four aspects to which this type of research can contribute. They are:

1) aim to correct the course of actions, providing subsidies to implementers during the course of the policy, due to its policy oriented characteristics; 2) they seek to increase the effectiveness of the decision-making process for public programs; 3) they contribute to increase the accountability of the programs; 4) expand the integration of administrative, political and community bodies, which are fundamental for changing educational performance (p. 1181, author's highlights).⁶

The author considers the difficulties surrounding the implementation of policies, because according to him, the operationalization of the policy transformed into a program can present difficulties at the local level, since there are “obstacles and facilitating elements, as well as the degree of adhesion and resistance implementing agents”⁷ (PEREZ, 2010, p. 1189).

In the author's perception, to analyze the implementation of educational policies, it is necessary to seek articulations between the micro and macro process. Thus, Perez (2010) presents three dimensions:

The first dimension deals with the relationship between policy design or formulation, on the one hand, and the formats that programs acquire at the end of the process, on the other. The second is the temporal dimension of the process and its differentiated effects over time on the organization in which they take place, on the actors they implement (resistances and adhesions) and the changes in the initial conditions. The third refers to the conditions that provide or hinder the implementation process (p. 1189).⁸

⁶ 1) visam corrigir o curso das ações, fornecendo subsídios aos implementadores durante o curso da política, em razão de suas características de *policy oriented*; 2) buscam ampliar a efetividade do processo de decisão dos programas públicos; 3) contribuem para ampliar a *accountability* dos programas; 4) ampliam a integração dos corpos administrativo, político e comunidade, fundamentais para a mudança do desempenho educacional. (p. 1181, grifos do autor).

⁷ os obstáculos e os elementos facilitadores, assim como o grau de adesão e resistência dos agentes implementadores”

⁸ A primeira dimensão trata das relações entre o desenho ou a formulação da política, de um lado, e os formatos que os programas adquirem ao final do processo, de outro. A segunda é a dimensão temporal do processo e seus efeitos diferenciados no tempo sobre a organização em que se processam, sobre os atores que implementam (resistências e adesões) e as modificações das condições iniciais. A terceira refere-se às condições que propiciam ou entram o processo de implementação (p. 1189).

The authors' reflections on the limits and possibilities in public policy research reveal that the process of implementing a given social policy has variants, factors that will interfere with whether it is realized or not based on how it was formulated. On the other hand, when researching the implementation of educational policies, it is necessary to consider that there are antagonistic educational projects in capitalist society and that these are constantly in dispute. Hence, the formulation, implementation and evaluation of the PME will take place in a space of conflict and not of consensus, since both democratic and financial rationality (SAVIANI, 1999) will be present, permeating the entire process. In other words, in the proposal of the PME in Jataí/GO, a base document, the participation of society was sought, so that an education plan could be developed that, in fact, would meet the population's wishes, a quality education that is socially referenced. However, when it was approved, as a bill, financial rationality by the municipal executive prevailed (RAIMANN; OLIVEIRA; RAIMANN, 2019).

The managerial state: monitoring and social control

Financial rationality, which accompanied the reform of the State administration, changes the shape of this State, which from social welfare becomes a managerial State. This is characterized as one that is governed by principles of management by results, seeking the quality of its services with efficiency and effectiveness, reducing expenses and optimizing resources, decentralizing its actions to centralize the evaluation of results. In the managerial state, the citizen becomes a customer/user, who evaluates the services provided, as part of the culture of accountability.

The reform of the State administration implemented during the government of Fernando Henrique Cardoso, in the 1990s, by the then minister Bresser Pereira, proposed managerial reform. According to Bresser Pereira (1997), it is necessary to intervene in four problems, which would be "(a) [...] the delimitation of the size of the State; (b) [...] the redefinition of the State's regulatory role; (c) [...] the recovery of governance [...] and (d) [...] the increase in governance"⁹ (p. 7). In this paradigm of public management, one should distinguish what would be the exclusive activities of the State to the detriment of social, scientific and cultural services; consider publicization, in addition to "the main forms of economic or social control or coordination existing in contemporary capitalism"¹⁰ (BRESSER PEREIRA, 1997, p. 8).

⁹ "(a) [...] a delimitação do tamanho do Estado; (b) [...] a redefinição do papel regulador do Estado; (c) [...] a recuperação da governança [...] e (d) [...] o aumento da governabilidade"

¹⁰ "das principais formas de controle ou coordenação econômica e social existentes no capitalismo contemporâneo"

Considering social control, from the perspective of the managerial state, Bresser Pereira claims that control mechanisms “go beyond the legal system that precedes everyone: (1) market, (2) social control (direct democracy), (3) representative democratic control, (4) managerial hierarchical control, (5) bureaucratic hierarchical control and (6) traditional hierarchical control”¹¹ (1997, p. 37). Here the emphasis on direct democracy, that is, “through social control, society organizes itself formally and informally to control not only individual behaviors, but - and this is what matters in this context - to control public organizations”¹² (1997, p. 38).

Social control, in this perspective, gains its relevance for contributing to governance, that is, the inspection of services provided by the government will be carried out by the client citizen. In this perspective, education as a service, and not as a social good, will be controlled by the citizen/user.

Finally, Bresser Pereira (1997) presents that in the managerial State, for its governance, there must be mechanisms of accountability. This means that both government and public servants, responsible for a specific program, action or service provided to the population, can be accountable for their actions and the results obtained or not, their efficiency and effectiveness or not.

In this direction, Silva *et al.* (2018), aiming to analyze the performance of municipal councils in the Northeast region of Brazil, based on the inspections carried out by the Office of the Comptroller General of the Union, taking management reform, social control and accountability as a context, claim that:

This idea of social control brought changes to the community, changing its merely passive role as recipient of State services to the collaborative and participatory condition of political decisions. Thus, the new responsibility of civil society has reverberated due to its concomitant involvement with the performance of the public power in the fight against corruption and, also, for its previous participation in debates of interest to the community and in the prioritization of public policies aimed at social groups (2018, p. 75).¹³

Souza and Alcântara (2017), when proposing to analyze the performance of Municipal Education Councils in the monitoring and evaluation of PMEs in the metropolitan region of Rio

¹¹ “além do sistema jurídico que antecede a todos: (1) mercado, (2) controle social (democracia direta), (3) controle democrático representativo, (4) controle hierárquico gerencial, (5) controle hierárquico burocrático e (6) controle hierárquico tradicional”

¹² “através do controle social a sociedade se organiza formal e informalmente para controlar não apenas os comportamentos individuais, mas – e é isto que importa neste contexto – para controlar as organizações públicas”

¹³ Essa ideia de controle social trouxe mudanças para a comunidade, alterando seu papel meramente passivo de recebedora de serviços do Estado para a condição colaborativa e participativa das decisões políticas. Assim, a nova responsabilidade da sociedade civil se fez reverberar pelo seu envolvimento concomitante com a atuação do poder público no combate à corrupção e, também, pela sua participação prévia em debates de interesse da coletividade e na priorização das políticas públicas voltadas aos grupos sociais (2018, p. 75).

de Janeiro, consider that this process of monitoring and evaluation in public policies has both political and managerial aspects. Considering that monitoring and evaluation are linked, they assert that

[...] the monitoring is not dissociated from the assessment instrument itself, being linked to its purposes. It is through monitoring that the evaluation of the policy is made feasible, as it now has data to be analyzed with a view to the redesign of public action [...] which configures both processes as complementary (SOUZA; ALCÂNTARA, 2017, p. 490).¹⁴

In this sense, in addition to the managerial character, which seeks the effectiveness, efficacy and efficiency of the implemented policy, it is possible to analyze and resize the actions, aiming at the proposed transformations, through democratic mechanisms.

Among the institutionalized instances in the federal, state and municipal spheres, which enable effective democratic actions, are the municipal councils, which open up as possible spaces for participation and social control.

In the case of municipal councils and their formation, Silva *et al.*, (2018) clarify their structure and functioning, as follows:

Its structures integrate the public and political spheres, in order to mediate relations, mitigate conflicts and confer greater interaction between government and civil society. They are constituted with the objective of deliberating and defining specific public policies, such as basic education, health, environment, historical and cultural heritage, among others. They are composed of representatives of public power and organized civil society, who jointly formulate public policies in a process of decentralized and participatory management, resulting in a greater demand for accountability by public managers (p. 78).¹⁵

Although the Municipal Council of Education is an organ established by the public power, its performance in the implementation and social control of the PME, in a democratic perspective, mediating interests and conflicts, can expand social actions, facing and combating the bureaucratic actions of the State which, as a rule, exercises strong managerial control in its actions.

¹⁴ [...] o monitoramento não se encontra dissociado do instrumento de avaliação propriamente dito, estando articulado aos seus fins. É por meio do monitoramento que a avaliação da política é viabilizada, na medida em que passa a dispor de dados para serem analisados com vistas ao replanejamento da ação pública [...] o que configura ambos os processos como complementares (SOUZA; ALCÂNTARA, 2017, p. 490).

¹⁵ Suas estruturas integram a esfera pública e política, com o intuito de mediar relações, mitigar conflitos e conferir maior interação entre governo e sociedade civil. São constituídos com objetivo de deliberar e definir políticas públicas específicas, a exemplo da educação básica, saúde, meio ambiente, patrimônio histórico-cultural, entre outras. Compõem-se por representantes do poder público e da sociedade civil organizada, que formulam, em conjunto, as políticas públicas em um processo de gestão descentralizada e participativa, resultando em uma maior cobrança na prestação de contas por parte dos gestores públicos (p. 78).

In this perspective, social participation is an instrument of social and political control of the State by society. In the case of the PME, such participation gives citizens the possibility to act effectively, defining directions and criteria for public action, in the search for socially referenced quality of education.

The categories monitoring and social control can be understood as a form of state control, in the managerialist perspective, but also as an effective form of social participation in decision-making in what the population wants as a social good.

Evaluating the Municipal Education Plan of Jataí/GO

Following the determinations of Law no. 13,005 / 2014 (BRASIL, 2014), as per its eighth article, Jataí, as well as the other municipalities in the country, prepared and approved its first PME, Law no. 3,708, of June 26, 2015 (JATAÍ, 2015).

During the process of preparing the PME, a working committee was set up. Initially under the coordination of the Municipal Education Council and, later, with the support of the Municipal Education Secretariat, this committee was expanded, as well as a technical team formed, following the guidelines of SASE.

The PME drafting committee counted on the participation of various segments of society, dividing the work into a technical team, management group and employees. The representations that were present were the Municipal Education Secretariat, the Regional Secretariat for Education, CME, the Community Council, Private Schools, the Federal Institute of Education, Science and Technology of Goiás/Campus Jataí (IFG), Federal University of Goiás/Regional Jataí (UFG/REJ), State University of Goiás/Jataí, SINTEGO/Regional Jataí (JATAÍ, 2015).

Almost a year after the approval of the PME in the form of a law, in May 2016, SME establishes, through an ordinance, the Monitoring and Evaluation Committee of the PME with the representations of SME, Regional Secretariat for Education, Administrative and CME, as stated in the first report of the Commission made available on the website of the City Hall of Jataí/GO (RELATÓRIO, 2016).

This commission invited representatives from different public and private sectors to collaborate with the work. Representatives from the municipal, state and private network, from higher education (State University of Goiás/Jataí, Federal University of Goiás/Regional Jataí, Federal Institute of Goiás/Campus Jataí, SENAI, SENAC and SESI), Representatives of SME, Regional Education Secretariat, Specialized Educational Service Center, Municipal Education

Council, Municipal Council for Children and Adolescents, Education Workers Union of Goiás (SINTEGO), City Council.

At that time, SASE provided assistance, according to the report, upon the municipality's adherence to the proposal (RELATÓRIO, 2016). In this way, a training process for the expanded commission was initiated, instructing the participants how to evaluate the goals and strategies, how to complete the monitoring forms, as well as, if necessary, prepare technical notes. There were deadlines and charges by SASE.

This process continues in the following year. However, with the alternation of power in municipal management, there were changes in the Commission's coordination. Significant political changes. Even so, in conducting the monitoring and evaluation of the PME, the continuity of the process occurred without disruptions. The 2017 report, which is much more technical, presents the coordinating committee for expanded monitoring and evaluation, nominally expanded and with an ordinance. In this report the representations remain, but with more representatives from the municipal, urban and rural schools, and the municipal centers of early childhood education.

In 2017, the first assessment of the PME was scheduled, and the municipal education secretary assumes the responsibility of presenting the PME to the community at the end of the year, in a public hearing, to discuss and evaluate it.

The date chosen for this activity was at the end of the school year, December 18: students would have been dismissed for school holidays and teachers and other education officials would still be active.

At the beginning of December, as published on the website of the Municipal Secretariat of Education, the invitation/convocation with the title: 'Public Hearing on the Monitoring and Evaluation of the Municipal Education Plan of the municipality will be held in December' (PUBLICATION, 2017).

The choice of the day and the schedule for the hearing was not discussed by the plan's monitoring and evaluation committee. It was a unilateral choice on the part of the municipal secretariat, both the choice of the speaker and the places to conduct the discussions of the goals. In practice, it means that the mobilization for the audience took place at a time when the school community was already tired, however, it would need to be present, as employees of the Municipal Department of Education should sign the presence on the day.

The program took place in the morning and afternoon shifts, from 7 am to 5 pm, first with a lecture at the Municipal Events Center for all participants and in the afternoon, at the designated municipal schools, with each of the goals and strategies being discussed. The

rapporteur for each goal should write down the discussions and proposals made by the participants in a specific form, then, at the end, everyone would sign in the minute format. This document was collected and, later, it would be analyzed and incorporated into the 2018 report. The hearing was reported on the municipality's website, as follows:

The Municipality of Jataí, through the Department of Education, carried out throughout this Monday (18), actions with the objective of analyzing and debating on monitoring and evaluation of the Municipal Education Plan of the municipality - PME (2015-2025). [...] thematic workshops were held in the halls of the municipal schools, Isabel Franco Moraes e Silva, Isaías Soares, Professor João Justino de Oliveira (CAIC) and Antônio Tosta, where questions about the fulfillment of the 20 goals and the strategies that are part of the plan's validity were discussed (PREFEITURA, 2017).¹⁶

There were intense activities, but the debate, on the part of the participants, in the workshops, added little to the quality of the analysis of the goals and their strategies. Even with the PME available on the SME website, of the many participants few were those who had knowledge and interest in the content of the PME.

The monitoring of the PME carried out by the designated Commission had great difficulties in having access to the data in its first year, there was little political will on the part of the local government, as it was an election year. In the second year, there was a slightly greater effort on the part of the municipal secretariat to make the commission move forward in obtaining the data to complete the monitoring and evaluation report, this is noticeable when comparing the two reports (2016, 2017).

Considering the role of CME and SME in the process of preparing, implementing and evaluating the PME, it can be said that, during the preparation of the PME, the CME stood out, involving the participation of representatives of society and a considerable audience in the public audience for the approval of the PME base document.

In the second year of monitoring and evaluation of the PME, until the public hearing for the evaluation of the PME, 2017, the highlight was SME. This is perceived as reported, about the public hearing, on the city hall website. As can be read:

The Secretary of Education, spoke about the happiness of being experiencing this historic moment in the education of Jataí, congratulating the brilliant work that the employees of the Department of Education did to make the event

¹⁶ A Prefeitura de Jataí, por meio da Secretaria de Educação, realizou durante toda essa segunda-feira (18), ações com objetivo de analisar e debater sobre monitoramento e avaliação do Plano Municipal de Educação do município – PME (2015-2025). [...] foram realizadas oficinas temáticas nas salas das escolas municipais, Isabel Franco Moraes e Silva, Isaías Soares, Professor João Justino de Oliveira (CAIC) e Antônio Tosta, onde foram abordadas questões sobre o cumprimento das 20 metas e as estratégias que fazem parte da vigência do plano (PREFEITURA, 2017).

happen, being grateful to everyone who was present. In his speech, the mayor [...] greeted everyone, recognizing the contribution of each person, to discuss the present and the future of education in Jataí. The mayor also reported that the first major event at the beginning of his administration was the opening of the school year for education and that he is now pleased to end this year with yet another packed education event, which marks the end of 2017. In addition, said that he considers it an honor to have called the public hearing, which is the first popular meeting to evaluate the municipal education plan of our municipality and guaranteed that, every two years, it will be evaluated again, executing the law in force of the Plan, that guides public and private efforts towards guaranteeing quality education - ranging from early childhood education to higher education - for all citizens of Jataí (PREFEITURA, 2017).¹⁷

The speeches of the two municipal public representatives, secretary and mayor, can be understood as if they wanted to give an account to the educational community of their performance with the monitoring and evaluation of the PME, that is, from a managerial perspective, they present the actions and results obtained, its efficiency and effectiveness.

The presence of education professionals in this public audience to evaluate the PME was nothing more than participation, quite different from the time when the PME base document was approved to be forwarded to the executive in 2015, when in fact there was an effective participation. This participation is due to the format of the convocation/invitation, by SME, for the event.

Furthermore, there was a demotivation, demobilization on the part of education professionals, which is believed to be the result of two distinct moments. The first, when the PME was approved as a law, this was not what the public audience endorsed, there was a dispute between two opposing educational projects, with financial rationality over democratic. The second, the country's educational reality, since in 2016 the federal government approved the 'PEC of death', that is, the cut in investments in education for 20 years.

Final considerations

¹⁷ A secretária de Educação, falou sobre a felicidade de estar vivenciando este momento histórico da educação de Jataí, parabenizando o brilhante trabalho que os servidores da secretaria de Educação fizeram para que o evento acontecesse, se mostrando grata a cada um que esteve presente. Em sua fala, o prefeito [...] cumprimentou a todos, reconhecendo a contribuição de cada uma das pessoas, para discutirem o presente e o futuro da educação em Jataí. O prefeito também relatou, que o primeiro grande evento do início da sua administração foi a abertura do ano letivo da educação e que agora tem o prazer de encerrar este ano com mais um evento da educação lotado, que marca o encerramento de 2017. Além disso, disse que considera uma honra ter convocado a audiência pública, que é a primeira reunião popular de avaliação do plano municipal de educação do nosso município e garantiu que, a cada dois anos, este será novamente avaliado, executando a lei de vigência do Plano, que norteia os esforços públicos e privados em direção à garantia da educação de qualidade – que vai desde a educação infantil ao ensino superior – para todos os cidadãos jataienses (PREFEITURA, 2017).

When analyzing the actions of the Municipal Education Council and the Municipal Education Secretariat in the monitoring and evaluation reports of the PME, 2016 and 2017, culminating in the Municipal Education Conference in the municipality of Jataí/GO, in December 2017, it was noticed that the municipal and national reality interfered in the monitoring commission's progress, as well as in the social accompaniment for its effectiveness.

The changes of local order, with the alternation of the municipal government, although the commission and its representativeness have not been altered in the transition process. Since the beginning of the work, the commission had difficulties in accessing the municipality's statistical data, as these were not in the public domain. The Municipal Secretariat of Education, even if it assumed its responsibility for the monitoring and evaluation of the PME, did not do so in the manner of democratic management. The monitoring committee was at times excluded from decisions such as, for example, promoting the public hearing to evaluate the PME.

The national political scenario, with the federal government imposing a cut on educational investment for 20 years, also discouraged and demobilized education professionals around the PME, since the municipal plan itself had also suffered cuts by the executive when its approval happened.

As for the categories of monitoring and social control, in the dialectical movement, it is understood that, in liberal democracy, they dispute two educational projects, one for the formation of the worker and another for the full human formation. In the managerial State, the process of implementing and evaluating the PME, appears, in appearance, in a democratic way; however, in essence, it aims at making those involved accountable in a management logic. On the other hand, social control, as an effective and democratic participation of society in the process of monitoring and evaluating the PME, aims at a quality of socially referenced education.

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How to quote this article

RAIMANN, Elizabeth Gottschalg. Avaliando o plano municipal de educação: monitoramento e controle social. **Revista Ibero-Americana de Estudos em Educação**, Araraquara, v. 15, n. esp. 1, p. 810-824, maio 2020. e-ISSN: 1982-5587. DOI: <https://doi.org/10.21723/riaee.v15iesp.1.13351>

Submitted: 30/10/2019

Required revisions: 10/11/2019

Approved: 20/12/2019

Published: 30/04/2020