


FOLLOW-UP, MONITORING AND EVALUATION OF MUNICIPAL EDUCATION PLANS IN TOCANTINS: what PRISME/RCT data and indicators reveal

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SUMMARY:

The follow-up, monitoring and evaluation of Municipal Education Plans through the follow-up, Monitoring and Evaluation Councils and Municipal Education Forums are fundamental to ensuring the effectiveness and continuous improvement of education policies. The aim of this article is to analyse the data and indicators of the Program for the Institutionalization and Management of Municipal Education Systems (PRISME), undertaken by the Colaboração Tocantins Network, in the movement to institutionalize the Municipal Education Systems of Tocantins, with reference to the instruments presented during the 5th PRISME Training Moment. The methodology of this study is based on historical and dialectical materialism, which provides a critical analysis of the social structures and power relations involved in educational management. Discussions of the data provide a comprehensive and critical understanding of the role of forums and commissions in the educational context of Tocantins. They also reveal that they are essential instruments for following up, monitoring and evaluating municipal education plans.

KEYWORDS: Public Policies and Educational Management; Municipal Education Plans; Program for the Institutionalization and Management of Municipal Teaching/Education Systems; Tocantins.

Introduction

The follow-up, monitoring and evaluation of Municipal Education Plans (PMEs) are fundamental to ensuring the effectiveness and continuous improvement of education

policies. In the state of Tocantins, these activities take on even greater importance in the context of the PRISME Program, coordinated by the Tocantins Collaborative Action Network (RCT). PRISME aims to strengthen municipal education systems by promoting the institutionalization and participatory management of PMEs, which are essential for the quality and equity of education in the state's various regions.

The data and indicators provided by PRISME/RCT detail the current state of the PMEs in Tocantins, revealing significant aspects about the implementation and effectiveness of education policies. This data makes it possible to assess how the Municipal Education Forums (FME) and the Follow-up, Monitoring and Evaluation Commissions (CAMA) are contributing to the formulation, follow-up and review of educational goals and strategies. In addition, the indicators highlight the areas of success and the challenges faced by municipalities in achieving the objectives set by the PMEs.

In this study, the analysis of PRISME/RCT data seeks to understand the impact of follow-up, monitoring and evaluation practices on educational management in the municipalities of Tocantins. It examines the role of the FMEs and CAMAs in the implementation of the PMEs, investigating how these bodies contribute to the effective implementation of public policies and the guarantee of quality education. The focus is on understanding how the formalization and participation of these forums and commissions influence the success of educational policies and the ability of municipalities to meet their goals and objectives.

This article aims to analyze the data and indicators of the Program for the Institutionalization and Management of Municipal Teaching/Education Systems (PRISME), undertaken by the Tocantins Collaborative Action Network (RCT), in the movement to institutionalize the Municipal Teaching/Education Systems of Tocantins, with reference to the instruments presented during the V Training Moment of PRISME¹, which took place in Palmas (TO) on August 14 and 15, 2024.

Therefore, the analysis of PRISME/RCT data and indicators is essential for identifying the strengths and weaknesses in Tocantins' education system, offering subsidies for adjustments and improvements in educational management practices and contributing to the development of a more inclusive and equitable education.

¹ The event is the result of a partnership between the Collaboration Network/RCT/Prisme, the National Union of Municipal Education Directors (Undime-TO), the Federal University of Tocantins (UFT), the Tocantins State Public Prosecutor's Office (MPE/TO), the Tocantins Association of Municipalities (ATM-TO), municipal education directors, researchers and specialists in educational policy and/or management.

In addition to the introduction and concluding remarks, the paper is organized into four sections. The first specifies the research methodology. The second discusses the planning of educational policies in the municipalities of Tocantins, based on the data and indicators provided by PRISME/AVNEI/RCT. The third discusses educational planning and management, highlighting the Municipal Education Plan (PME) as the epicenter of public policies, from a democratic-participatory perspective. The fourth section explores the role of Municipal Education Forums in the follow-up, monitoring and evaluation of Municipal Education Plans in the state of Tocantins.

Study methodology and data discussion

The methodology of this study is based on historical and dialectical materialism, which provides a critical analysis of the social structures and power relations involved in educational management. This approach allows for a deeper understanding of the dynamics underlying the institutionalization and functioning of the FMEs and CAMA, considering the historical context and contradictions present in the educational reality.

The first methodological stage involves a critical analysis of the formalization of the FMEs, which, according to Saviani (2008, p. 89), is essential for the implementation of educational policies and democratic participation. From a materialist perspective, it examines how the lack of a specific standard can weaken civil society's ability to intervene and monitor, reflecting Dourado's (2011) view of the fragility of public policies without adequate institutionalization. Gramsci (1971) is also used to understand how the absence of a formal structure can compromise the formation of an educational cultural hegemony.

The second stage consists of evaluating the activities of the CAMAs, such as the preparation and dissemination of reports on the follow-up, monitoring and evaluation of the PME. The dialectical methodology is applied to identify the contradictions and challenges faced by these committees. The analysis is based on the critical vision of Freire (1996), who emphasizes the importance of active participation and transparency in educational management, and Gadotti (2000), who highlights the need for continuous and effective monitoring.

This methodological approach offers a comprehensive and critical understanding of the role of the FMEs and CAMA in the educational context of Tocantins, highlighting the contradictions and challenges in the search for a more democratic and inclusive education.

Educational policy planning in the municipalities of Tocantins: what the PRISME data and indicators say

The data analyzed refers to the development of the FMEs and CAMAs of the municipalities registered² in PRISME and organized into Regional Education Superintendencies (SER)³, as shown in Chart 1:

Table 1 - Regional Education Superintendencies and their municipalities (2024)

SRE	Municipalities	Total
Araguaína	Araguaína, Ananás, Aragoginas, Araguanã, Babaçulândia, Barra do Ouro, Campos Lindos, Carmolândia, Filadélfia, Nova Olinda and Riachinho.	11
Araguatins	Axixá do Tocantins, Carrasco Bonito, Esperantina, Piraquê, Praia Norte, São Bento, São Miguel, São Sebastião and Sítio Novo.	9
Arraias and Dianópolis	Almas, Arraias, Conceição do Tocantins, Dianópolis, Novo Jardim, Paranã.	6
Hills	Arapoema, Bandeirantes, Bernardo Sayão, Brasilândia, Colinas, Itapiratins, Juarina, Palmeirante, Pau D'Arco and Tupiratins.	10
Guaraí	Goianorte, Peixe, Pequizeiro, Sandolândia, São Valério, Tabocão and Talismã.	7
Gurupi	Aliança do Tocantins, Araguaçu, Cariri do Tocantins, Formoso do Araguaia, Gurupi, Jaú do Tocantins and Palmeirópolis and Palmeirante.	8
Miracema and Palmas	Aparecida do Rio Negro, Lajeado, Miranorte, Novo Acordo, Rio Sono, Santa Tereza do Tocantins, São Félix do Tocantins and Lizarda.	8
Paradise	Abreulândia, Barrolândia, Caseara, Cristalândia, Divinópolis, Marianópolis, Monte Santo, Paraíso do Tocantins, Pium and Pugmil.	10
Pedro Afonso	Bom Jesus do Tocantins, Centenário, Goiatins, Itacajá, Recursolândia, Santa Fé do Tocantins, Santa Maria do Tocantins, Tupirama, Wanderlândia and Xambioá.	10
Porto Nacional	Chapada da Natividade, Fátima, Ipueiras, Monte Carmo, Natividade, Oliveira de Fátima, Pindorama do Tocantins, Ponte Alta do Tocantins, Porto Nacional, Santa Rita do Tocantins, Santa Rosa do Tocantins and Silvanópolis.	12

² In 2024, of the 139 municipalities in Tocantins, 100 municipalities are registered as participants in PRISME/RCT.

³ In the state of Tocantins, the 139 municipalities were organized into 13 Regional Education Superintendencies.

Tocantinópolis	Angico, Cachoeirinha, Darcinópolis, Luzinópolis, Maurilândia do Tocantins, Nazaré, Palmeiras do Tocantins, Santa Terezinha do Tocantins and Tocantinópolis.	9
Total		100

Source: PRISME, 2024. Adapted by the authors.

The inclusion of 100 municipalities in PRISME is a significant milestone for Tocantins' education system. The presence of these municipalities in PRISME not only demonstrates widespread adherence to the program, but also reflects robust overall coordination and a collective commitment to improving education. This scenario has positive impacts in several dimensions, such as:

- Strengthening the regional structure: the integration of all municipalities into PRISME promotes greater regional cohesion, facilitating the uniform implementation of educational policies and ensuring that strategies and guidelines are applied consistently throughout the state. Gandin (2016, p. 45) points out that "regional coordination is important for overcoming local inequalities and promoting equitable education", which is facilitated by the presence of all municipalities in the program.
- Improved management and implementation of educational policies: the participation of the 100 municipalities allows for more participatory-democratic management and implementation of educational policies. Saviani (2008, p. 203) argues that "coordination between the various regions and municipalities is essential for the success of public education policies, as it ensures that actions are adapted to local realities" and that there is a coordinated response to educational challenges.
- Increased monitoring and evaluation capacity: the inclusion of 100 municipalities allows for a more comprehensive approach to monitoring and evaluating education policies. With the municipalities involved, it is possible to carry out a more detailed and accurate analysis of the impacts of the policies, facilitating adjustments and continuous improvements. Gadotti (2000, p. 115) points out that "monitoring requires the participation of all the actors involved to ensure that objectives are achieved and that policies are adjusted as necessary".
- Strengthening democratic participation and social control: joining PRISME can also encourage greater democratic participation and more effective social control. Freire (1996) stresses the importance of community participation in building democratic, quality education. With the municipalities involved, there is a greater opportunity to

involve the community and ensure that local voices are heard and considered in the formulation and implementation of educational policies.

The presence of the 100 municipalities in PRISME is therefore a positive indicator of regional collaboration and the search for more participatory and inclusive educational management. However, it is essential that this inclusion is accompanied by real policy implementation and effective participation by local communities in order to maximize the benefits of the programme.

The data that make up this study were analyzed and presented during the asynchronous activity called 'Dialogic-Socializing Moment', with the theme "Educational Planning and Management in Tocantins, with the Municipal Education Plan (PME) as the epicenter of public policies from a democratic-participatory perspective: the said, the written and the realized in municipal education" (PRISME, 2024a), having as its audience, the collective of participating subjects, the trainers, technicians, advisors, managers and coordinators linked to PRISME and institutions belonging to the RCT.

This study is based on the indicators problematized in the activity carried out in the 5th Formative Moment, as shown in Chart 2. With these indicators in mind, the aim is to deduce elements of the reality of the municipalities with regard to the FME and CAMA.

Table 2 - Constituent elements of the FME's competences (2024)

Constituent elements of the EMF's competences	Yes	No
1. municipalities with a Permanent Education Forum set up via a specific rule	86	14
2. Status of the Municipal Education Forum by PRISME region	54 In operation ----- 32 inactive	-
3. Contributions of the FME to the planning, implementation and evaluation of educational policies by municipality:	-	-
-Contributes to the formulation, follow-up, monitoring and evaluation of municipal public education policies.	61	-
-Monitors the implementation of the PME and the fulfillment of its goals.	66	-

-Continuously monitors the implementation of the SME and the fulfillment of its goals.	46	-
-Periodic evaluations of the implementation of the PME and the fulfillment of its goals.	38	-
-Runs/coordinates municipal education conferences, in conjunction with state conferences and coordinated by the National Education Forum.	63	-
-Publishes the results of monitoring and evaluations on the respective institutional websites.	34	-
-Analyzes and proposes public policies to ensure the implementation of the strategies and the fulfillment of the goals of the PME.	35	-
-Analyzes and proposes a review of the percentage of public investment in education.	21	-
-No contribution, as the municipality does not have a Municipal Education Forum (FME).	14	-
4. Municipalities with a nomination and with a Follow-up, Monitoring and Evaluation Commission in the SME 2015-2025	99 With indication ----- 1 No indication	-
5. Activities carried out by the Prisme Follow-up, Monitoring and Evaluation Commission	-	-
-Drafting the follow-up, monitoring and evaluation report for the SME over the last 4 years	65	-
-Disclosure of the SME follow-up, monitoring and evaluation report for the last 4 years	27	-
-Municipal Education Conferences held in the last 4 years	55	-
6. Activities carried out by the SME follow-up, monitoring and evaluation committee	***4	-
Total	100 municipalities	

Source: PRISME, 2024. Adapted by the authors.

⁴ Meeting with the education secretariats, mobilization for the conference and the participation of the PME technical team for analysis and evaluation, with meetings to study the goals and reorganization strategies.

With regard to the formal constitution of the FMEs, the majority of municipalities (86%) have FMEs constituted via a specific norm, which is positive for the institutionalization of the Municipal Education Systems (SME) and the formalization of the forums. This demonstrates a commitment to creating legal spaces for planning and monitoring public education policies. Saviani (2008, p. 89) points out that "the institutionalization of these spaces is fundamental to guaranteeing the continuity and effectiveness of educational policies, as it ensures democratic participation and social control over educational decisions".

The table shows that of the 86 municipalities with an FME in place, 49 organized their forums by Decree, 22 by Ordinance, 13 by Law, 1 municipality by Provisional Measure, and 1 municipality did not submit a rule establishing the forum. However, the 14% of municipalities without this formalization is still a concern, as the lack of specific rules can hinder the effectiveness of these forums.

Dourado (2011, p. 135) adds that "the absence of legal formalization can lead to discontinuity and fragility in public policies, since the lack of institutionalization limits civil society's ability to intervene and monitor". Gramsci (1971, p. 234) also argues that "the formation of a cultural hegemony, which includes education as one of its pillars, depends on the creation and maintenance of spaces for effective participation", such as the FME. Without this formal structure, these forums run the risk of becoming mere bureaucratic formalities, with no real impact on social and educational transformation.

The situation of the FMEs by Regional Education Superintendencies shows that 54% of the FMEs are in operation. There is a significant base of municipalities that remain committed to effective participation in the formulation and monitoring of education policies. However, it is important to reflect on the quality and impact of these activities, since simply functioning does not guarantee effectiveness and the expected social transformation. Santos (2002, p. 35) points out that "democratic participation must go beyond mere formality and must be substantive", i.e. it must allow citizens to have a real influence on political decisions. In this sense, the functioning of these forums should be assessed not just by their existence, but by their ability to really influence public policies and promote significant changes.

Lombardi (2009) points out that democratic management in education is not limited to creating spaces for participation, but requires that these spaces are effectively occupied and used to foster debates that result in concrete actions. Therefore, the 54%

of forums in operation need to be accompanied by a critical analysis of how they are operating and whether they are really contributing to achieving educational goals.

Despite this, Arroyo (2011, p. 90) emphasizes that "the functioning of the forums should be seen as an opportunity to build an emancipatory education". This means that the forums should not just reproduce official speeches, but should be spaces for resistance and proposing alternatives that respond to local needs and promote a truly inclusive and transformative education.

With 32% of municipal education forums inactive (respondents point to the need to reactivate and mobilize them in order to get them up and running), there is significant concern about the lack of continuity and involvement in educational policy monitoring processes. This inactivity represents a setback in democratic participation and can severely limit the ability of municipalities to meet the educational targets set.

Gadotti (2000, p. 43) points out that "effective participation in public education policies is fundamental for building a fairer and more equal society". The inactivity of the forums, therefore, not only undermines the monitoring of educational goals, but also weakens participatory democracy, which is essential for strengthening public policies.

In addition, Freire (1996, p. 102) argues that "education must be a political act involving all segments of society". The lack of functioning forums can be seen as a denial of this principle, as it restricts the possibility of dialog and collective construction of educational policies, which are essential for meeting local needs.

Oliveira (2007, p. 78) adds that "the inactivity of spaces like the FME can lead to the isolation of public policies, making them less sensitive to social demands". This disconnection between public authorities and the community can result in policies that don't reflect the local reality, compromising the effectiveness of educational actions.

With regard to the FME's contributions to the planning, implementation and evaluation of educational policies, the data presented shows that the FME's contribution has changed widely, with 61% of municipalities participating in the formulation, follow-up, monitoring and evaluation of municipal public educational policies. This participation is essential to ensure that educational policies are implemented properly and reflect local needs. Gandin (2016, p. 112) argues that "the active participation of the FME is essential for the democratization of educational management, allowing different social actors to influence political decisions and contribute to the construction of quality public education".

Monitoring the implementation of the PME's and compliance with their targets, which is carried out by 66% of the municipalities, is another essential aspect for guaranteeing the effectiveness of educational policies. Cury (2005) points out that continuous monitoring of educational targets is necessary in order to identify challenges and adjust implementation strategies, thus ensuring that public policies actually fulfill their objective of promoting equity and quality in education.

However, only 46% of municipalities continuously monitor the implementation of the PME, and 38% carry out periodic evaluations of implementation and compliance with targets. This points to a weakness in the monitoring and evaluation process, which is fundamental to the success of public policies. Peroni (2013) points out that the lack of continuous monitoring can lead to a disconnect between planning and educational reality, resulting in policies that do not meet the needs of the community and perpetuate inequalities.

In addition, only 34% of municipalities publish the results of monitoring and evaluations on their institutional websites, which limits transparency and the participation of society in the process of evaluating public policies. Dourado (2010, p. 119) argues that transparency and wide dissemination of evaluations are essential to strengthen democratic participation and ensure that citizens can monitor and influence educational decisions in an informed and participatory manner.

With regard to questions related to the SME's follow-up, monitoring and evaluation committees, the data shows that 99% of municipalities have a committee for the 2015-2025 period. This high rate is, at first glance, a positive indicator of the institutionalization of educational policies, since the existence of such commissions is fundamental to guaranteeing the continuous monitoring and evaluation of the goals set out in the PME. Dourado (2011, p. 65) points out that the institutionalization of these commissions is an essential step towards the democratization of educational management, as it allows for more effective social control over the implementation of public policies.

However, one must not only consider the presence of these committees, but also the effectiveness of their work. Saviani (2008, p. 152) argues that the mere existence of formal structures, such as monitoring committees, does not guarantee the effectiveness of public policies if there is no real involvement of the members and a commitment to the critical and continuous evaluation of actions. It is therefore essential to question whether these committees are really acting in such a way as to have a positive impact on

the fulfillment of the PME's goals, or whether they are just bureaucratic mechanisms with no significant impact.

The fact that only 1% of municipalities did not appoint a committee raises concerns about the monitoring and evaluation of their educational policies. Gramsci (1971) highlights the importance of organizations in building democratic hegemony, and the absence of a committee can be interpreted as a significant gap in the local educational governance structure, potentially compromising the ability of these municipalities to achieve educational goals and respond adequately to community needs.

The data shows that 65% of municipalities have drawn up follow-up, monitoring and evaluation reports on the PME in the last four years. Drawing up these reports is a fundamental aspect of transparency and accountability in the management of educational policies, as it allows stakeholders to assess progress in relation to the targets set. Gadotti (2000, p. 97) argues that the production and analysis of reports are essential for building a reflective and adaptive pedagogical practice, contributing to the continuous improvement of public educational policies.

However, only 27% of municipalities have published these reports, which is a gap in terms of transparency and accessibility of information. Freire (1996) emphasizes that transparency is a fundamental pillar for building a democratic education. The lack of disclosure of the reports can limit the participation of society and social control over educational policies, resulting in a lower capacity for monitoring and intervention by citizens and local communities.

The Municipal Education Conferences, which were held by 55% of the municipalities, is another relevant activity for community participation in the educational process. Dourado (2010, p. 78) states that these conferences "are spaces and mechanisms for debate and the formulation of public policies", as they allow for coordination between the various spheres of government and civil society. However, the fact that only 55% of municipalities hold conferences suggests a missed opportunity to promote greater democratic participation and strengthen educational management.

This data reveals an urgent need to improve both the dissemination of information and the ongoing involvement of the community in municipal conferences. Arroyo (2011, p. 105) points out that "the effectiveness of educational policies depends on the ability to integrate social participation and transparency into management processes", reinforcing the importance of making monitoring and evaluation practices more inclusive and accessible.

Other activities were cited as being carried out by the PRISME committees, such as: meetings with the education departments; mobilization for conferences and participation of the technical team for analysis and evaluation. This reflects significant efforts in the management of educational policies. These actions are essential to ensure that the strategies and targets of the PME are discussed and adjusted as necessary, promoting alignment between the parties involved.

Meeting with the education secretariats is a fundamental practice for coordinating and integrating educational actions. Cury (2005) states that collaboration between different levels of management is crucial to the effectiveness of educational policies, as it allows for a more cohesive and strategic approach to tackling educational challenges. However, it is essential that these meetings are not restricted to mere formalities, but that they result in concrete and implementable decisions.

Mobilization for conferences and the participation of technical staff in the analysis and evaluation of goals and strategies are also valuable practices. Lombardi (2009) points out that effective mobilization and the involvement of technical staff are fundamental to the successful implementation of educational policies. However, the effectiveness of these activities depends on the depth of the discussions and the ability to transform the analysis into practical actions that really have an impact on the quality of education.

Meetings to study the goals and reorganization strategies are vital for the continuous adaptation of the PME to emerging realities and needs. Gandin (2016, p. 78) points out that "the ability to review and adjust strategies is an essential feature of effective educational management, allowing policies to remain relevant and responsive to changes in the educational and social context".

It is therefore essential that these activities are accompanied by a rigorous evaluation process to ensure that the proposed adjustments are effectively implemented and lead to real improvements in education. Arroyo (2011) warns that the continuous review and adjustment of policies is only effective when accompanied by an evaluation system that makes it possible to measure the impact of changes and ensure that educational goals are achieved.

Educational planning and management: the PME as the epicenter of public policies from a democratic-participatory perspective

The PME is a strategic instrument for guiding, formulating and implementing public policies within municipalities, as it is an important element of the Education-

Teaching Systems. The PME interacts and dialogues with other elements in the movement to institutionalize and strengthen municipal autonomy. In this sense, the PME becomes the epicenter of educational planning, serving as a guideline for the implementation of policies that promote democratic-participatory management, the autonomy of educational processes, as well as inclusion, equity and quality in education, in line with national and state guidelines.

The evaluation of planning policies is an important component of the planning cycle, and should be understood as a dialectical process that overcomes the dichotomy between drawing up plans and carrying them out. In this context, evaluation is not an isolated stage, but an integrating component of the planning process, as argued by Kipnis and Algarte (2001). The relationship between theory and practice is dynamic and changeable, in which planning is constantly influenced by the material and social conditions that surround it. Thus, the follow-up, monitoring and evaluation of educational plans becomes a favorable space for critical reflection on the contradictions existing in the policies implemented, allowing for the identification of gaps and the search for solutions that respond to the concrete demands of society.

Furthermore, follow-up, monitoring and evaluation, from the PRISME/RCT perspective, should not be seen as control mechanisms, but as tools for social emancipation that can lead to the transformation of material realities. Collecting and analyzing data during the evaluation process reveals the tensions between the planning ideal and the lived reality, enabling adjustments that can converge to overcome the contradictions. In this way, integrating the results of evaluation into the ongoing development of public policies ensures that the proposed objectives are not just abstract goals, but are achieved through practices that correspond to collective interests and concrete historical conditions. Evaluation thus becomes a method for improving public policies, promoting a fairer and more equitable social transformation.

The empirical-documentary research shows that there is a context in which the discourse of autonomy in the field of education is relevant and necessary.

In the field of education, the discussion of autonomy is intertwined with various assumptions according to different and contradictory interests, as Torres (2011) discusses. The instrumental use of the concept by educational policies resonates with a collective anxiety: the defense of the development of one's own projects is an undeniable and legitimate reality, as everyone wants to justify and make explicit their own demands. However, the logic of fidelity, to a certain extent, has been a vector that could jeopardize

this social logic. Barroso (1998) argues that the implications of political diversity for the renewal of public education include autonomy as a measure of administrative modernization, which requires a critical analysis, considering political, economic and social motivations. For Martins (2001, p. 140), "the defence of educational autonomy has been based on curricular and administrative organization, the consolidation of systems and the financing of education".

The affirmation of autonomy in education, whether at the level of schools or education systems, is relative and interdependent (Barroso, 2000; Gutierrez; Catani, 2000). Autonomy does not dispense with the need for a relationship and articulation between schools, education systems and authorities, nor is it the freedom and direction given by just one social segment. Autonomy always belongs to a collective, the school community. Autonomy, therefore, is built on the confluence and negotiation of various logics and interests; it takes place in a field of forces in which different powers of influence, both internal and external, clash and balance. For this reason, democratic school management must be carefully handled so as not to camouflage authoritarianism or encourage processes of disarticulation and voluntarism (Medeiros; Luce, 2007).

From this perspective of autonomy as a principle to be grasped, some important elements materialize within the municipality, such as: the degree of freedom of all the elements of autonomy; legislative autonomy to propose norms within the limits outlined by the constitutional and legal texts; political autonomy so that the exercise of power is shared and balanced; financial autonomy to carry out public policies (Lagares; Gonçalves; Souza, 2021).

The conceptualization and characterization of autonomy focuses on the discussion of this element in the school context. In an analogy, thinking of it in terms of the EMS, it encompasses several dimensions and is situated in a complex scenario, considering its conditioning factors with a view to combating heteronomy. In this sense, we argue that it is necessary to understand the historical decentralization-centralization movement that guides the creation of municipal systems as the educational policy responsible for municipal education. There are, therefore, limits and possibilities for autonomy as a theoretical-practical guideline, as opposed to its instrumental use.

According to Lagares (2008; 2022), since the EMS institutionalization process is permanently constructed and reconstructed, we can list several constituent elements, as shown in Charts 3 and 4.

Table 3 - EMS constituent elements in the standards

Standards	Construction elements in the standards
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<ul style="list-style-type: none"> - CF 1988 - LDB nº 9.394/1996 - PNE - Law No. 13.005/2014 - CNE Acts - Other types of legislation that deal with the stages and modalities for which the municipality is responsible. 	<ul style="list-style-type: none"> - Federative Pact: distribution of competences and responsibilities between federal entities (private, concurrent and common; autonomy/decentralization). Collaboration system. Articulation between the elements.
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Source: Rede ColaborAção Tocantins/PRISME (2022b).

Table 4 - Other constituent elements of the EMS

Related to municipal education management	School management
<ul style="list-style-type: none"> - Municipal Education Council (CME) - Municipal Education Forum (FME) - Municipal Education Plan (PME) - Follow-up, monitoring and evaluation council (CAMA) - Career and Remuneration Plan (PCCR) for Education Professionals - Sufficient financial resources and Quality Student Cost - Meeting the PNE/PME Funding Target: 7% and 10% - Management of municipal education funds by the DME - Municipal Education Conference - Democratic Management of Public Education within the System (specific legislation, principles, spaces and mechanisms; training of council members; guaranteeing collegiate bodies financial resources, adequate physical space, equipment and means of transportation for visits to the school network) - Other Councils: FUNDEB, CAE - Evaluation and internal and social control - Evaluation of basic education - Technical qualification and political capacity in the exercise of management, with inclusion in ongoing training processes 	<ul style="list-style-type: none"> - Pedagogical Political Project (PPP): drawn up with the participation and consultation of education professionals, students and their families in formulating the project. - School Development Plan (PDE) - School regulations - School Councils (CE) with conditions for autonomous functioning - Elections of directors (ED) - Student Unions (GE) and adequate spaces and working conditions in schools - Parent/guardian association - financial management in educational establishments - Training principals and school managers

Source: Rede ColaborAção Tocantins/PRISME (2022b)

Ensuring that these elements materialize is a challenge for education management. Among the elements presented, the FME and the Commission for Accompanying, Monitoring and Evaluating the PME stand out as constitutive elements of the EMS relating to Municipal Education Management. The constituent elements of the EMS include a framework of mechanisms aimed at an articulated education system. For Lagares (2015), the analysis of the institutionalization of systems implies discussing them as education systems, not just teaching systems, thus expanding the field of debate.

The education system comprises several elements and presenting the legislative act establishing it is no guarantee of its autonomy. A major challenge is the articulation and interdependence between all the elements of the EMS. The discussion advances when we look at the meaning of autonomy in all its aspects and from a critical perspective.

Municipal Education Forums and Follow-up, Monitoring and Evaluation in the context of Municipal Education Plans in Tocantins

The FMEs play a fundamental role in guaranteeing democratic participation and social control of educational management, especially in the context of the PME in Tocantins. As Dourado (2015) argues, these forums are strategic spaces for dialog and articulation between different actors in the educational community, including managers, teachers, parents, students and representatives of civil society, allowing educational policies to be (re)planned to local realities, promoting more inclusive and participatory management.

In Tocantins, the FMEs are essential for the implementation of the PMEs. Gramsci (2000) highlights the importance of civil society in the formation of consensus and in the dispute for hegemony based on politics and culture, which makes the forums an essential space for the construction of educational policies that reflect the interests and needs of the community, as it is the space for the dispute of antagonistic societal projects.

In addition, the follow-up, monitoring and evaluation of the PME are fundamental to ensuring that the targets set are met within the established deadlines. In this way, the link between the Education Forums and the monitoring and evaluation mechanisms is indispensable for promoting quality, inclusive and equitable education that meets the specific needs of Tocantins and contributes to the educational and social development of the region.

The legitimacy of the competencies of the Municipal Education Forums was given greater clarity with the publication of Law No. 13.005/2014, in Article 5, which states: "the implementation of the PNE and the fulfillment of its goals will be subject to continuous monitoring and periodic evaluations, carried out by the following bodies: [...] IV - National Education Forum" (BRASIL, 2014). According to the same law, in paragraph 1, the bodies referred to in the heading are also responsible for:

I - disclose the results of monitoring and evaluations on the respective institutional websites;

II - analyze and propose public policies to ensure that strategies are implemented and targets are met;

III - analyze and propose the revision of the percentage of public investment in education.

§ Paragraph 2 *Every 2 (two) years, throughout the period of validity of this PNE*, the National Institute of Educational Studies and Research Anísio Teixeira - INEP will publish studies to assess progress in meeting the targets set out in the Annex to this Law [...].

§ Paragraph 3 The progressive target for public investment in education will be evaluated in the fourth year of the PNE and may be increased by law to meet the financial needs of meeting the other targets (Brazil, 2014).

Article 6 states that,

[...] the Union will promote the holding of at least 2 (two) national education conferences by the end of the decade, preceded by district, municipal and state conferences, articulated and coordinated by the National Education Forum, established in this Law, within the scope of the Ministry of Education.

§1º The National Education Forum, in addition to the attribution referred to in the caput:

I - monitor the implementation of the PNE and the fulfillment of its goals;

II - promote the coordination of national education conferences with the regional, state and municipal conferences that precede them.

§Paragraph 2 National education conferences will be held with an interval of up to four (4) years between them, with the aim of evaluating the implementation of this PNE and subsidizing the preparation of the national education plan for the following decade (Brazil, 2014).

Article 7 of Law No. 13.005/2014 recognizes the interdependence and need for coordination between the different federative entities in the management of education in Brazil: "the Union, the States, the Federal District and the Municipalities will act in a collaborative regime, aiming to achieve the goals and implement the strategies that are

the object of this Plan" (Brazil, 2014), denoting cooperation and articulation between the different levels of government, ensuring that educational policies are coherent and complementary, avoiding overlapping efforts and resources.

Article 8 determined the preparation and adaptation of education plans, in which municipalities had the duty to prepare new education plans or adapt existing ones, ensuring that they are aligned with the guidelines, goals and strategies established by the PNE, within one year of the law's publication. Ensuring that educational policies are in line with the national plan, promoting cooperative and participatory planning throughout Brazil.

The strategy of encouraging the creation of Permanent Education Forums, as part of the coordination of municipal, state and district conferences, is intended to encourage greater participation by political and civil society in monitoring and implementing the PNE and local education plans. In this way, the Education Forums can be seen as spaces where different social groups and educational institutions can interact, promoting dialog and consensus-building around educational policies. Notably, Gramsci (2000), in his reflections on civil society and the superstructure, emphasizes the need for an education that is not only a trainer of technical skills, but also a promoter of critical and participatory awareness. It is important to highlight the importance of the Forums as spaces for building consensus and disputing cultural hegemony in the educational field

In this sense, for Saviani (2021), education forums are spaces where the principles of historical-critical pedagogy can be materialized, as they allow not only for discussion of educational policies, but also for the active involvement of different actors in the construction of a democratic and emancipatory educational project. The author ratifies the relevance of the Forums in promoting an education that goes beyond the mere transmission of knowledge, seeking the formation of critical and participatory subjects.

We must ratify that the FMEs, together with the other bodies, have the role of following up and monitoring the PME's on an annual and biannual basis, publishing monitoring and evaluation reports on the targets and strategies. Failure to submit the PME monitoring and evaluation reports represents a challenge to be overcome for educational management and for meeting the targets set. Although the FMEs, along with other bodies, have the role of following up and monitoring the PME's, the lack of regular publication of these reports compromises the transparency and effectiveness of the educational policy evaluation process.

The absence of these reports makes it difficult to identify progress, challenges and the need for adjustments, limiting the ability of managers and civil society to make informed decisions. Furthermore, without these documents, it becomes more difficult to ensure that the goals and strategies of the PME are being effectively implemented, thus hindering the achievement of the planned educational objectives. It is therefore essential to address this challenge to ensure that the PMEs fulfill their role of promoting quality and equitable education.

The process of drawing up and adapting the plans must be carried out with the broad participation of the educational community and civil society. This means that the construction of the plans must be democratic, involving teachers, managers, students, parents and other representatives of society. This participation is fundamental to ensuring that the plans meet the real needs and expectations of the community, promoting transparency and legitimacy in educational decisions.

Finally, the FMEs need to base their actions on a collaborative and inclusive approach to education, promoting the integration of educational policies with other social and cultural policies, respecting diversity and ensuring the participation of the school and local community. They establish an important framework for education in Brazil to be developed in an integrated, equitable and inclusive manner, responding to the needs of all citizens, especially those from historically marginalized groups (Saviani, 2021).

Final considerations

The processes related to planning as a public education policy are increasingly focused on the need for monitoring, evaluation and participation in relation to the plans. Dourado, Grossi Junior and Furtado (2016, p. 455) state that "an extremely important and necessary task becomes imperative, which is the continuous monitoring and periodic evaluations of the goals, strategies and other provisions contained in this document."

In this study, the understanding of public educational policies is based on the founding perspective in defense of the PNE as the epicenter of state policies, while defining the direction of Brazilian education (Dourado, 2017). For this author, the role of the Brazilian state is to guarantee the materialization of the PNE as a state policy, as the epicentre of educational policies. This brings us back to issues that fall within the scope of political society, of the state, since public management is made up of three dimensions: public value - (it accounts for the intentionality of policies, "to gain

materiality, it needs to be translated into policies. These, once conceived, are operationalized through actions that make management a reality"); the conditions of implementation and the political conditions ("ensure the sustainability of values and their translation into policies") (Vieira, 2007, p. 58-59).

In the sphere of municipalities, Lima (2018, p. 121) argues that the FME can contribute to enhancing debates around local education, as "it can be an educational space for the formation of a political culture that strives for collective achievements". Almeida (2024, p. 65) understands that "[...] the Forums are plural spaces of resistance and human formation, for the (re)formulation, monitoring, follow-up and evaluation of the ten-year education plans", arising "from historical struggles and clashes for the defence of an emancipatory project of society and education, coordinated by organized society movements that seek articulation between civil society and political society".

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ABSTRACT:

The follow-up, monitoring and evaluation of Municipal Education Plans through the follow-up, Monitoring and Evaluation Councils and Municipal Education Forums are fundamental to ensuring the effectiveness and continuous improvement of education policies. The aim of this article is to analyse the data and indicators of the Program for the Institutionalization and Management of Municipal Education Systems (PRISME), undertaken by the Tocantins Collaboration Network, in the movement to institutionalize the Municipal Education Systems of Tocantins, with reference to the instruments presented during the 5th PRISME Training Moment. The methodology of this study is based on historical and dialectical materialism, which provides a critical analysis of the social structures and power relations involved in educational management. Discussions of the data provide a comprehensive and critical understanding of the role of forums and commissions in the educational context of Tocantins. They also reveal that they are essential instruments for following up, monitoring and evaluating municipal education plans.

KEYWORDS: Public Policies and Educational Management; Municipal Education Plans; Program for the Institutionalization and Management of Municipal Teaching/Education Systems; Tocantins.

SUMMARY:

The follow-up, monitoring and evaluation of Municipal Education Plans through the Councils for Follow-up, Monitoring and Evaluation and the Municipal Education Forums are essential to ensure the effectiveness and continuous improvement of education policies. The aim of this article is to analyze the data and indicators of the Municipal Education/Education Systems Institutionalization and Management Program (PRISME), carried out by the Tocantins Collaboration Network, in the Tocantins Municipal Education/Education Systems institutionalization movement, with reference to the instruments presented during the V PRISME Training Moment. The methodology of this study is based on historical and dialectical materialism, which provides a critical analysis of the social structures and power relations involved in educational management. The discussion of the data provides a broad and critical understanding of the role of forums and committees in the educational context of Tocantins. They also reveal that they are essential instruments for the follow-up, monitoring and evaluation of municipal education plans.

PALABRAS CLAVE: Políticas Públicas y Gestión Educativa; Planes Municipales de Educación; Programa de Institucionalización

y Gestión de los Sistemas Municipales de
Enseñanza/Educación; Tocantins.