EVALUATION OF LEARNING IN THE MUNICIPAL EDUCATION NETWORK OF GURUPI-TO: Indicators from the More Literacy Program

AVALIAÇÃO DA APRENDIZAGEM NA REDE MUNICIPAL DE ENSINO DE GURUPI-TO: Indicadores do Programa Mais Alfabetização

EVALUACIÓN DE LOS APRENDIZAJES EN LA RED EDUCATIVA MUNICIPAL DE GURUPI-TO: Más indicadores del programa de alfabetización

Meire Lucia Andrade da Silva
PhD candidate at the Federal University of Goiás (PPGE/FE/UFG), Brazil. CAPES scholarship holder. melucia26@hotmail.com.

0000-0002-1237-6422

Lúcia Maria de Assis
Post-doctorate in Education, professor at PPGE/FE/UFG, Brazil. luciaassis@ufg.br.

0000-0002-6380-2129

ABSTRACT:
This article aims to discuss the relevance of assessment in literacy cycles, since according to the Common National Curriculum Base (2017) in the first two years of elementary school, the pedagogical action must focus on the process of literate. In addition, the external evaluations of the systems are of great importance, as they provide subsidies for the analysis of school institutions, as it is known that the school must create mechanisms to guarantee the construction of knowledge in a reciprocal way and to have an education of quality, although in the Brazilian scenario it is not always what is conceived. In view of this, the objective of this research is precisely to verify the result of the evaluation in the municipal education system of Gurupi-TO through the data from the Program indicator for Literacy, between 2018 and 2019. In this sense, it is emphasized that this indicates the More Literacy is based on the Law of Directives and Bases of National Education, which is responsible for determining the existence of the development of the capacity to learn, using the basic means for the full mastery of reading, writing as well as the calculus in the school context.

KEYWORDS: Educational assessment; External evaluation; Literacy cycle; BNCC; Quality education.

Introduction

The present study aims to analyze the result of the evaluation in the municipal education network of Gurupi-TO, having as indicator the data of the More Literacy Program (PMALFA), referring to the years 2018 and 2019, in order to apprehend the impacts of continuity and ruptures of educational policies developed by the Ministry of Education (MEC).

The procedures adopted were: bibliographic review, documentary and analytical research. The first of these, the bibliographical, occurred through the reading and summarization of texts, articles, among others, that contemplated this theme. For Lima and Mioto (2007, p. 38) "this type of research implies in an ordered set of procedures to search for solutions, attentive to the object of study, and that, therefore, cannot be random". The second one used was the documental one, through the search for documents that regulate the PMALFA program. For Gil (1999, p. 61) it is very similar to the bibliographic review, although "the documentary is based on materials that have not yet received an analytical treatment, and can be reworked according to the research objects". In relation to the analytical research, the intention was to gain access to information published on portals and in files of the Municipal Secretariat of Education. This method normally carries out an investigation into events that have already occurred (Thomas; Nelson, 1996).

It is noteworthy that a comparison of the results of the 2014 and 2016 editions of the Ana assessment revealed a stagnation in student performance. In this sense, it is stated that the approval of the Common National Curricular Base (BNCC) determines that in the first two years of elementary school, pedagogical action should focus on literacy, in order to ensure ample opportunities for students to appropriate the alphabetic writing system in an articulated manner in relation to the development of other skills. To support this, the Ministry of Education (MEC) instituted the More Literacy Program, accompanied by external evaluations to verify literacy.

The Federal Constitution states that education is everyone's right and a duty of the State and the family. At the same time, the Law of Directives and Bases for National Education determines that in Elementary School, the basic education of the citizen occurs through the development of the capacity to learn, having as basic means the full command of reading, writing, and calculation.

When it comes to literacy, the MEC has three different regulations in force, being: National Education Plan (PNE), in goal 5: literate all children, at most, by the end of the 3rd (third) year of elementary school, accompanied by 7 strategies (Brazil, 2014); Common National Curricular Base (BNCC) defines that literacy takes place by the second year of elementary school, with the goal of ensuring the fundamental right to learn to read and write (Brazil, 2017) and National Literacy Policy[1] (PNA), article 5 in the guidelines prioritizes literacy in the 1st year of elementary school (Brazil, 2019).

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[1] Instituted by Decree No. 9,765, April 11, 2019, and conducted by the Ministry of Education through the Literacy Secretariat (Sealf).

To achieve the objectives of this study, this text is organized in three sessions. The first section discusses educational evaluation and educational reforms; the second section discusses the Legislation of PMALFA, its continuities and ruptures. The third and last section presents the materialization of PMALFA in the municipal school system of Gurupi, according to its expectations and the results that were achieved.

Educational Evaluation and Educational Reforms

According to Sobrinho (2008), the evaluation is a political activity that through some different procedures, establishes the control, the organization, both in the classroom and in a school institution. In this way, when talking about how an evaluation should be developed, it is necessary to be clear about its objectives and purpose. If it is carried out with the intention of establishing order and control in family, educational and social institutions, it will certainly play a role with more emphasis on political aspects than on pedagogical ones. In this context, it will not be a resource for the reorganization of actions aimed at increasing learning.

Therefore, according to Sobrinho (2008, p. 1):

> Evaluation is the main tool in the organization and implementation of educational reforms. It produces changes in curricula, teaching methodologies, educational concepts and practices, management, power structures, institutional models, configurations of the educational system, research policies and priorities, notions of relevance and social responsibility. In short, it has to do with the desired transformations not only for higher education itself, but for present and future society in general.

Thus, it is understood that evaluation plays a crucial role in pedagogical relations. Moreover, according to Sobrinho (2008), it consists of an instrument of control, regulation and even emancipation, but obviously for this author, this depends on how it is planned and how it will be applied, because the results that will be obtained will be analyzed and even transformed into actions that truly enable the acquisition of diverse knowledge that correspond to the freedom of expression and democracy of society. In view of this, this author points out that the evaluation

> [...] must build the social fields of discussion and valuation regarding the processes, contexts, products, objectives, procedures, structures, causalities, overcoming goals, conditions of production of educational activities, meanings and impacts on the formation of citizens and the construction of a democratic society (Sobrinho, 2008, p. 194).

The implementation of an educational system that is competitive can undoubtedly intensify social inequalities even more, and this can cause the exclusion and selection of

students. Faced with this scenario, teachers often lose their autonomy and sometimes end up drawing their objectives through rules that are imposed on them in order to achieve quantitative goals, which are set by the federal government itself. In these cases, the watchwords are control and also efficiency (Sobrinho, 2008).

The responsibility for the results from external assessments that are applied in schools for students in the Brazilian scenario should be discussed in a broad way, both for the control established by the State and for what is taught in public schools. Thus, the evaluation process needs to be focused on the progress of knowledge, but also on the continuous review or replacement of actions that may not demonstrate satisfactory results. Thus, it is necessary that all subjects involved participate in the formulation and implementation of actions or policies that are planned, because "[...] higher education is responsible for developing, affirming, consolidating or even building citizenship. This formation of citizens and consolidation of citizenship is, at the same time, the construction of a democratic society" (Sobrinho, 2008, p. 195).

Under these conditions, Bauer, Gatti and Tavares (2013) consider that the idea of carrying out a work that dialogues above all with educational policies, in a large-scale assessment cut, should be based on the pillars of regulation and emancipation, since they opt for participatory democracy.

For these authors, large-scale evaluations are being applied only to some grades. School institutions, under the guidance of the State, are adopting methodologies that seek to demonstrate quantitative results without worrying about the qualitative ones. Thus, it is conceived that the important thing in this case is only the product and not the methodologies that are used by the educators for the development of the whole teaching/learning process in the educational praxis. In the school institutions, sometimes the professionals have countless doubts regarding the exposure of the results in the media and this causes discomfort, apprehension, and discontent.

The System for the Evaluation of Basic Education (Saeb), for example, is a set of external evaluations on a large scale, which allows Inep[2] to perform a diagnosis of Brazilian basic education and factors that may interfere with student performance (Brazil, 2007). It aims to promote an external evaluation in education in Brazil, aiming to build two types of measures: "the first, of student learning and, the second, of context factors correlated with school performance" (Brazil, 2007).

With the approval of the PNE, Law 13.005/14, the Saeb and the education systems are faced with new challenges. The federative entities are called upon to collaboratively

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[2] Anísio Teixeira National Institute for Educational Studies and Research.

build "a national set of indicators of institutional assessment" that consists of information on the profile of students and education professionals, supply conditions and management characteristics, as alluded to in strategy 7.3 of the PNE.

The perspective of evaluation as a tool for the continuous improvement of the quality of education, the continued training of education professionals, and the improvement of democratic management is configured as one more strategy in favor of reaching Goal 7, relative to the promotion of the quality of Basic Education, whose increase can be measured by means of the Basic Education Development Index (IDEB).

With editions since 1990, the Saeb has undergone several structures until reaching the current format. Starting in 2019, the assessment covers Elementary and High School. The current regulations comply with: Portaria nº 366, of April 29, 2019[3] and Portaria nº 458, of May 5, 2020[4] , which provides: Ordinance 366/2019, in Article 5, item IV, considers Saeb 2019 target audience, students enrolled in 2nd year classes of Elementary Education, [...] who will take tests in Portuguese Language and Mathematics, taking as reference the BNCC (Brazil, 2019, Article 11) [...]; and the Ordinance No. 458/2020, in Article 3 determines that "the exams and assessments that are part of the National Policy for Evaluation of Basic Education will be conducted annually by Inep, being: I - Basic Education Evaluation System - Saeb [...]" (Brazil, 2020).

The assessments and their matrices, the comparisons and indicators and targets proposed, without a more serious questioning, over time, of their foundations, origins and relevance, are erected in a functional and fragmentary way, as the axis of political actions in education. In this way, it is highlighted that: looking at the model universally used in these evaluations and the scale used, there is little information that can feed and guide teaching processes. "The data remains as a provocateur, assuming, it seems, that each school, each network, "turn" to achieve theoretical goals proposed" (Gatti, 2013, p. 32).

Therefore, this reconfiguration of the state and the resulting implications on public and educational management are related to the principles of *New Public Management*, understood as the political form of neoliberalism (Schneider; Nardi, 2019).

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[3] Establishes the guidelines for conducting the System for the Evaluation of Basic Education (SAEB) in the year 2019. Ver em: https://www.in.gov.br/web/dou/-/portaria-n%C2%BA-366-de-29-de-abril-de-2019-86232542.
[4] Establishes complementary norms necessary for the fulfillment of the National Policy for Evaluation of Basic Education. Ver em: https://www.in.gov.br/web/dou/-/portaria-n-458-de-5-de-maio-de-2020-255378342.

From Legislation to the Institution of PMALFA: continuity and ruptures

In the historical trajectory of external evaluation of learning in the literacy cycle, it is noted the existence of three external assessments, being: from 2007 to 2012 the Provinha Brazil[5] ; 2013 to 2016 the National Literacy Assessment[6] (ANA) and 2018 and 2019, Evaluation of the More Literacy Program (PMALFA) in office - transitional phase for the Time to Learn Program[7] .

In April 2018, the Municipal Education Network of Gurupi, joined the PMALFA, via PDDE Interactive and subsequently, each teaching unit that was contemplated with the criteria required by the MEC. The legislation that supports PMALFA is:

> a) Ordinance No. 142 of February 22, 2018 establishing the More Literacy Program, which aims to strengthen and support school units in the literacy process of students regularly enrolled in the 1st year and 2nd year of elementary school (Brazil, 2018a).
> b) Resolution No. 7, of March 22, 2018, which authorizes the allocation of financial resources to cover funding expenses, in the operational and regulatory molds of the Money Direct to School Program (PDDE), to municipal, state, and district public school units, through their own Executing Units (UEx), in order to ensure additional support for the literacy process, with regard to reading, writing, and mathematics, within the scope of the More Literacy Program (Brazil, 2018b).
> c) Operational Manual of the Pedagogical Guidance and Monitoring System of the Mais Alfabetização Program, April/2018, which provides guidance on: presentation of the program; purposes; guidelines of the program; execution; competencies; actors; resources; monitoring; access to the pedagogical guidance and monitoring system of PMALFA (Brazil, 2018c).

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[5] Provinha Brasil, created by Ordinance No. 10 of April 24, 2007, is a diagnostic assessment of the literacy level of children enrolled in the second year of schooling in Brazilian public schools. This assessment takes place in two stages, one at the beginning and the other at the end of the school year, specifically, it evaluates the acquisition of reading and math skills (Brazil, 2007).

[6] ANA is one of the instruments of the Basic Education Evaluation System (Saeb), created by Ordinance No. 867 of July 4, 2012, which established the National Pact for Literacy at the Right Age (PNAIC) and implemented by Ordinance No. 482 of June 7, 2013. It assesses literacy and literacy levels in Portuguese Language, literacy in Mathematics, and the conditions of supply of the literacy cycle in public networks, 3rd year of elementary education (Brazil, 2013).

[7] A comprehensive literacy program, whose purpose is to address the main causes of literacy deficiencies in the country, aimed at pre-school and 1st and 2nd grades of elementary school in the state, municipal, and district public school systems, and will be developed based on the guidelines of the National Literacy Policy (PNA). See more at http://alfabetizacao.mec.gov.br/#pna.
 Ver em: https://www.lex.com.br/legis_27617156_PORTARIA_N_142_DE_22_DE_FEVEREIRO_DE_2018.aspx Available at: https://www.fnde.gov.br/index.php/acesso-a-informacao/institucional/legislacao/item/11946-resolu%C3%A7%C3%A3o-n%C2%BA-7,-de-22-de-mar%C3%A7o-de-2018.

Educational and learning evaluation has, increasingly, a prominent role in the Brazilian socio-political context, and, in this sense, for Fernandes (2005), the function of the external evaluation is to assess aspects of the education developed by the teaching systems and teachers to evaluate the students' learning.

The results of the Saeb assessments together with the school flow result in the Ideb, which aims to be the driver of public policies to improve the quality of public education at the national, state and municipal levels. Hence the importance of this evaluation, considering that an overview of basic education can provide structure, infrastructure, among other aspects that aim to ensure a desirable public education.

In this regard, Sobrinho (2008), considers that the evaluation can provide a social transformation, contributing to the effective exercise of citizenship through the formation of critical beings and co-authors in the process of construction and transformation of society. Thus, it is noted that external evaluation has a broad role and should be presented as something beyond quantitative data, but that serves to build a more just and egalitarian society, with full equity of rights.

The Materialization of PMALFA in the Gurupi Municipal Education Network: expectations and achieved results

The Common National Curriculum Base (BNCC) is a normative document that, according to Paula (2020), defines the set of essential skills and knowledge that all students should develop during the stages and modalities of Basic Education, so that their learning and development rights are ensured, in accordance with the National Education Plan (PNE4). This normative document applies exclusively to school education as established in § 1 of Article 1 of the Law of Directives and Bases of National Education (LDB, Law No. 9.394/1996). It is guided by ethical, political, and aesthetic principles that aim to establish human formation in a comprehensive and democratic way (DCN) (Brazil, 2017).

The central objective of the BNCC is to ensure that students in all states have the right to learn an essential and indispensable set of basic knowledge and skills, both in public and private, urban and rural schools throughout Brazil. The laws such as the Federal Constitution, ECA, LDB 9394/19996 among others, guarantee the access and permanence of all in schools, however, they (the laws) alone are not able to ensure a quality and meaningful education for students, although they are fundamental and essential to ensure the rights to education. This document alone will not be able to change the inequality that, in the 21st century, is still present in Brazilian Basic Education.

In this sense, it should be noted that the BNCC has a national reference that guides the formulation of curricula from the systems and school networks of all states, the Federal District and also the municipalities, in addition to guiding the pedagogical proposals of schools. For Paula (2020), the document directly integrates the national policy of Basic Education in order to positively contribute to the alignment of other policies and actions at the three levels, federal, state and municipal.

Among the regulations, the BNCC for Basic Education, approved by the National Council of Education in 2017, and the Tocantins Curriculum Document - DCT are aimed at recording the pedagogical foundations that, in turn, are produced aiming at the development of competencies and skills by students.

In addition, these documents are responsible for designating the knowledge that students should gradually develop in Basic Education. These documents refer to a national reference that aims at the formulation of the curricula, as well as of the school systems of the federative entities, and also subsidize the concise process of the elaboration of a matrix related to the evaluation proposed by the Saeb.

Table 1 Actors engaged in PMALFA (2018, 2019) in the municipality of Gurupi/TO

Gurupi's class data	2018	2019
Total of Registered Schools	15	15
Total 1st and 2nd year classes registered	55	53
Total 1st and 2nd year classes not registered	7	4
Total of registered Pedagogical Coordinators	18	16
Total of Registered Literacy Teachers	56	53
Total of unregistered students	208	127
Total of Registered Students	1.311	1.186
Total of registered Literacy Assistants	19	18
Program start date	April/2018	September/2019
Program end date	December/2018	April/2020

Source: Gurupi Education Secretariat (2018, 2019).

Table 2 Assessments conducted with students (2018, 2019)

Evaluations performed	2018	2019
Diagnostic Assessment	X	X
Process Evaluation	X	Not applied
Exit Evaluation	X	X

Source: Gurupi Education Secretariat (2018, 2019).

Table 3 Network results (percentage of students by performance level) in the three assessments 1st and 2nd grade - Portuguese Language and Mathematics (2018).

Evaluations	1st Year			1st Year		
	Portuguese Language			Mathematics		
	Level 1	Level 2	Level 3	Level 1	Level 2	Level 3

Diagnostic Assessment	24.3%	27.4%	48.3%	21.2%	20.1%	58.7%
Process Evaluation	13.8%	26.6%	59.7%	6.5%	19.1%	74.4%
Exit Evaluation	8.8%	16.1%	75.1%	11.4%	22.0%	66.6%
Evaluations	2nd Year Portuguese Language			2nd Year Mathematics		
	Level 1	Level 2	Level 3	Level 1	Level 2	Level 3
Diagnostic Assessment	25.3%	39.6%	35.1%	21.3%	35.9%	42.8%
Process Evaluation	12.9%	20.8%	66.3%	13.6%	18.9%	67.5%
Exit Evaluation	10.2%	17.7%	72.1%	8.6%	24.8%	66.6%
Caption:						
The following results present the distribution of students across three performance levels:						
-**Level 1**: ≤ 60% test score (less than or equal to 60% test score);						
-**Level 2:** > 60% to ≤ 80% test score (in the range between greater than 60% to 80% test score);						
-**Level 3:** >80% test score (higher than 80% test score).						

Source: https://maisalfabetizacao.caeddigital.net (2018).

Table 4 Network results (percentage of students by performance level) in the Results of the Formative Diagnostic Assessment 1st and 2nd years - Portuguese Language and Mathematics (2019)

Evaluation	1st year of elementary school				
	Curricular Component	Level 1	Level 2	Level 3	Level 4
Formative Diagnostic Evaluation	Portuguese Language Writing	14 %	12 %	32 %	43 %
	Portuguese Language Reading	9 %	22 %	69 %	0,0%
	Mathematics	9 %	22 %	69 %	[8] ★
Formative Exit Evaluation	Portuguese Language Writing	6 %	8 %	27 %	59 %
	Portuguese Language Reading	7 %	16 %	77 %	0,0%
	Mathematics	4 %	20 %	75 %	★
Evaluation	2nd year of elementary school				
	Curricular Component	Level 1	Level 2	Level 3	Level 4
Formative Diagnostic Evaluation	Portuguese Language Writing	17 %	24 %	9 %	49 %
	Portuguese Language Reading	12 %	21 %	67 %	0,0%
	Mathematics	11 %	24 %	66 %	★
Formative Exit Evaluation	Portuguese Language Writing	10 %	21 %	6 %	62 %
	Portuguese Language Reading	7 %	16 %	77 %	0,0%
	Mathematics	8 %	21 %	71 %	★

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[8] Only the Portuguese Language results (writing and reading) are published in four levels, according to the grade level being evaluated.

Caption:

1st year of elementary school
Level 1: ≤ 10% test score (less than or equal to 10% test score)
Level 2: > 10% to ≤ 30% right on the test (range between greater than 10% to 30% right on the test)
Level 3: > 30% to ≤ 60% right on the test (range between greater than 30% to 60% right on the test)
Level 4: > 60% test score (higher than 60% test score)

2nd year of elementary school
Level 1: ≤ 15% test score (less than or equal to 15% test score)
Level 2: > 15% to ≤ 40% right on the test (range between greater than 15% to 40% right on the test)
Level 3: > 40% to ≤ 60% right on the test (range between greater than 40% to 60% right on the test)
Level 4: > 60% test score (higher than 60% test score)

Source: https://maisalfabetizacao.caeddigital.net (2019).

Table 1 shows that PMALFA contemplated the assistance to fifteen municipal schools that have as target audience 1st and 2nd grade students, however, in 2018 and 2019 of the existing classes, eleven of them were not attended, totaling three hundred and thirty-five students, because the program worked with census data from the previous year. Thus, we also highlight the ruptures within the program itself, in 2018 it started the activities in April and in 2019 only in September, due to the change of government and delays in the registration of the classes, release of funds, and application of the evaluations.

Table 2 shows that PMALFA makes three assessments available annually; in 2018, it complied with the applicability of all of them. However, in 2019, it only applied the diagnostic evaluation. The exit assessment in turn, was applied in 2020, and this proves to us yet another rupture denounced. Tables 3 and 4 show the evaluations applied in the years 2018 to 2020, pointing out the growth in class performance and the ruptures and delays in meeting the deadlines for program implementation.

In view of this analysis of the data above, it is also necessary to mention that the various evaluation modalities correspond to various functions, among them, the partial control over the teachers' work, since they are linked to the function of regulation because,

> Evaluation is an instrument of regulation. That is, the evaluation is determined by the educational objectives to be achieved, the fulfillment of the objectives is controlled through evaluative instruments (quantitatively measurable), and finally the evaluation is intended to

apply sanctions or awards corresponding to the proposed objectives (Castro, 2007, p. 3).

In this way, evaluation is conceived taking into account the asymmetrical form and the power relations that the school institution has over the people who are there and also that the State has over it. Thus,

> Evaluation from the perspective of control/regulation is based on the neoliberal ideology that the role of the state in relation to education is to evaluate school institutions. The definition of the goals and function of the school derive from indicators established from "outside in. That is, in the neoliberal view, the technicians of funding agencies define the function of the school and, therefore, what is quality, as well as the indicators to be used to assess it (Castro, 2007, p. 3).

In this way, Afonso (2000) considers that the evaluation is configured as a political activity, which based on various procedures is linked to the idea of control, which can also be understood as a relationship of domination. This author also points out that this policy has served as a strategy to hold teachers responsible for the unsatisfactory results of student performance in external evaluations, as if such results could only be attributed to teaching problems at school. Thus, he stresses that this accountability should be analyzed in line with other forms of accountability and discussed in front of the State Control, or other social sectors.

Thus, it is worth pointing out that this blaming of school failure as being the educators' fault often ends up omitting the real context problems that interfere in the students' performance in the national exams, especially those related to school infrastructure, lack of personnel and/or devaluation of education professionals, besides extra-school aspects such as social inequalities that impact the students' performance, especially in poor and peripheral communities, lacking decent housing and income conditions, etc.

Thus, Afonso (2000) emphasizes the need for reflections on the impact of assessments and how they collaborate or reflect not only on quantitative data, but also on the political and social emancipation of the citizen, pointing to the possibility of thinking of ways that aim to break with the bureaucratic perspective based on market logic. This author also considers it necessary to consider the need for a formative evaluation, which ensures professional autonomy allied to democratic educational projects.

Therefore, it is understood that evaluation is something present in society, which serves to measure, classify, lead to comparisons, among many other aspects, however, it

should be noted that it carries many questions in itself, because since the institution of Goal 7 of the PNE, contradictions are noted between the selective, classifying, meritocratic, and excluding processes (as is the case of simplifying indices of reality such as the IDEB) and the guarantee of the right to full education - which obviously includes the right to learning - as provided in the current BNCC.

Some Final Considerations

The initial experiences of large-scale evaluations, even outside of Brazil, were justified over the years as necessary to monitor the operation of school networks and provide subsidies for their managers in the formulation of educational policies with more defined data in terms of the results that, in turn, would result from student learning. However, it is worth noting that these evaluations did not always focus on the reality of each school in the networks that were evaluated, specifically in those cases where it was crucial to use assessments by sampling.

The measurement of student performance through the application of standardized national tests, the focus of this study, has gained centrality in educational policies in Brazil and, in the latest edition, there is an indication of the insertion of samples of some classes of Early Childhood Education schools (principal and teacher) using information obtained in electronic questionnaires covering: (general information; training; professional experience and working conditions; characterization of the class and the activity room; materials and pedagogical resources and evaluation of the questionnaire, 37 pages), as well as the unprecedented participation of a sample of classes of the 2nd year of Elementary Education with: (personal information and experiences; conditions of operation of the school; resources and infrastructure; management and participation; pedagogical management; conditions of attendance to the target audience of special education, with 38 pages).

Ordinance No. 10, of January 8, 2021, in § 2 determines that "Early Childhood Education will be assessed every two years exclusively by applying electronic questionnaires of a non-cognitive nature." The National Institute of Educational Studies and Research Anísio Teixeira (INEP), released in the *electronic portal* the systematization of the Saeb for the stages starting in Saeb 2019, as follows:

Early Childhood Education	
[...] the focus is on the conditions of supply, infrastructure and management, not on the performance of the child. There are no tests because students cannot be evaluated at this age. The evaluation occurs through electronic questionnaires, answered by principals, teachers, and state and municipal education secretaries (INEP, 2020).	
2nd year of elementary school **Portuguese Language Test**	2nd year of elementary school **Math Test**
[...] aims to assess the literacy levels of students. The notion of literacy assumed in the assessment proposal deals with the appropriation of the alphabetic writing system in a way articulated to the progressive mastery of reading skills and production of texts with autonomy. Thus, the abilities present in the Portuguese Language Reference Matrix for the test of the second year of elementary school range from mastery of the alphabetic principle, through reading and writing words with different syllabic patterns, to reading and producing texts with autonomy.	[...] assesses mathematical literacy, defined as the understanding and application of mathematical concepts and procedures, as well as problem-solving and reasoning in the fields of numbers, algebra, geometry, quantities and measures, and probability and statistics. The test, therefore, assesses students' mastery of the tools with which mathematics is done (whether they are able to recognize mathematical objects; make connections between mathematical concepts and procedures; use different representations), as well as their mastery of the use of these tools to do mathematics (whether they are able to solve problems; analyze the plausibility of the results of a problem; construct, analyze or evaluate arguments, strategies, explanations, justifications; construct or evaluate proposals for intervening in reality, among others).

Source: INEP (2020).

It can be seen that current policies for basic education are heirs of the curriculum reforms of the 1990s. According to Barreto (2013), the explicit example is the maintenance of the national curricular references and parameters of basic education and the principles on which they are based, as well as the most recent curricular guidelines (BNCC).

In the same vein, Assis and Amaral (2013, p. 27) state that the evaluation of education in Brazil has become a state policy from the political reforms and actions implemented since the 1990s. From then on, discussions about the problems in basic education and higher education "were guided by information from the evaluation processes, focusing on large-scale, centralized exams, which focus on student performance, expressed by indexes in the form of grades or concepts.

As for PMALFA, although it is followed up, monitored and evaluated in partnership with the Center for Public Policy and Education Evaluation of the Federal University of Juiz de Fora (CAEd/UFJF) and produces frequent information on its implementation and monitoring of the program in each school and school network in real time, its three evaluations that were analyzed do not appear contemplated in the ordinances that regulate external evaluations, although it is an evaluation aimed at basic education. It is in this context that this work is inserted, in a historical moment of intense debates about educational public policies, especially with regard to the evaluation of the quality of education offered at the various levels, stages and modalities of Brazilian education. (Assis; Amaral, 2013).

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RESUMO:
Este artigo tem por finalidade discutir a relevância da avaliação nos ciclos de alfabetização, visto que conforme a Base Nacional Comum Curricular (2017), nos dois primeiros anos do Ensino Fundamental a ação pedagógica deve ter como enfoque o processo de alfabetizar em um contexto em que as avaliações externas dos sistemas possuem uma grande importância por fornecerem dados do desempenho dos estudantes que subsidiam análises das instituições escolares. Na perspectiva desta política cabe à escola criar mecanismos para que se garanta a construção do conhecimento de maneira recíproca e se tenha uma educação de qualidade. Diante disso, o objetivo dessa pesquisa é verificar o resultado da avaliação na rede municipal de ensino de Gurupi-TO por meio dos dados do indicador do Programa Mais Alfabetização, entre 2018 e 2019. Neste sentido, salienta-se que esse indicador, o Mais Alfabetização, se fundamenta na Lei de Diretrizes e Bases da Educação Nacional, que é responsável por determinar a existência do desenvolvimento da capacidade de aprender, utilizando-se os meios básicos para que aconteça o pleno domínio da leitura, da escrita e do cálculo no contexto escolar.

PALAVRAS-CHAVE: Avaliação educacional; Avaliação externa; Ciclo de alfabetização; BNCC; Educação de qualidade.

RESUMEN:
Este artículo tiene como objetivo discutir la relevancia de la evaluación en los ciclos de lectoescritura, una vez que, según la Base Nacional Común Curricular (2017), en los dos primeros años de la Enseñanza Fundamental, la acción pedagógica debe centrarse en el proceso de lectoescritura en un contexto en los cuales las evaluaciones externas de los sistemas son de gran importancia para brindar datos sobre el desempeño de los estudiantes que subvencionan los análisis de las instituciones escolares. En la perspectiva de esta política, corresponde a la escuela crear mecanismos para garantizar la construcción del conocimiento de manera recíproca y tener una educación de calidad. Ante ello, el objetivo de esta investigación es verificar el resultado de la evaluación en la red de educación municipal de Gurupi-TO a través de los datos de los indicadores del Programa Más Alfabetización, entre 2018 y 2019. En ese sentido, se Se destaca que este indicador, Más Alfabetización, se fundamenta en la Ley de Directrices y Bases de la Educación Nacional, la cual se encarga de determinar la existencia del desarrollo de la capacidad de aprender, utilizando los medios básicos para el dominio pleno de la lectura, escritura y cálculo en el contexto escolar.

PALABRAS CLAVE: Evaluación educativa; Evaluación externa; Ciclo de alfabetización; BNCC; Educación de calidad.