

**THE REPRESENTATIONS OF EDUCATIONAL POLICIES ON TUCUJUS LANDS:  
THE STATE EDUCATION PLAN OF AMAPÁ**

**AS REPRESENTAÇÕES DAS POLÍTICAS EDUCACIONAIS EM TERRAS TUCUJUS:  
O PLANO ESTADUAL DE EDUCAÇÃO DO AMAPÁ**

**LAS REPRESENTACIONES DE LAS POLÍTICAS EDUCATIVAS EN TIERRAS  
TUCUJUS: EL PLAN ESTATAL DE EDUCACIÓN DE AMAPÁ**



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**How to reference this article:**

QUEIROZ, M. S. de; GUERRA M. da S. The representations of educational policies on Tucujus lands: The State Education Plan of Amapá. **Revista Ibero-Americana de Estudos em Educação**, Araraquara, v. 18, n. 00, e023126, 2023. e-ISSN: 1982-5587. DOI: <https://doi.org/10.21723/riaee.v18i00.16632>



| **Submitted:** 30/03/2022  
| **Revisions required:** 24/03/2023  
| **Approved:** 26/04/2023  
| **Published:** 11/12/2023

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**Editor:** Prof. Dr. José Luís Bizelli  
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**ABSTRACT:** This article is part of an ongoing research at master's level. This is a study, with a qualitative approach, which proposed document analysis based on: the State Education Plan (PEE/AP) (AMAPÁ, 2015); in the biennial report of the PEE/AP monitoring and evaluation processes; and the indicators available on institutional platforms. The data were examined through content analysis with a view to assessing the alignment of the PEE/AP with the guidelines of the National Education Plan (PNE) (BRASIL, 2014a) and regarding the effectiveness of the performance of goals 1 to 3 of the first group of structuring goals of the PEE/AP, compared to the performance of the North and national regions. The results demonstrate that Amapá had a lower performance in the indicators of the targets under study. It reveals the importance of publishing the biennial reports of the monitoring and evaluation processes, to raise awareness about the performance of the targets, enabling the readjustment of policies and aiming at the effectiveness of the PEE/AP.

**KEYWORDS:** Educational Policies. State Education Plan. Monitoring and Evaluation Processes.

**RESUMO:** Este artigo é parte de uma pesquisa em andamento, em nível de mestrado. Trata-se de um estudo de abordagem qualitativa que se propôs à análise documental pautada: no Plano Estadual de Educação (PEE/AP) (AMAPÁ, 2015); no relatório bienal dos processos de monitoramento e avaliação do PEE/AP; e nos indicadores disponíveis nas plataformas institucionais. Os dados foram examinados mediante a análise do conteúdo com vistas à aferição do alinhamento do PEE/AP às diretrizes do Plano Nacional de Educação (PNE) (BRASIL, 2014a) e quanto à efetivação do desempenho das metas de 1 a 3 do primeiro grupo de metas estruturantes do PEE/AP, comparado ao desempenho da região norte e nacional. Os resultados demonstram que o Amapá apresentou menor desempenho nos indicadores das metas em estudo. Revela a importância da publicação dos relatórios bienais dos processos de monitoramento e avaliação, para alertar quanto ao desempenho das metas, possibilitando a readequação das políticas e visando a efetivação do PEE/AP.

**PALAVRAS-CHAVE:** Políticas Educacionais. Plano Estadual de Educação. Processos de Monitoramento e Avaliação.

**RESUMEN:** Este artículo es parte de una investigación en curso a nivel de maestría. Se trata de un estudio, con enfoque cualitativo, que propuso el análisis de documentos a partir de: el Plan Estatal de Educación (PEE/AP) (AMAPÁ, 2015); en el informe bienal de los procesos de seguimiento y evaluación del PEE/AP; y los indicadores disponibles en las plataformas institucionales. Los datos fueron examinados a través del análisis de contenido con el fin de evaluar la alineación del PEE/AP con las directrices del Plan Nacional de Educación (PNE) (BRASIL, 2014a) y con respecto a la efectividad del desempeño de las metas 1 a 3 del primer grupo de metas estructurantes del PEE/AP, frente al desempeño de las regiones Norte y nacional. Los resultados demuestran que Amapá tuvo un desempeño inferior en los indicadores de las metas en estudio. Revela la importancia de publicar los informes bienales de los procesos de seguimiento y evaluación, para sensibilizar sobre el desempeño de las metas, possibilitando el reajuste de las políticas y visando la efectividad del PEE/AP.

**PALABRAS CLAVE:** Políticas Educativas. Plan Estatal de Educación. Procesos de Seguimiento y Evaluación.

## Introduction

This article reflects the educational policy of the state of Amapá (AMAPÁ, 2015); it is related to master's level research that deals with the monitoring and evaluation processes of the Amapá State Education Plan (PEE/AP), and is part of a series of studies by the Laboratory of Studies and Research in Quality Assessment of Education. Education (LEPAES), linked to the Postgraduate Program in Education at the Federal University of Amapá (UNIFAP).

Here we present the documentary analysis with a time frame from 2015 to 2019, based on: the Amapá State Education Plan (PEE/AP), established by Law no. 1,907, of June 25, 2015 (AMAPÁ, 2015), baseline (2015-2025); in the biennial report (2018-2019) of the PEE/AP monitoring and evaluation processes (AMAPÁ, 2022); and in the indicators available on institutional platforms, the PNE/INEP Monitoring Panel (BRASIL, 2020c) and the Education Plan Monitoring System (TC Educa) (BRASIL, 2022). It is a qualitative approach, based on different ways of approaching educational reality, implicit in the different assumptions that need to be revealed (GAMBOA, 2018).

The data were examined through content analysis (BARDIN, 2011), aiming to obtain systematic and objective procedures for describing the content and indicators, from a qualitative perspective, with a view to measuring the alignment of the PEE (AMAPÁ, 2015), with the guidelines of the National Education Plan (PNE), Law no. 13.005/2014 (BRASIL, 2014a), baseline (2014 - 2024), and regarding the implementation of goals 1 to 3 of the first group of PEE/AP structuring goals that deal respectively with: the universalization of early childhood education in preschool for children aged four to five; the universalization of nine-year primary education for the entire population aged six to 14; and the universalization of secondary education, school attendance for the entire population aged 15 to 17.

The PNE (BRASIL, 2014a) has the constitutional function of articulating the National Education System (SNE) to be established; it consists of 20 goals and 254 strategies, covering all levels, stages and teaching modalities. Of the twenty goals foreseen in the PNE, the Ministry of Education (MEC) considers goals one to eleven as “structuring the right to quality basic education, which relate to access, the universalization of literacy and the expansion of schooling and educational opportunities” (BRASIL, 2014b, p. 9, our translation).

Thus, the goals are accompanied by indicators, which are used to measure and express the percentage of the population of a specific age group that has access to a certain stage of education, for example, Goal 3 of the PNE (2014-2024) has between Its objectives are to ensure that 85% of the population aged 15 to 17 is in secondary education. In this case, the target itself

already defines the way in which its indicator is presented in percentages for monitoring (BRASIL, 2016a).

In this way, the PNE (BRASIL, 2014a) is of great importance for the Federative Republic of Brazil as a State policy regarding Education. For this reason, the MEC (BRASIL, 2014b) points out as a challenge for educational planning, the federative model of sharing competencies, present in the Federal Constitution of 1988 (BRASIL, 1988), which regulates the mode of cooperation between federative entities, aimed at ensuring the construction of organic forms and collaboration between education systems.

The challenge considered previously implies the prominent place that the PNE (BRASIL, 2014a) occupies as the highest and most central point in society's struggle for an educational policy, in contexts of consensus and contradiction arising from project disputes surrounding the role of the State as a social regulator, and with a history of economic interventionism (SAVIANI, 2017).

Concerning the issue of contradiction related to political disputes, we can mention that the current PNE was articulated and approved in a political context led by representatives of left-wing ideology, where its discussion and construction took place based on government dialogues and the involvement of social participation. The discussions were expanded at the 1st National Education Conference in 2010, from then on, the procedures continued until the promulgation of PNE Law no. 13,005, which occurred in 2015 (SAVIANI, 2017).

With the advent of the government coup that took place in 2016, which resulted in the impeachment of President Dilma Rousseff, her deputy Michel Temer took power, remaining until January 2019, when the Bolsonaro government began, considered an extreme right-wing military man. Since impeachment, the dismantling of social policies began, especially educational policies, which suffered several impacts with the political decisions of the heads of state who assumed power (FRIGOTTO, 2021). As examples, in addition to the cut in resources aimed at education, the disarticulation of the Secretary for Articulation with Education Systems (SASE), which could have a direct impact on the achievement of the current PNE goals, as we will specify further below.

To prevent the risks of non-compliance with PNE goals (BRASIL, 2014a), art. 5th provides that the fulfillment of its goals will be subject to continuous monitoring and periodic evaluations, considering that these processes are steps that are continuously articulated in a single process, contributing to the achievement of the goals proposed in the plan (DOURADO, 2017). Therefore, it is understood that these processes must highlight the gaps and possible

changes necessary in the ten-year education plans, incorporating into them the flexibility required to absorb the demands of society.

In this aspect, it is important to highlight the work developed by the National Institute of Educational Studies and Research Anísio Teixeira (INEP) regarding the construction of base indicators that measure the evolution of the goals established in the PNE (BRASIL, 2014a). These indicators must be published biennially, aiming to assist in the monitoring and evaluation of plans, as well as the mobilization of social actors, enabling the obtaining of convergent evaluation elements (BRASIL, 2016a)

Following the guidelines of the PNE (BRASIL, 2014a), art. 6th of the PEE (AMAPÁ, 2015) deals with the monitoring and periodic evaluation processes of the plan, which determines the responsible bodies. One of them is the Amapá State Department of Education (SEED/AP), which established the responsible Technical Team through Ordinance no. 028/2018 (AMAPÁ, 2018), revoked by Ordinance no. 251/2019 (AMAPÁ, 2019).

INEP's 3rd monitoring cycle report, published in 2020, states that six of the indicators with defined targets have already reached the percentage established by the current PNE, one representative of forty-two indicators have a level of achievement greater than 50%, and twenty-eight indicators have a level greater than 80% (BRASIL, 2020a).

In Amapá, the technical team appointed by SEED/AP is responsible for preparing the biennial report on the PEE monitoring and evaluation processes (AMAPÁ, 2015): the first publication was scheduled for 2017, and therefore the publication referring to the 2018/2019 Biennium, in the Official Gazette of Amapá, n. 7,609/Section 02, on February 17, 2022, seven years after the approval of the PEE/AP (AMAPÁ, 2022).

In the analysis of goals 1 to 3, presented in this article, the North region appears as one of the regions with the lowest performance, and the state of Amapá performs below that defined by the goal indicators (BRASIL, 2019a).

This analysis of monitoring reports on current plans leads us to reflect on social inequalities, a historical reality in Brazil, and which is identified in the projected performance in the regions in terms of meeting the goals established by the PNE (BRASIL, 2014a).

## The Tucuju side of the Amazon River: the state of Amapá, regionalization, culture and education

Tucuju side, the aim is to elucidate Amapá culture in a poetic context, as Amapá has a peculiar characteristic as part of the Amazon region. The term Tucuju also refers to the name of the indigenous ethnic group that inhabited the left bank of the mouth of the Amazon River, where the city of Macapá, capital of the state of Amapá, is currently located. Thus, it appears that the Cultural Anthem of the state of Amapá, created based on Law n. 2,243, of November 6, 2017/AL (AMAPÁ, 2017, p. 01), “perfectly prints and portrays our Amapá way of being, it is the song Jeito Tucuju” (AMAPÁ, 2017, p. 04), told and sung by composers Joãozinho Gomes and Val Milhomem, the cultural expression of Amapá:

Whoever has never seen the AMAZONAS will never understand the life of a people  
With a Brazilian soul and color  
Their riverside conquests  
Their new rhythm  
They will not tell our story because they don't know and because they don't do it justice  
They won't enjoy our Tucujus parties  
Whoever sees the Amazonas, at this moment, and knows how to overflow with so much love  
This will have understood the way of being of the people here  
Whoever has never seen the Amazon will never understand the belief of a people  
Its homemade science, the prayer of the healers, the miraculous gift [...]  
(AMAPÁ, 2017, p. 06, our translation).

The expressiveness in the lyrics of the aforementioned song reflects the riverside culture, of beliefs and diversities, that of the culture of the TUCUJU people, the cultural diversity within the North, Amazon, riverside, urban, rural region, the belief in folk medicine of the healers, the legends dolphin, Iara, Matinta-pereira, Mãe d'água, among other myths and legends that make this region and its population so special and diverse (SANTOS, 2018).

This sociocultural diversity in Amapá is expressed by the dispute over territories and resources that reflect different worldviews and meanings of sustainability and socioeconomic activities that can lead to regional development (CHAGAS *et al.*, 2017).

Amapá is located in the Amazon biome, in the extreme North of Brazil, in what is also called the Guianas Plateau shield, with an estimated area of 142,815 km<sup>2</sup>, and has 72% of its area dedicated to environmental conservation units and indigenous reserves, with a large part of its extension located in the Amazon rainforest. The Amazon River sometimes forms the border line in the south of the state, on the border with Pará; to the North, it is limited to the French Guianas; to the East with the Atlantic Ocean, and to the Northwest with Suriname.

The population of the state of Amapá is 861,773 people, representing the second lowest among Brazilian states, with an urbanization rate of 89.7%, and is distributed in 16

municipalities, the most populous being Macapá, the capital, with 512,902 inhabitants (IBGE, 2020b).

The implications for achieving regional development have to do with the definition of a region, and how its limits are perceived internally and externally. Therefore, when thinking about regional development it is necessary to guarantee the participation of local society in the continuous planning of the distribution of fruits and occupation of space in this growth process (OLIVEIRA; LIMA, 2003).

This guarantee is important, as the objectives of regional development, over time, have been structured to achieve foundations in the following aspects: combating regional asymmetries; take advantage of the endogenous resources and potential of the regions; promote territorial planning; guarantee the participation of citizens in resolving regional problems (DINIZ, 2009). These objectives are based on the sense that regional development needs to pay attention to strategies that facilitate the construction of a set of measures, incentives and support necessary for the region's economic growth.

This rescue of regionalization is often related to the role of the State. For example, in the Amazon, the intervention of the State, of authoritarian, technocratic state power, was fundamental in the creation of the regions. "The Legal Amazon was a geopolitical creation of the federal government, with the argument of promoting regional development" (BECKER, 2004, p. 16, our translation). However, this did not effectively bring about the proclaimed development.

It is known that education, one of the most important areas for the country's development, acts as an appreciation and empowerment of citizens, generating the strengthening and effectiveness of social capital networks and prioritizing regional development (NAZZARI *et al.*, 2004). Thus, it is understood that, through the acquisition of knowledge, the individual increases their income, their quality of life and, as a result, the nation grows, even though it is a slow process that requires constant adjustments.

In the North region, educational indicators are one of the most critical, when compared to national averages (BRASIL, 2019a). This situation is associated with social inequalities, as well as State interventionist action in the regionalization process, which points to the need for political strategies, with a view to the quality of basic education and consequently the evolution of the performance of educational indicators.

## **Monitoring and evaluation processes: State Plan and its impacts on Amapá education**

In Latin America, and specifically in Brazil, since the 1990s, with the processes of global political, economic and social changes, the role of evaluation began to be given centrality in the different spheres of government management, with systems being implemented evaluation systems aimed at various purposes, especially in the area of public social policies (AFONSO, 2000).

In the midst of this economic and cultural globalization and its impacts on the social field, particularly in education, neoliberal ideas began to be disseminated as a measure to strengthen the capitalist system and defend the interests of big capital (HARVEY, 2013). This justifies the importance of the various evaluation processes as an eminent discourse on the need to modernize public management, with the adoption of managerial and competitive mechanisms, especially aimed at overcoming the so-called crises in efficiency, effectiveness and productivity of the country's educational systems. This fact corresponds to the emergence of new ways of regulating educational systems, in which the State begins to play a new role, concentratedly, as a regulator and evaluator of educational policies, programs and projects (AFONSO, 2000).

For Cunha (2006), governments are interested in evaluation studies, relating issues of effectiveness, efficiency and performance of public management, as these studies constitute tools that generate greater knowledge for managers in their decision-making. Such tools can be seen in the practice of monitoring, which consists of continuous monitoring by managers throughout the development of programs and policies and in relation to their objectives and goals (VAITSMAN; RODRIGUES; PAES-SOUSA, 2006).

However, monitoring and evaluation also add, in their debate, the perspective of social control, as they allow for a transparent relationship between state public organizations, project financiers and society in general, and enable the involvement of these actors with the information about financial and material resources, compliance with objectives and goals (GUBERMAN; KNOPP; 2009). From this perspective, Arretche (1999) points out that the process of producing and disseminating technically well-done evaluations allows the exercise of democratic rights, which is control over government actions.

This context of convergence and divergence regarding the processes of monitoring and evaluating public policies is also part of the historical path of the PNE (BRASIL, 2014a), because they are stages that are articulated in a single process and contribute to achieving the goals that constitute it, pointing out the gaps and possible necessary changes along the way,



incorporating into the PNE the flexibility needed to absorb society's demands (BRASIL, 2016b).

The PNE (2014-2024), in its Article 8, in relation to its guidelines, goals and strategies, established that federative entities should “prepare their corresponding education plans, or adapt the plans already approved to Law No. 13,005” (BRASIL, 2014a). In this regard, it is noteworthy that Amapá is among the eleven states that implemented their plans within the deadline established by legislation. The PEE/AP was established by Law No. 1,907, of June 25, 2015, its baseline is from 2015 to 2025, and consists of 26 goals and 314 strategies. (AMAPÁ, 2015).

This result reveals how much the PNE (2014-2024) meant for greater state adherence, and this fact was attributed to two factors that contributed to the result, without discarding others. The first would be the movement towards greater legal delineation; the second is related to the movement that involved several coordinated actions between the Union and other federated entities (MENEZES; SOUZA, 2018).

In relation to the second movement mentioned, it is important to highlight the Secretariat for Coordination with Education Systems (SASE/MEC), which provided assistance to subnational entities, through the creation of a technical assistance network integrated by educational evaluators and a set of documents advisors in support of the construction of the ten-year education plans in force (DOURADO, 2017).

Therefore, in a set of actions, SASE played a significant role in the materialization of plans, in particular coordination, mobilization with federated entities and the formation of committees or technical teams for monitoring and evaluating plans. As already mentioned at the beginning of this study, educational policies in Brazil have suffered significant impacts with the decisions of the Temer and Bolsonaro governments, since the impeachment of President Dilma Rouseff in 2016, causing the disarticulation of policies and compromising the goals of the ten-year education plans.

These impacts are noticeable in the dismantling of educational policies, covering several sectors, including the favoring of private sectors and the adoption of fiscal adjustment policies (DOURADO, 2017). One of the decisions that could make meeting the PNE goals unfeasible (BRASIL, 2014a) refers to the extinction of SASE, which occurred through Decree No. 9,465, of January 2, 2019 (BRASIL, 2019b), by the Bolsonaro government.

The extinction of SASE caused the continuity of the Technical Assistance Network to be uncertain, which could represent a greater challenge to be faced by the plan monitoring and

evaluation committees, as in addition to technical support, SASE was also responsible for maintaining a portal: Planning for the Next Decade/PNE em Movimento. On this Platform, it was possible to find guiding documents, access a map monitoring the status of plans in states and municipalities, download plans, read news on the topic of plans, among other consultations. Although the portal remains online, there is no news regarding the year 2019. In this regard, the function of the current Single Government Portal stands out, created by Decree No. 9,756, of April 11, 2019, whose art. 1st determines:

The single portal “gov.br” is hereby established, within the scope of the bodies and entities of the direct, autonomous and foundational federal public administration of the federal Executive Branch, through which institutional information, news and public services provided by the Federal Government will be made available from centralized manner (BRASIL, 2019c, p. 1, our translation).

With the implementation of this project to unify the federal government's digital channels, it was noticeable, in the research carried out by this author, the migration of the PNE's study and monitoring platforms to gov.br. On the previous platform, the discontinuity of publications and many broken *links* are already identified, where when browsing through them the server gives the answer.

Article 5 of the PNE (BRASIL, 2014a) defines the processes of continuous monitoring, periodic evaluation and the responsibilities of the bodies responsible for these actions, which concern: dissemination of their results through the respective institutional websites; analysis and elaboration of public policies that aim to ensure the implementation of strategies and the fulfillment of established goals; and the analysis and proposal for reviewing the percentage of public investment in education. In § 2 of the same article, it provides that, every two years, INEP publishes studies measuring the established goals, using a maximum interval of four years as a parameter. It also guides, according to art. 6th, §§ 1st and 2nd, that the National Education Forum (FNE) must coordinate at least two national education conferences, linking them to previous state, district and municipal conferences, “with the aim of evaluate the execution of this PNE and support the preparation of the national education plan for the subsequent decade” (BRASIL, 2014a).

Corroborating this orientation, art. 7th of the PEE/AP determines:

the State must promote, by 2025, at least two State Education Conferences, with an interval of up to four years between them, aiming to broadly evaluate the execution of the State Education Plan-PEE and support the preparation of the new State Plan for the following decade (2025-2035). Single paragraph.

The State Education Conferences, provided for in the caput of this article, must be planned and coordinated by the Amapá State Education Forum (FEE/AP) (AMAPÁ, 2015, p. 2, our translation).

Still according to PNE guidance (BRASIL, 2014a), goal 26, strategy 26.4 of the PEE, deals with the wide dissemination of evaluation results, so that they serve as a reference for the resizing of public educational policies adopted within the state (AMAPÁ, 2015).

The PNE (BRASIL, 2014a, p. 17, our translation) mentions that subnational Plans must create their own monitoring and evaluation systems, providing, on the one hand, “the participation of social movements and other segments of organized civil society and political society”. It should be noted that Article 6 and the Sole Paragraph of the PEE/AP express that:

[...] the execution of the PEE and the fulfillment of its goals will be subject to continuous monitoring and periodic evaluation, carried out by the following bodies: State Department of Education; State Education Council; Education, Culture, Sports, Science and Technology Committee of the State Legislative Assembly; State Education Forum; State Secretariat for Planning (AMAPÁ, 2015, p. 2, our translation).

From the composition expressed above, it is clear that the PEE makes it clear that monitoring and evaluation actions should not occur in isolation and/or in parallel; which must result from a collaborative and integrated process between the bodies that have this responsibility. However, when appointing the technical team through Ordinance no. 028/2018 (AMAPÁ, 2018), revoked by Ordinance no. 251/2019 of SEED/AP (AMAPÁ, 2019), the last one in force, in the sole paragraph, says: “observing the principle of continuity, the members of the PEE/AP Technical Monitoring Team, preferably must be civil servants effective and assigned to the administrative and pedagogical management sectors of SEED” (AMAPÁ, 2019, p. 7). It is identified, in addition to team turnover, that the observation described in Ordinance no. 251 (AMAPÁ, 2019), with regard to the composition of the commission and/or technical team, represents the opposite of what the PEE (AMAPÁ, 2015) expresses, regarding the integration between its instances, especially in relation to the participation of social actors.

The evaluation of current ten-year education plans involves measuring the evolution of their goals through the definition of indicators, which must take as a reference the database(s) of official national research institutions. This is because there is a need to carry out comparative analyzes between their results, not only year by year, but also in a disaggregated way between the federated entities. In attention to this issue, the PNE in art. 4th determined that the goals of the plans must be based on the “National Household Sample Survey – PNAD, the demographic census and the most up-to-date national censuses of basic and higher education” (BRASIL,

2014a, p. 1). Likewise, they must be based on monitoring and evaluating the goals of state education plans that come close to their established goals, and will be able to make use of the indicators suggested by INEP. Therefore, the results of these studies should be disseminated in biennial cycles, for other goals that are associated with the educational specificities in the PNE (BRASIL, 2014a).

From the analysis of the PEE (AMAPÁ, 2015) it is identified that the methodological and structural basis for the construction of the 2018-2019 Biennial Report on Monitoring and Evaluation of the PEE/AP, in addition to those indicated by the PNE (BRASIL, 2014a), uses data from the Technical Summary of the State of Amapá – Basic Education Census 2019 (AMAPÁ, 2022) and from the Educational Research Center of the State Department of Education (CEPE) (AMAPÁ, 2022). Therefore, these documents are essential for the construction of the Report, considering the difficulties in obtaining data in the Territory of Amapá.

The art. 5th, § 2nd of the PNE determines that, during the decade of its validity, every two years, INEP must publish “studies to assess progress in meeting its established goals with information organized by federated entity and consolidated at a national level” (BRAZIL, 2014a, p. 2, our translation). In order to respond to the determination of the PNE in force, INEP published two documents: the first, entitled “National Education Plan PNE 2014-2024: Base Line” (BRASIL, 2015a), which presents the contextualization of each of the goals of the Plan, at the beginning of its validity and; the second, named “Report of the 1st monitoring cycle of PNE goals: biennium 2014-2016”, provides an “analysis of the evolution of compliance with national goals, allowing to size up the challenges that are necessary to achieve the objectives set” (BRASIL, 2016c, p. 12). However, it is important to highlight that the first Monitoring Report of the State Education Plan Biennium 2018/2019 was published in the Official Gazette of Amapá, nº 7.609/Section 02, on February 17, 2022 (AMAPÁ, 2022), seven years after the approval. This may be one of the impediments for the state to detect the evolution of its goals and readjust strategies and actions that improve the quality of teaching and, consequently, the performance of the indicators of the goals set out in the PEE (AMAPÁ, 2015).

From this perspective, it is understood the relevance of highlighting the role of the Audit Courts in monitoring the implementation of public educational policies, which identify, based on management reports, the situation of the states and municipalities under their jurisdiction, in addition to their structures existing locations to comply with this State policy, instigating the implementation of what the current PNE expresses (RODRIGUES; RODRIGUES; BARROS,

2021). It is worth highlighting the ATRICON Joint Recommendation Note n. 01/2021 (BRASIL, 2021), which deals, among others, with the recommendation that the Brazilian Audit Courts adopt guidance, monitoring and inspection measures aimed at meeting the goals within the deadline established in the current PNE.

The activities of the Courts of Auditors have as their main norm, in the sphere of education, the Resolution of the Association of Members of the Courts of Auditors of Brazil (ATRICON) n. 03/2015 (BRAZIL, 2015b). This document approves guidelines and states that the Brazilian Audit Courts have the power and duty “to contribute to the improvement of public management and to ensure that resources allocated to education are used efficiently and probably and that the effectiveness of policies is maximized public information related to the topic” (BRASIL, 2015b, p. 5, our translation).

Within the scope of the Court of Auditors of the State of Amapá (TCE/AP), according to Barros *et al.* (2021), a working group (GT) linked to education was formally established to monitor state and municipal Education Plans and to work on actions in the area of education carried out by TCE/AP.

It is noteworthy that the Monitoring and Alert Dispatch System, from the Rui Barbosa Institute (IRB), issues alerts to administrators responsible for monitoring the PNE goals (2014-2024), through numerical indicators classified by color, presenting an overview of the evolution of states, the Federal District and Brazilian municipalities in terms of achieving the current PNE goals, with emphasis on situations that indicate risks (RODRIGUES; RODRIGUES; BARROS, 2021). In this study, access to indicator data by municipality was from the TC Educa Platform (BRASIL, 2022).

This participation in the monitoring of the PEE (AMAPÁ, 2015) by other institutions can be considered an indication for the creation of a network of institutions that fulfill functions of relevance for monitoring educational plans, which makes it possible to expand the instances, as advised in the current PNE, and adds significant contributions to achieving its goals (BRASIL, 2014a). As presented in the document “learning for all”, aimed at developing a high-quality knowledge base on the reform of the educational system (WORLD BANK, 2011), a network format must be created that not only includes justifying the that represent Brazil's indicators, but that present systematized data regarding the effectiveness of educational programs and policies, and how these policies adapt to regional specificities.

Perhaps this would be a network strategy with the possibility of directing suitable indicators for educational reforms, as for the construction of an educational system in a

historical-geographical context, according to Saviane (2017, p. 11, our translation), some conditions are determining: “a) awareness the problems of the situation; b) knowledge of reality (structures); c) formulation of a pedagogy”. In short, it is necessary to know reality in order to transform it.

The importance of aggregating efforts to assess the evolution of the goals established in the current PEE/AP is highlighted, constituting a relevant contribution so that the commissions/instances responsible for monitoring and evaluating the plan can develop their actions, strategies, and to the preparation of the biennial report.

Still in relation to meeting the expected goals, art. 3rd of the PEE (AMAPÁ, 2015) ensures that they must be fulfilled by June 2025, complying with the established deadlines, and in the respective strategies. The sole paragraph of art. 3rd says that, in order to achieve the goals and strategies of the PEE/AP, “the collaboration regime between the State, their respective Municipalities and the Union must be activated, not excluding the adoption of additional measures or legal instruments” (AMAPÁ, 2015, p. 2, our translation). In this regard, the data available on the Ministry of Education (MEC) platform indicates that, in Amapá, the following were sanctioned: the state education plan and the 16 municipal plans (BRASIL, 2015c).

It is understood, therefore, that the PEE (AMAPÁ, 2015) is present in every state and that the strategies that will be adopted for the monitoring and evaluation processes of the PEE/AP and its entities can account for what the state policies of education.

In relation to collaboration between entities, the PEE monitoring report (AMAPÁ, 2015), 2018/2019, ensures that:

[...] the Collaboration Agreement between the state of Amapá and its 16 (sixteen) Municipalities was signed on January 16, 2018. The Collaboration Regime signed between the Government of the State of Amapá and the 16 municipalities has as its main objective the union of efforts to improve the learning results of Amapá students (AMAPÁ, 2022, p. 20, our translation).

The actions considered relevant in the collaboration agreement, in the evaluation of the technical team of the PEE monitoring and evaluation processes, are, among others, the delivery of schools that serve students from the 1st to the 5th year, the training of local trainers and the sanction of Laws and launch of the Literate Child Program (AMAPÁ, 2022).

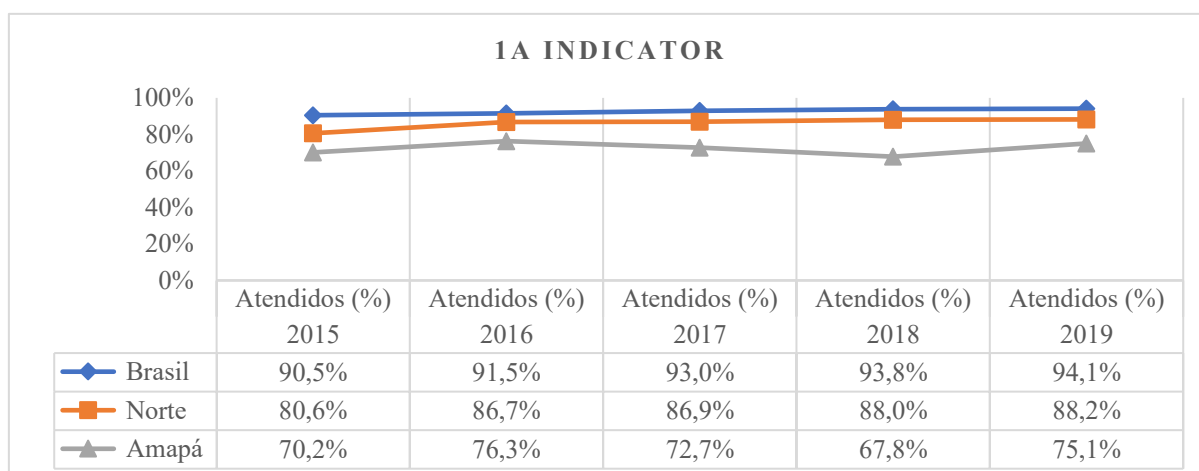
## The educational policies present in the PEE/AP and their effective scope: a brief sample of the analysis of the indicators

To understand the implementation of the PEE (AMAPÁ, 2015), an analysis of the performance indicator data is presented, which will be demonstrated partially, covering goals 1 to 3, members of the first group of structuring goals of the PEE (AMAPÁ, 2015), which deal respectively with: the universalization of pre-school education for children aged four to five; the universalization of nine-year primary education for the entire population aged six to 14; and the universalization of secondary education, school attendance for the entire population aged 15 to 17.

The following data were accessed from the platforms: PNE/INEP Monitoring Panel (BRASIL, 2020c) and TC Educa (BRASIL, 2022), included in the indicators for each goal, will be presented with a time frame from 2015 to 2019 and analyzed based on graphs 1 to 6, where the comparative performance will be presented, at the Brazilian level, large region (North) and federation unit (Amapá). Regarding the data projected in tables 1 and 2, the performance of the target indicators will be detailed by the municipalities that make up the state of Amapá.

**Goal 1** deals with the universalization, by 2016, of early childhood education in pre-school for children aged four to five years old and expands the provision of early childhood education in daycare centers in order to serve at least 50% of children up to three years until the end of this PNE: in 2024 (BRASIL, 2014a). The achievement of this target is measured using two indicators: 1-A, which counts the percentage of the population aged four to five years old that attends school/daycare; and 1-B, which assesses the percentage of the population aged zero to three who attend school/daycare. Graph 1 below shows the performance of indicator 1-A:

**Graphic 1** – Number and percentage of children aged four to five who attended school or daycare by Brazil, major region and Federation unit



Source: Prepared by the authors based on the PNE/INEP Monitoring Panel (BRASIL, 2020c), Dired / Inep based on data from Pnad/IBGE (2004-2015) and Pnad continua/IBGE (2016-2019).

According to PNE (BRASIL, 2014a), indicator 1-A should present a percentage of 100% enrollment for Early Childhood Education in preschool for children aged four to five years old, by the year 2016, considering that the goal under analysis foresees the universalization of early childhood education in pre-school. In graph 1 it is identified that Brazil did not achieve the performance in the period established in this indicator. In 2019, Brazil had a percentage of 94.1%; in the North region, in the same period, the percentage was 88.2%, and in the state of Amapá, only 75.1% of children aged four to five were enrolled in Early Childhood Education. It is observed that in the state of Amapá the percentages vary between the years 2015 and 2019.

In 2015, presenting a high performance of 70.2%, rising to 76.3% in 2016, and a low performance in the period between 2017 and 2018, reaching 67.8% in 2018, resuming the increase in the rate in 2019, with a percentage of 75.1%. The data made available in the TC Educa monitoring panel (BRASIL, 2022) allows a view of the performance of the PNE goals (BRASIL, 2014a), and enables individual analysis, by municipality, as detailed in Table 1:



**Table 1** – Details of indicator 1-A by Municipality – state of Amapá

COUNTY	2015	2016	2017	2018	2019	SITUATION
Amapá	71.61%	65.73%	68.80%	66.75%	88.09%	Noncompliance Risk
Calçoene	85.81%	89.52%	89.30%	81.66%	98.54%	Regular
Cutias	50.94%	67.04%	74.53%	74.91%	122.22%	Regular
Ferreira Gomes	91.36%	101.33%	98.34%	103.99%	74.82%	Noncompliance Risk
Itaubal	88.48%	90.12%	107.82%	114.40%	107.69%	Regular
Laranjal do Jarí	68.91%	63.53%	64.52%	64.47%	66.94%	Noncompliance Risk
Macapá	59.66%	64.24%	63.56%	63.20%	51.59%	Noncompliance Risk
Mazagão	79.77%	82.26%	85.79%	89.00%	87.13%	Noncompliance Risk
Oiapoque	76.20%	83.54%	78.65%	78.17%	82.41%	Noncompliance Risk
Pedra Branca do Amapari	70.17%	68.64%	72.54%	77.80%	71.10%	Noncompliance Risk
Porto Grande	84.10%	83.16%	79.62%	76.91%	86.20%	Noncompliance Risk
Pracuúba	70.20%	71.02%	66.94%	65.31%	93.60%	Noncompliance Risk
Santana	76.18%	78.11%	78.39%	80.53%	74.57%	Noncompliance Risk
Serra do Navio	72.99%	67.70%	69.91%	71.68%	96.00%	Noncompliance Risk
Tartarugalzinho	78.58%	75.58%	69.03%	72.31%	82.47%	Noncompliance Risk
Vitória do Jarí	77.98%	80.54%	75.29%	87.06%	88.72%	Noncompliance Risk

Source: Prepared by the authors<sup>3</sup>

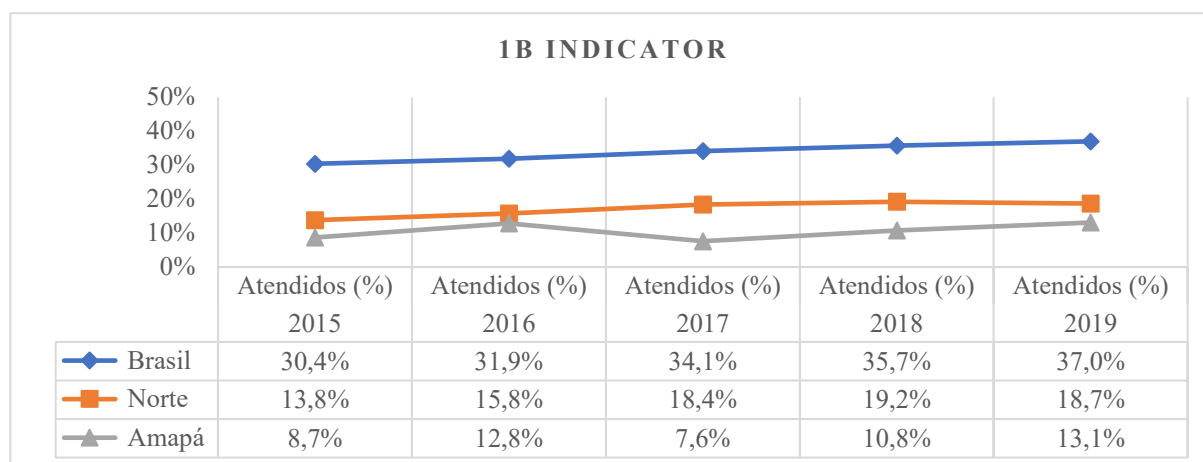
According to Table 1, the state of Amapá comprises sixteen municipalities, and, of these, only three (Calçoene, Cutias and Itaubal) present a regular performance in daycare centers, approaching a percentage of 100% of the target stipulated by the PNE (BRAZIL, 2014a). It is important to highlight that the percentage above 100%, identified in three municipalities (Cutias, Ferreira Gomes and Itaubal), is related to the methodology used by the TC Educa panel (BRASIL, 2022), which is based on population estimates for 2018, prepared by the Court of Auditors of the State of Santa Catarina (TCE/SC), based on the IBGE Population Census (BRASIL, 2010) and annual municipal estimates from IBGE, as well as data from information systems on live births and mortality in the Ministry of Health (RODRIGUES; RODRIGUES; BARROS, 2021). It can be seen that the other municipalities show variables in their scales, with minimum percentages of 51.59% and a maximum of 96%, presenting, for the most part, a risk of non-compliance with targets, a risk identified based on the trend of annual advancement by percentage point (BRAZIL, 2022).

Although national data indicate that the state of Amapá reached a percentage of only 75.1% (of attendance for children aged four to five who were enrolled in Early Childhood Education) by the year 2019 (Graph 1), when analyzing the data by municipalities, according to TC Educa (BRASIL, 2022), it appears that 11 of the 16 municipalities show performance above the state average.

<sup>3</sup>The data demonstrated with a time frame of 2015-2019 can be accessed on the TC Educa Platform, available at: <https://tceduca.irbcontas.org.br/mapa>. Accessed on: 8 Jan. 2022.

Next, in Graph 2, reference is made to the enrollment of children aged zero to three in daycare centers, assessed using indicator 1-B.

**Graph 2** – Percentage of children aged zero to three who attend school/daycare



Source: Prepared by the authors based on the PNE/INEP Monitoring Panel (BRASIL, 2020c), Dired / Inep based on data from Pnad/IBGE (2004-2015) and Pnad continua/IBGE (2016-2019).

It can be seen, in Graph 2, relating to indicator 1-B, that the national scenario reached, in 2019, the percentage of 37% of services, when expected, by the year 2024, is at least 50%. The North region managed, in the same period, to offer a percentage of care of 18.7%, in daycare centers, for children from zero to three years old; The state of Amapá provided only 13.1% for the same audience. It is clear that the state of Amapá presents variables in the percentage of performance regarding service in the period under analysis. In 2015, Amapá reached 8.7%, rising to 12.8% in 2016. In the period between 2017 and 2018, Amapá presented a lower percentage than that recorded in 2016, increasing its performance in 2019.

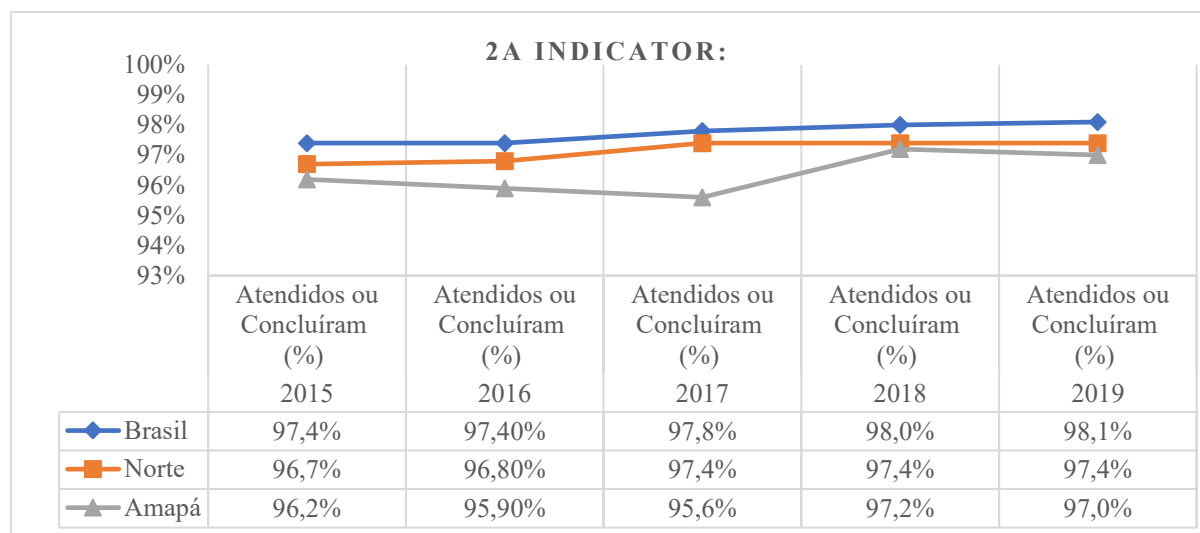
According to INEP (BRASIL, 2020), the performance of the state of Amapá presented for Goal 1 is among the three federative units with the lowest performance for the indicator. The report from the 3rd monitoring cycle highlights the states in the North region with the lowest coverage, and highlights that the low-income population has less access to Early Childhood Education and daycare centers compared to children from wealthier classes. Hence the need for municipalities to coordinate, creating strategies for priority assistance in Early Childhood Education, aiming to reach, in particular, low-income children.

**Goal 2**, which will be analyzed below, proposes the universalization of nine-year Elementary Education for the entire population aged six to 14, in addition to ensuring that at least 95% of students complete this stage at the recommended age, by the age of last year of validity of the PNE – year 2024 (BRASIL, 2014a). This target has two indicators: indicator 2-

A, which assesses the percentage of the population aged six to fourteen who attended or had already completed primary education; indicator 2-B, which refers to the percentage of the 16-year-old population with at least completed elementary school.

In Graph 3, below, the evolution of indicator 2-A between 2015 and 2019 is presented.

**Graph 3 – Percentage of the population aged six to 14 who attend or have already completed elementary school by 2019**



Source: Prepared by the authors based on the PNE/INEP Monitoring Panel (BRASIL, 2020c), Dired / Inep based on data from Pnad/IBGE (2004-2015) and Pnad continua/IBGE (2016-2019)

When looking at indicator 2-A, it is clear that, in 2019, Brazil had a good percentage of the population aged six to 14 who attended or completed Elementary School, reaching 98.1%, when expected by the year 2024 is 100%, corresponding to the universalization described in Goal 2 of the PNE (BRASIL, 2014a). The North region, in turn, showed a performance of 97.4%. The state of Amapá reached 97.0%, a percentage very close to that of the region and also to the universalization proposed by the current PNE. Even with variables showing declines in 2016 and 2017, it can be seen that, from 2018 onwards, the percentage increased again.

Table 2 presents the performance of indicator 2-A, according to that collected in the municipalities of the state of Amapá.

**Table 2** – Details of indicator 2-A by municipality, state of Amapá

COUNTY	2015	2016	2017	2018	2019	SITUATION
<b>Amapá</b>	94.12%	93.93%	94.91%	90.34%	81.44%	Noncompliance Risk
<b>Calçoene</b>	71.9%	78.8%	77.82%	76.04%	72.89%	Noncompliance Risk
<b>Cutias</b>	105.54%	109.49%	100.28%	98.5%	81.9%	Noncompliance Risk
<b>Ferreira Gomes</b>	102.37%	107.56%	109.4%	106.68%	111.39%	Regular
<b>Itaubal</b>	87.61%	83.31%	81.03%	79.27%	74.00%	Noncompliance Risk
<b>Laranjal do Jarí</b>	90.74%	90.5%	89.4%	89.4%	80.96%	Noncompliance Risk
<b>Macapá</b>	93.23%	93.47%	92.56%	93.06%	88.29%	Noncompliance Risk
<b>Mazagão</b>	93.58%	96.87%	98.15%	99.87%	80.3%	Noncompliance Risk
<b>Oiapoque</b>	87.85%	89.07%	92.55%	95.42%	72.29%	Noncompliance Risk
<b>Pedra Branca do Amapari</b>	97.85%	96.68%	94.11%	93.26%	84.54%	Noncompliance Risk
<b>Porto Grande</b>	90.20%	90.69%	89.04%	87.58%	68.93%	Noncompliance Risk
<b>Pracuúba</b>	92.82%	92.06%	90.91%	88.34%	86.12%	Noncompliance Risk
<b>Santana</b>	91.64%	85.19%	82.62%	80.72%	79.83%	Noncompliance Risk
<b>Serra do Navio</b>	86.21%	91.11%	89.21%	89.03%	77.74%	Noncompliance Risk
<b>Tartarugalzinho</b>	86.65%	83.1%	79.83%	77.70%	74.05%	Noncompliance Risk
<b>Vitória do Jarí</b>	94.12%	93.93%	94.91%	90.34%	81.44%	Noncompliance Risk

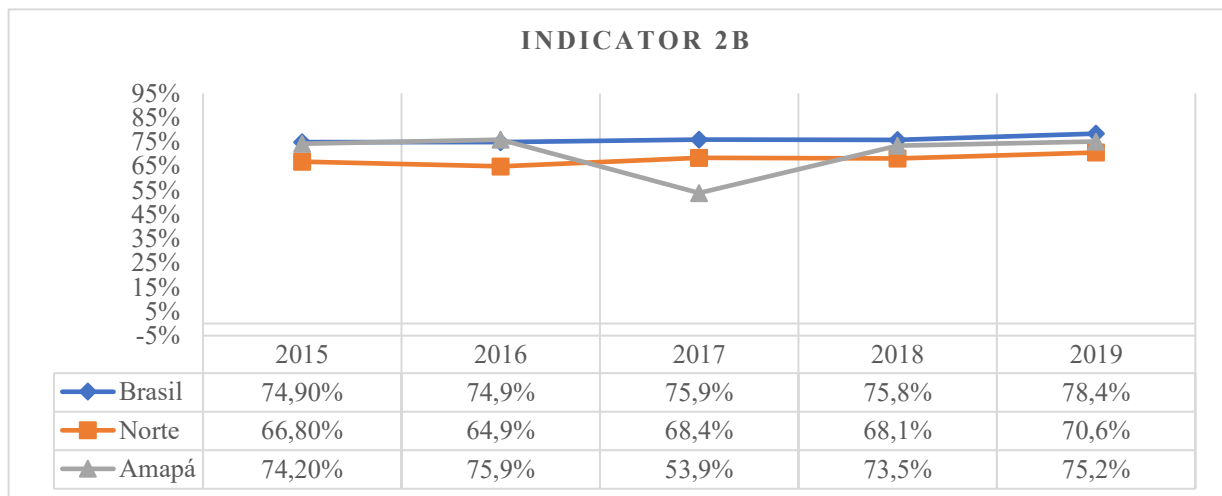
Source: Prepared by the authors<sup>4</sup>

It is observed, in Table 2, that of the 16 municipalities in the state of Amapá, only one (Ferreira Gomes) presents regular performance for the indicator in reference; the others present variables with increases and decreases in performance over the period, with a minimum percentage of 68% and a maximum of 88.29% in 2019 o, indicating a risk of non-compliance with targets.

Graph 4, below, highlights the performance for indicator 2-B, related to the percentage of the 16-year-old population with at least primary education completed in the period between 2015 and 2019, recording the performance of Brazil, the region North and the state of Amapá.

<sup>4</sup>The data demonstrated with a time frame of 2015-2019 can be accessed on the TC Educa Platform, available at: <https://tceduca.irbcontas.org.br/mapa>. Accessed on: 8 Jan. 2022.

**Graph 4 – Percentage of the 16-year-old population with at least primary education completed**

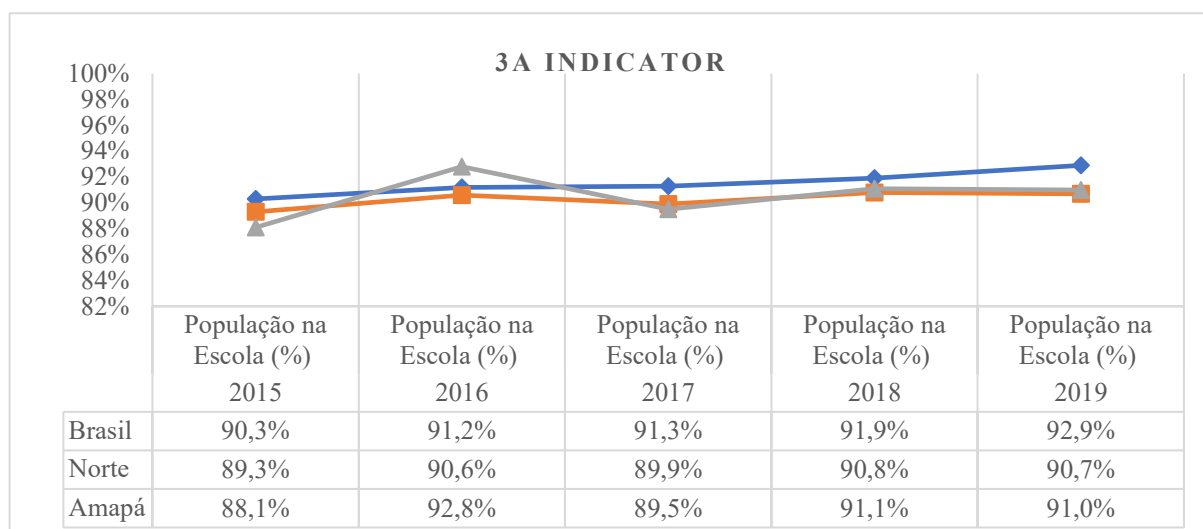


Source: Prepared by the authors based on the PNE/INEP Monitoring Panel (BRASIL, 2020c), Direção de Inep based on data from Pnad/IBGE (2004-2015) and Pnad continua/IBGE (2016-2019)

For indicator 2-B, a performance of 95% is expected by 2024. It is observed that Brazil, in the period from 2015 to 2018, presented variables from 74.90% to 75.80%, reaching, in 2019, 78.4% of the 16-year-old population with at least completed Elementary School. The North region presents variables in the range of the year 2015 to 2019, with growth from the year 2017, reaching 70.6% in 2019. The state of Amapá had a significant drop in the year 2017, and showed growth from 2018, reaching 75.2% in 2019, with a performance above that identified in the region.

**Goal 3**, presented below in Graph 5, intended to universalize, by 2016, school attendance for the entire population aged 15 to 17, and increase, by the year 2024, the end of the PNE period (BRASIL, 2014a), the net enrollment rate in secondary education to 85%. The target contains two indicators: 3-A and 3-B.

**Graph 5 – Percentage of the population aged 15 to 17 who attends school or has already completed Basic Education**

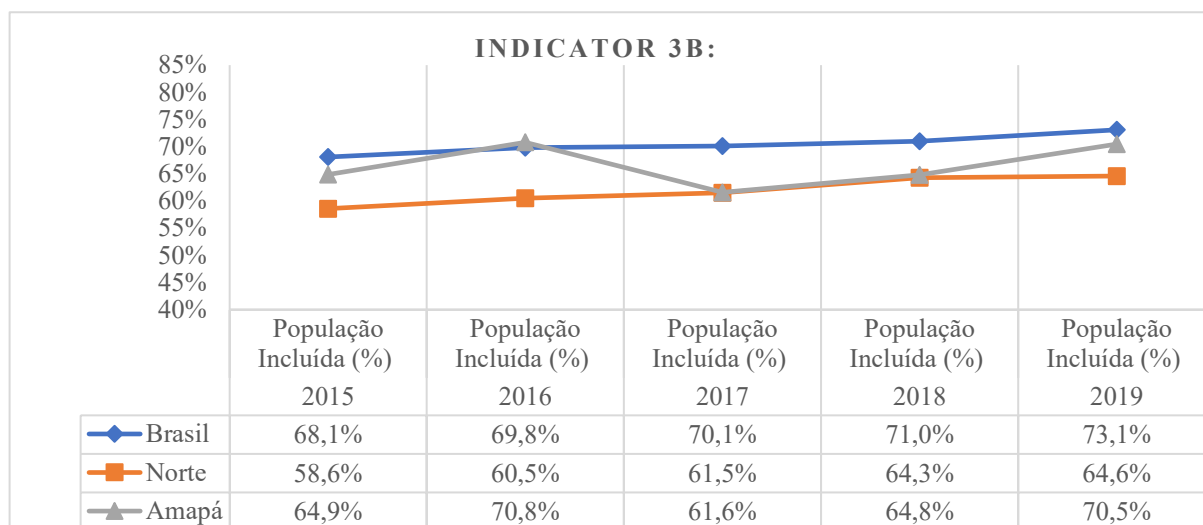


Source: Prepared by the authors based on the PNE/INEP Monitoring Panel (BRASIL, 2020c), Direção / Inep based on data from Pnad/IBGE (2004-2015) and Pnad continua/IBGE (2016-2019)

The data represents the percentage of the population aged 15 to 17 who attends school or has already completed Basic Education – indicator 3-A, and had a coverage target of: 100% of this population by 2016. Brazil reached 91.2%, in 2016, and even though it did not reach the 100% predicted in the year in question, it maintained an increase in the percentage in the following years, reaching 92.8% in 2019. The North region, in 2016, reached 90.6%, and the state of Amapá at 92.8%, both performed below the indicated coverage; Even so, Amapá reached a percentage above that recorded for the North region and Brazil in the year in question. In relation to the state of Amapá, the indicator's development line shows oscillation between periods, with performance of growth and reduction in percentages, reaching, in 2019, coverage of 91.0%.

Graph 6, below, shows the evolution of indicator 3-B, in the period between 2015 and 2019.

**Graph 6 – Percentage of the population aged 15 to 17 who attends high school or has completed basic education**



Source: Prepared by the authors based on the PNE/INEP Monitoring Panel (BRASIL, 2020c), Dired / Inep based on data from Pnad/IBGE (2004-2015) and Pnad continua/IBGE (2016-2019)

Indicator 3-B evaluates the percentage of the population aged 15 to 17 who attended high school or had completed basic education. The expected performance for the indicator is 85% by the end of the PNE's term, in 2024. It is observed that Brazil, by 2019, reached 73.1%. The North region had a performance of approximately nine percentage points below the national figure, recording 64.6%. The state of Amapá reached a percentage of 70.5%, therefore, above the regional performance and below the national performance.

It can be seen that the state of Amapá presents fluctuations between the periods analyzed, with growth and reduction in percentages: this may reflect the difficulty that the state presents in effecting the universalization of school attendance at the secondary level and may indicate discontinuities in public educational policies that meet the medium level.

### **Considerations of the representations of the State Plan for Amapá education**

In this study it is clear that, in a broader context, relating to what guides the PNE text (BRASIL, 2014a) and what fulfills the PEE (AMAPÁ, 2015), it is observed that the PEE/AP sought alignment. However, when comparing the text of the PEE with the biennial report on the monitoring and evaluation processes, it is observed that the composition of the technical team was established in isolation, without the integration of the bodies that have this responsibility, preferably appointing permanent employees and assigned to the administrative management sectors, contrary to what the PEE expresses, especially in relation to guaranteeing

the participation of social actors. It is clear that there is a need for details on the provisions of strategies and actions, on how the technical team works together to monitor and evaluate the PEE, considering, among other specificities, the collaboration regime with federated entities.

It is also noteworthy that the PEE (AMAPÁ, 2015) does not make it clear which bodies are responsible for carrying out studies and publishing indicators, and these data are relevant to support strategies for meeting the goals set out in the PEE/AP.

It is important to consider that the analyzes present little emphasis on social participation in the PEE/AP monitoring and evaluation processes. It is believed that, without the involvement of these actors, these processes run the risk of becoming a technical instrument, of a normative and managerial nature, devoid of the political meaning that guides these actions throughout the education planning policy cycles.

Another relevant fact observed in the analysis is that since the implementation of the PEE/AP, in 2015, it was only in 2022 that the State published the first biennial report (2018 - 2019) on the monitoring and evaluation processes.

Among the main actions of educational policies carried out in the state education network are the innovative programs presented in the biennial PEE report (AMAPÁ, 2022), aimed at improving the quality of public education and increasing educational rates. However, in the results, presented by cycle, Amapá presents the lowest performance in the final years of Elementary School, with an index of 4.0 compared to a target of 5.3. In this range, none of the state's 16 municipalities reached the objective, with the public network being responsible for 91.3% of those enrolled in the 6th to 9th year of Elementary School. In secondary education, where the public network is responsible for 86.8% of enrollments, Amapá had the lowest performance in the country, with an index of 3.4 out of a target of 4.5. In the initial years of Elementary School, Amapá's performance was closer, reaching 4.9 compared to a target of 5.2 (BRASIL, 2019a).

This unfavorable picture of basic education in Amapá when compared to national averages may be related to social inequalities, as well as the interventionist action of the State in the regionalization process. It is important to highlight that the advent of the government coup, which occurred in 2016 in Brazil, in addition to contributing to resource cuts, dismantled SASE, which was responsible for mobilizing the monitoring and evaluation processes of ten-year education plans. This may have impacted the results of the PEE's educational indicators (AMAPÁ, 2015), casting doubt on the feasibility of the monitoring and evaluation processes, as well as compromising the achievement of the planned goals.



Therefore, the results reveal the importance of publishing biennial reports on monitoring and evaluation processes to provide alerts regarding the performance of goals, enabling the readjustment of policies and aiming to implement the PEE/AP. Furthermore, indicator studies contribute to raising the quality of basic education in the state of Amapá.

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### ***CRediT Author Statement***

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**Acknowledgments:** Special thanks to the Research Group of the Laboratory of Studies and Research on Education Assessment Policies (LEPAES) for their participation during the study stages.

**Financing:** (CAPES Notice 013/2020) Postgraduate Development Program (PDPG) in the Legal Amazon.

**Conflicts of interest:** There are no conflicts of interest.

**Ethical approval:** Not applicable.

**Availability of data and material:** Not applicable.

**Author contributions:** Maria Sonale de Queiroz, master's student, actively participated in the development of the research, prepared and wrote the article. Margareth da Silva Guerra, PhD Professor, contributed to the writing and guided the study.

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**Processing and editing: Editora Ibero-Americana de Educação.**  
Review, formatting, standardization, and translation.

