

Comparative analysis between education plans: Priorities in public policies for the stage of early childhood education at the national, state and three municipalities in the Greater ABC Region of São Paulo



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ABSTRACT

The study described here is a comparative analysis of the National and State Education Plans and three municipalities in the Greater ABC Paulista Region, namely: Santo André, São Bernardo do Campo and São Caetano do Sul, referring to Goal 1, which deals

with the stage of Early Childhood Education. This analysis allowed the unveiling of priorities evidenced by each instance (national, state and municipal) for the qualification of this educational stage. Such priorities are implied in a posteriori categories selected by the researchers, in order to enable the analysis of the goal and strategies through the technique of content analysis supported by Bardin (1977, 1994) and Franco (2008). This is a documentary research of mixed approach. Quantitative regarding the analysis of the categories found in each of the strategies of the highlighted plans and qualitative regarding the interpretation of these data through the interpretation of the researchers. As for the results found, it is observed that the main priority of the governors for this stage continues to be the issue of access to account for universalizing early childhood education in preschool for children from 4 (four) to 5 (five) years of age and expanding the offer of early childhood education in daycare centers for children up to 3 (three) years old.

Keywords: Municipal Education Plan, Goal 1, Early Childhood Education, Priorities, Public Policies.

1 INTRODUCTION

Education Plans, whether National, State or Municipal, are understood as current public policies that aim to improve education in general. They are supported by the Federal Constitution and aim to carry out the duties of the Nation, the State and the Municipalities in relation to Education, in all its levels, stages and modalities of education.

Thus, it is expected to achieve the provisions of the FC in its article 205, which advocates the right of all to a quality public education. To achieve this goal, that is, a common school that effectively fulfills this goal, governments implement and implement public policies as a way to make what is indicated as a right for all citizens, is in fact realized. Thus, in a preliminary analysis, public policies in the educational area are nothing more than the "link" that unites the legal determinations and



objectives with the local reality. These policies end up having a direct link with school institutions, since this is the *locus* where reality presents itself. Therefore, every school absorbs the reflections arising from public educational policies, whether directly or indirectly.

CUry (2014) argues that the problem to be reflected by those who implement and implement public policies, is to contemplate the duty of the State, in order to satisfy the rights of legally protected citizens. In relation to the educational scenario, a way of living with a federative reality of education in its attributions and competencies stands out. This results, according to the ideas advocated by the author that, when meeting the indications of a national education, states and municipalities need to adapt to local realities and territorialities.

Our Federal Constitution of 1988 defines the competence of the Union, the States and Municipalities regarding the duty to provide education for all citizens and establishes the need for the organization of their education systems in a collaborative regime (Art. 211). The Constitution also provides for the National Education System, to be articulated by a ten-year plan (Art. 214, amended by Constitutional Amendment 59/2009). The Law of Guidelines and Bases of National Education – LDBEN, law 9394 of December 20, 1996 regulates in detail the operation of the creation of the Plan. The same would be elaborated by the Union, with the collaboration of the other federative entities (states, municipalities and Federal District). In 2001, under the management of former President Fernando Henrique Cardoso, the first National Education Plan was approved, but the National Plan that is currently in force is the one that was approved by Law 13,005 of June 26, 2014, in the government of President Dilma Rouseff.

For Cury (2008, p. 1187) one of the difficulties by which Brazil has never been able to institute a National Education System, as well as effected by other countries, lies in the fact of the territorial dimensions of our country so that a single system can be instituted for such different realities among the 5,570 municipalities, in addition to the historical-social and legal-political points of view of the phenomenon¹. For the author, in an article dated 2009, the collaboration model developed to account for general norms, guidelines, bases and federative autonomy and that was not regulated by complementary law, as provided for in the text of CF/88, "promoted the dispersion of initiatives, configuring a federalism more doctrinal than methodological".

Within this perspective, one can find in the literature different studies that deal with specific themes on the subject, namely: exercise of new constitutional prerogatives with independence in relation to the federal and/or state sphere, on the part of the municipalities (AZEVEDO; SANTOS, 2012), the strengthening of local power as a democratic mechanism exercised on a small scale

¹ From the historical-social point of view, the barrier arises from the atavistic social inequality whose weight was present in education and, from the juridical-political point of view, the historical form with which our federalism was clothed generated an interpretation that such a system would offend the autonomy of the state and municipal federative entities. (CURY, 2008, p. 1187)



(SANTOS; AVRITZER, 2002), structural problems in the political and institutional capacity of municipalities regarding: financial issues; the difficulties of organization and structure of the bureaucratic apparatus; the absence of well-prepared and qualified administrative staff to face the challenges of care in the social sector; to the prevalence of clientelistic practices (MARTINS, 2003; 2004), difficulties that municipalities have faced to exercise their functions of planning, management, monitoring and evaluation of public policies (LOFRANO, 2010).

About the National Education System, this is what motivated the realization of this analysis, that is, to identify whether the municipalities, when defining their public educational policies, meet what is determined by the National and State education plans. This questioning was due to the fact that the PNE in force indicates the creation of a complementary law to ensure the establishment of a National Education System, and in its Article 13, indicates that the NSS should have been created by 2016.

Currently there is no National System that coordinates and distributes the responsibilities for Brazilian Education, but this does not mean that its creation is not the subject of debates in different instances and a discussion relevant to the country as a whole.

The National Education Plan (PNE) and, consequently, the state (PEE), district, and municipal (PME) plans have the task of indicating in their goals and strategies, ways to achieve the results expected by all to have, in fact, a quality education. They require institutional articulations and social participation for their elaboration or adequacy, their monitoring and evaluation, through public hearings that are planned in the government agenda. However, there is still little participation on the part of the different educational actors, especially managers and teachers.

From the reading of the document "Keeping an eye on the Plan"² it is concluded that although the PNE has been built with broad social participation and approved by the legislative branch, the document has been totally ignored by the Federal Government, which has not even fulfilled – or even talked about – its goals and strategies. According to the document The Constitutional Amendment 95 (EC95/2016) in force, freezes investments in education until 2036 and this underfunding of the area hurts the fulfillment of the Plan, because the need to increase public investment in education from 6% to 10% of the Gross Domestic Product (GDP) in 10 years is stagnant, compromising the non-compliance with goal 20 of the PNE and thus, producing a ripple effect on the other goals.

In addition, the dismantling of the National Education Forum and the change of coordination from the National Education Conference (CONAE) to the Ministry of Education promotes the

² The initiative is composed of the following organizations: Ação Educativa, Associação Nacional de Política e Administração da Educação (ANPAE), Campanha Nacional pelo Direito à Educação, União dos Conselhos Municipais de Educação (UNCME), União Nacional dos Dirigentes Municipais de Educação (Undime), Fórum Nacional dos Conselhos Estaduais de Educação (FNCE), with support from Instituto C&A and UNICEF. Portal Keeping an Eye on the Plans. Available in <http://www.deolhonosplanos.org.br>.



weakening of the instances of participation and undermines the dialogue between government and civil society, weakening social mobilization.

With regard to the extinction of the Secretariat of Articulation with the Education Systems (SASE), responsible for providing technical assistance to the monitoring and evaluation of education plans and the lack of another federal entity that fulfills this function makes it difficult to follow the plan in the states and municipalities and "[...] ends up generating, in practice, not a cooperative federalism but more a competitive federalism, which jeopardizes the federative pact under the figure of reciprocal collaboration and its potential advances." (CURY, 2014, p. 1203)

For the Education Plans to be in tune with local, regional and national challenges, it is essential that in their process of elaboration, review and monitoring the plurality of voices and views on education is contemplated, through Democratic Management, also recommended in its article 206, item VI by CF/88, considering the opinion of the entire school community.

According to the text of the document "The construction and participatory revision of the Education Plans of the collection "Keeping an eye on the plans":

It is understood that participation in the process of elaboration, monitoring and evaluation of plans allows to compose a broader view of the processes, problems and possibilities of education in a given territory, generating commitments and responsibilities with the planned: it commits governments with its execution and society, in general, with its monitoring and monitoring. (<https://deolhonosplanos.org.br/planos-de-educacao/>)

The authors Martins and Pimenta (2014) explain that the current National Education Plan, effective from 2014 to 2024, has unfolded in the state and municipal plans and constitutes the greatest of the educational challenges for the implementation of quality. As a public educational policy it provides direct reflections in the daily school life. About this interim the authors Martins and Pimenta (2014, p. 212) explain that on June 25, 2014, President Dilma Rousseff sanctioned (without vetoes) the National Education Plan, through Law No. 13,005, published on June 26, in the Official Gazette, after almost four years of processing the text of the Law, through negotiations between legislators, government representatives, teaching entities and organized civil society. This Plan was approved by the Chamber of Deputies on June 3, 2014 and was proposed by the Executive to Congress in 2010, establishing twenty goals and strategies for education in the next ten years, among which we highlight: investment of 10% of GDP; eradication of illiteracy; expansion of the offer of early childhood education in day care centers, which serve a minimum of 50% of children up to three years old; at the end of ten years of validity, children must be literate, at most, up to the age of six; the average schooling of the population aged 18 to 29 years should be high and reach a minimum of 12 years of study; 50% of public schools must offer full-time education in order to serve at least 25% of all basic education students; training of 60,000 masters and 25,000 doctors per year at the end of its term. It is worth mentioning that the *royalties* from pre-salt oil should ensure the implementation of the National



Education Plan, since the Law provides for the allocation of 75% of the resources obtained through the extraction of oil and 50% of the surplus in oil for education. They also emphasize that some achievements are still imposed, such as the regulation in specific legislation of the initial Student-Quality Cost (CAQi) – with a view to defining the investment per student, annually, so that a quality education is effective and the complex relations between the different spheres of government – federal, state and municipal – regarding the elaboration (or reelaboration) of the state and municipal education plans.

Thus, this study seeks to draw a comparative analysis of the National and State Education Plans of São Paulo and three municipalities in the Greater ABC Paulista Region, namely: Santo André, São Bernardo do Campo and São Caetano do Sul, in order to understand whether these municipalities, when defining their public educational policies, meet what is determined by the National and State education plans. This analysis refers to Goal 1, which deals with the stage of Early Childhood Education, and which allowed the unveiling of priorities implied in *a posteriori* categories selected by the researchers, in order to enable the analysis of the goal and strategies through the technique of content analysis supported by Bardin (1977, 1994) and Franco (2008). The relevance of examining textual elements of Municipal Education Plans already elaborated and approved by Law, according to the idea pointed out by Martins and Pimenta (2014, p. 210) starts from the assumption that they are "relevant sources to examine potentialities and limits of municipalities in the elaboration of public policy guidelines for education, institutionalizing them in planning instruments."

It should be noted here that of the plans analyzed here only the municipality of Santo André does not have a copy of the document on the websites of the Legislative Assembly of the State of São Paulo, the State Court of Auditors, the Union of Municipal Directors of Education (UNDIME), the Municipal Secretariats of Education and the Municipal Councils, being the same in print, being distributed free of charge by the municipality itself. All the others were easily found on the websites of the own networks and/or on government websites.

1.1 METHODOLOGICAL PATH

As explained earlier, considering that the Municipal Education Plans are relevant sources to examine the potential of Brazilian municipalities in the institutional capacity to elaborate guidelines for public policies for education, institutionalizing them in planning instruments, this study sought to identify the textual characteristics, based on content analysis (BARDIN, 1977, 1994) and Franco (2008). Thus, we tried to organize the data and group them into categories, understood as "operations of classification of constituent elements of a set, by differentiation and by regrouping according to previously defined criteria (BARDIN, 1994, p. 117)



From the elaboration of a comparative table between the five plans selected for the study, namely: National Education Plan (PNE – Law 13005/2014), State Education Plan of the State of São Paulo (PEE – Law 16.279/2016) and the Municipal Education Plans of Santo André (Law 9.723/15), São Bernardo do Campo (Law 6.447/15) and São Caetano Do Sul (Law 5.316/15), the contents of each strategy of Goal 1 of each of the Education Plans were organized through categories, allowing their analysis. These categories were established *a posteriori* by the researchers and are described below:

- Access
- Permanence
- Evaluation
- Rate of freq.
- Curriculum development
- Infrastructure
- Vocational training
- Inclusion
- EI/EF transition
- Partnership between secretariats
- Active search
- Full-time education
- Guidance to families
- Valorization of the EI stage
- Guaranteeing the Rights of Learning and Development
- Access to technology
- Amount of student/classroom

From the establishment of these categories, the researchers sought, among the writings of the strategies of each of the Educational Plans studied, to relate the objective contained in each of the strategies to the selected categories. Many of the contents could be classified in more than one category, because they were repeated, composing different items. At the end of this analysis, the following result was reached, identified in Table 1:



Table 1: result of the analysis of educational plans

PNE: 17 strategies. Most obvious category Access (10)	PEE: 21 strategies (more extensive plan) Most obvious category Access (9)	SA: 15 strategies (narrowest plan) Most obvious category Access (7)	SBC: 20 strategies Most obvious category Access (9)	SCS: 16 strategies Most obvious category Access (9)
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Source: prepared by the authors

Thus, the following quantification of the categories in the relationship shown in table 2 was reached:

Table 2: Quantification of the categories of the strategies of Goal 1 of the Municipal Education Plans (PMES) of the Municipalities of Santo André (Law 9.723/15), São Bernardo Do Campo (Law 6.447/15) and São Caetano Do Sul (Law 5.316/15) in line with the State Education Plan (PEE – Law 16.279/2016) and the National Education Plan (PNE – Law 13005/2014).

Categories established a posteriori on the strategies of the plans related to GOAL 1	National Education Plan (PNE) (Law 13005/2014)	State Education Plan (PEE) (Law 16.279/2016)	SAINT ANDRÉ (SA) (Law 9.723/15)	SÃO BERNARDO DO CAMPO (SBC) (Law 6.447/15)	SÃO CAETANO DO SUL (SCS) (Law 5.316/15)
Access	10	9	7	9	9
Permanence	1	-	-	1	1
Evaluation	1	1	1	1	1
Rate of freq.	1	-	1	1	1
Curriculum development	1	1	-	1	3
Infrastructure	-	4	2	3	1
Vocational training	2	2	1	3	2
Inclusion	1	1	-	1	1
EI/EF transition	1	1	-	1	1
Partnership between secretariats	3	3	3	3	3
Active search	1	1	-	1	1
Full-time education	1	1	1	1	1
Guidance to families	-	1	2	1	-
Valorization of the EI stage	-	-	1	-	-
Guaranteeing the Rights of Learning and Development	-	-	-	1	-
Access to technology	-	1	-	-	-
Amount of student/classroom	-	-	-	1	-

Source: prepared by the authors

1.2 THE ANALYSIS OF THE NATIONAL, STATE AND MUNICIPAL PLANS

The State Department of Education of São Paulo implemented, between the years 1996 and 2003, measures, programs and projects aimed at strengthening and articulating relations between the state and the municipalities in order to enable the elaboration of Municipal Education Plans (MARTINS, 2004). In 2003, SEESP sent a model Plan to the municipalities that was disseminated and discussed, serving as a script, containing an initial part, where the registration of historical aspects of the locality and a diagnosis of the education systems/networks were requested, so that the



municipalities, through their Secretariats of Education and/or Boards of Education, begin the preparation of their respective documents. In continuity it indicated the establishment of goals to overcome problems in the flow and performance of students, expansion of enrollment in basic education, teacher evaluation, institutional evaluation and evaluation of the educational policy of the municipality, including the monitoring and evaluation of the Municipal Education Plan.

With the quantified data, the researchers performed the analysis through the technique of content analysis supported by the studies of Bardin (1977, 1994) and Franco (2008), aiming at the interpretation of such data by the perception of the researchers. It is worth mentioning that the knowledge accumulated by researchers on the subject influences the possibilities and depth of the analysis, especially due to the textual diversity found in official documents.

Initially, the categories that were most found in the strategies of these plans were highlighted in the chart itself and from these highlights the interpretation of the data was given by the researchers. It is necessary to point out that, keeping in mind the textual differences, some common elements could be identified, as observed in table 3.

Table 3: Highlights for the categories found in the strategies of the Education Plans analyzed.

Categories established a posteriori on the strategies of the plans related to GOAL 1	National Education Plan (PNE) (Law 13005/2014)	State Education Plan (PEE) (Law 16.279/2016)	SAINT ANDRÉ (SA) (Law 9.723/15)	SÃO BERNARDO DO CAMPO (SBC) (Law 6.447/15)	SÃO CAETANO DO SUL (SCS) (Law 5.316/15)
Access	10	9	7	9	9
Permanence	1	-	-	1	1
Evaluation	1	1	1	1	1
Rate of freq.	1	-	1	1	1
Curriculum development	1	1	-	1	3
Infrastructure	-	4	2	3	1
Vocational training	2	2	1	3	2
Inclusion	1	1	-	1	1
EI/EF transition	1	1	-	1	1
Partnership between secretariats	3	3	3	3	3
Active search	1	1	-	1	1
Full-time education	1	1	1	1	1
Guidance to families	-	1	2	1	-
Valorization of the EI stage	-	-	1	-	-
Guaranteeing the Rights of Learning and Development	-	-	-	1	-
Access to technology	-	1	-	-	-
Amount of student/classroom and/or professional	-	-	1	1	-



LEGEND

Categories	Greater amount of indication of actions for the highlighted aspect.
Categories	Indication of actions in all plans analyzed.
-	No actions for the mentioned aspect

Source: prepared by the authors

In view of all the analysis carried out by the researchers, it is observed that the Educational Plans studied present a certain homogeneous discourse in all sources and indicate the performance of research by the education department itself, to comply with the oriented demand, in addition to emphasizing many aspects related to the category called "Access".

In fact, to achieve Goal 1 that deals with the Universalization of Early Childhood Education, it is necessary on the part of the Secretaries of Education that access be expanded. However, it is highlighted in the strategies that other equally important aspects end up being little evidenced. It is not enough to have access without adequate infrastructure, without the desired quality, without the permanent training of education professionals at this stage, the adequacy of the number of children per room and per professional (an aspect closely linked to quality), the guarantee of the right of the child to learning and development, since this is the crucial phase in the development of the human being. However, in the case of the last category mentioned (guarantee of the Right to learning and development), only the municipality of São Bernardo do Campo indicates action in this aspect, according to the wording of strategy 1.16: "To collaborate with the Union and the State of São Paulo, within the scope of the permanent instance referred to in § 5 of article 7 of Federal Law No. 13,005, of 2014, the guarantee of the rights of learning and development, which constitute the National Common Curricular Base of Early Childhood Education".

Still talking about access, this is linked to the aspect of permanence and in this regard it can be evidenced in the analysis carried out that the only plans that address this dimension are the national plan and the municipalities of São Bernardo do Campo and São Caetano do Sul. In the case of the Institutional Evaluation destined to the stage, all the plans indicate the accomplishment of such evaluation. São Caetano do Sul, already have this practice within the educational context of its Education Network, Santo André, carried out this evaluation for the first time in 2019 and in reference to the plan of São Bernardo do Campo no data on this evaluation were found on the website of the Education Network. (<https://educacao.saobernardo.sp.gov.br/>).

All plans, except the state plan, mention the monitoring of attendance, for access and permanence of children, as well as the monitoring and attendance to this frequency rate.

Santo André is the only municipality that does not make any mention of the inclusion in the strategies of the goal regarding Early Childhood Education. Perhaps because Santo André has had as one of its educational principles an inclusive education since 1997. Within five priorities announced for municipal management by the government of the time, the "priority to education as a fundamental



right for the exercise of citizenship and as an indispensable condition for access and permanence in the labor market stands out." (SANTO ANDRÉ, 1997, p. 5). In this same document, in a letter of introduction written by former mayor Celso Daniel, there is a mention of the construction of a new quality of public education within a principle of democratic management and of a permanent evaluation process allowing the effectiveness and improvement in an Inclusive Education project that respected, valued and stimulated diversity. Currently Santo André has an Inclusive Education management composed of PAEIs (Inclusive Education Advisor teachers) who supervise and monitor the educational process of children with disabilities in regular schools and the Specialized Educational Service Teachers (PAEEs), who serve students in the countershift in Multifunctional Resources rooms. In this same aspect, the municipality of São Bernardo do Campo lived with the educational duality of regular schools and special schools until 2009, when the municipal administration assumed to end the segregated spaces, located in more noble neighborhoods of the city. Currently the city still has specific units for the care of students who were not able to be part of inclusive education due to the age and degree of their disabilities, namely: Municipal School of Special Basic Education EMEB Rolando Ramacciotti, EMEB Marly Buissa and EMEB Neusa Bassetto. In 2012 there was the implementation of five schools service centers for students with deafness. São Caetano do Sul, on the other hand, attends to inclusive education, but also performs the Specialized Educational Service, meeting the actions provided for in Decree No. 7611/11, counting for this service with the spaces destined to the Multifunctional Resources rooms.

One aspect that has drawn the attention of experts in Early Childhood Education is the Transition of the Child to the Early Years of Elementary School. According to The 3rd Report of Expansion of Elementary Education for Nine Years, in its item V – Reflection on the Curriculum (BRASIL, 2007, p. 6 apud ARCE; MARTINS, 2007, p. 40) states that the contents worked in the first year, of this new Elementary School, of nine years, should not be the same as if worked in the Elementary School of eight years, because the student of this current phase is now 6 years and still does not respond with seriousness and commitment to the content activities. Regarding this category, it is observed that the public policies of the stage present the same concern of the specialists and scholars of the theme, because only the plan of Santo André does not present any strategy indicating this transition.

Another aspect strongly evidenced in all the plans mentions the partnerships between the secretariats and the public agencies of social assistance, health and child protection, here denominated in the category "partnership between the secretariats". All the analyzed plans present three actions each for the establishment of this partnership. Apparently, the municipal departments of education have been making use, increasingly, of support and protection measures carried out in conjunction with other secretariats of the municipality itself and/or of the state and federal government, with a view to



expanding the possibilities of circumventing/solving problems generated due to socioeconomic contexts (income partnership programs), active search of children of Early Childhood Education age and focus on the integral development of children up to 3 (three) years of age.

Regarding the category "Active search", all plans, except the Municipal Education Plan of Santo André present this intention, interpreted as the search for children of 4 and 5 years who are not yet enrolled, according to the example extracted from strategy 1.18 of the plan of São Bernardo do Campo: "Promote the active search for children of age corresponding to Early Childhood Education [...]". With the advent of the pandemic, this action was widely carried out by school managers, in the search for children and families who did not have access to the remote interactions proposed by the School Units.

All plans present at least one strategy indicating full-time education for this stage, thus attributing the importance of municipal managers for the expansion of the permanence of the child from 0 to 3 years, all day in the educational space, as observed in the wording attributed to the one indicated by the PEE to the municipalities in its strategy 1.21: "Encourage initially, part-time enrollment for children in the daycare stage and progressively extend school time as the goal of attendance is reached." Or even attributing the choice for the time of permanence of the child in school to the family, as can be seen in the wording of strategy 1.19 of the PME of São Bernardo do Campo:

Gradually expand the supply of full-time vacancies in Early Childhood Education, according to the demand manifested in the region, for children from 0 (zero) to 5 (five) years, preserving the right of option of the family, ensuring respect for the specific needs of children, as established in the National Curriculum Guidelines for Early Childhood Education.

In reference to the category "orientations to families" what is evident is that the PNE does not indicate any action in this sense, being followed by the municipality of São Caetano do Sul. This mention is only observed in the PEE, being adopted by the municipalities of Santo André, which presents two actions for this orientation and the municipality of São Bernardo do Campo, containing an action for this aspect. Target 1.16 of the EPE provides the following indication: "To foster the implementation [...] of orientation and support programs for families, through the articulation of the areas of education, health and social assistance, focusing on the integral development of children up to 3 (three) years of age." The indication made by the PEE considers only the families of children from 0 to 3 years old, about child development. The municipality of São Bernardo do Campo, on the other hand, indicates that such orientation and support programs for families should be aimed at the care of children up to the age of 5, according to the wording of strategy 1.16: "Implement and expand within 2 (two) years of the beginning of this PME, in a complementary character, orientation programs and support to families, through the articulation of the areas of education, health and social assistance, focusing on the integral development of children up to 5 (five) years of age; The PME of Santo André



presents two strategies for this category, namely: strategy 1.8: "To qualify the partnerships with the different secretariats that subsidize the integral development of children, in programs of orientation and support to families, throughout the duration of this Municipal Plan" and 1.9: "Create and implement a protocol of commitments between the secretariats related to early childhood education to meet, in a qualified way, children and subsidize families in the integral development of children from 0 (zero) to 5 (five) years". According to the essays, it is observed that the municipality of Santo André does not determine the specific age for the care of families of support orientation programs, thus implying that these programs will serve all families of children in Early Childhood Education. However, the municipality advances in this regard by presenting the intention for the creation of a protocol of commitments between the secretariats related to early childhood education to subsidize families in the integral development of children from 0 (zero) to 5 (five) years, thus co-responsible the education of the municipality for the development of children of this stage. It is also worth mentioning that this action, as well as those described in the category "active search" were actions of paramount importance in the context of Remote Education.

Regarding the category "access to technology", the fact that only the PEE mentions action focused on this aspect is noteworthy. The fact is that at the time of preparation of such documents there was no idea how necessary it would be for the context currently experienced that the municipalities had adopted actions that could minimize all the difficulty encountered from 2020, with remote education.

The fact is that the stage of Early Childhood Education came to be understood as the first stage of Basic Education from Law 12,796, of April 4, 2013, which amends Law No. 9,394, of December 20, 1996, which establishes the Guidelines and Bases of National Education, to provide for the training of education professionals and give other measures, that in its article 29 brings the indication: "Art. 29. Early childhood education, the first stage of basic education, aims at the integral development of children up to 5 (five) years old, in its physical, psychological, intellectual and social aspects, complementing the action of the family and the community." However, the stage preferably attended in daycare centers (0 to 3 years) is not yet mandatory as indicated in item I of article 3 of the same law: I - compulsory and free basic education from 4 (four) to 17 (seventeen) years of age, organized as follows: a) preschool; b) elementary school; c) high school;

In this sense, it is observed the short time of valorization of the stage in the educational sphere, as well as some aspects still linked to social assistance, according to the history of the stage in question.

On the aspects related to the curriculum of the stage, in order to promote educational changes, the BNCC (National Common Curricular Base) indicates a curricular elaboration or restructuring and in this regard São Caetano do Sul is the plan that most presents strategies with this concern. Santo André does not bring any strategy in this sense, but had its Curricular Document elaborated



collectively, within the principle of democratic management, implemented in the years 2017 and 2018 and implemented from 2019.

When it comes to infrastructure, the plan that makes the most mention in this sense is the PEE, perhaps because the schools of the three municipalities studied have well-equipped and equipped schools, the governors did not attach so much importance to this aspect. It is noteworthy here that the PNE does not present any strategy with this aspect, but we still have in Brazil schools with very precarious infrastructure.

Regarding the category "permanent teacher education", it can be stated that this is another category of great importance in national, state and municipal public policies. All the analyzed plans present actions for professional training and only the PME of Santo André addresses only one strategy in this category, the other plans indicate two or more actions for the permanent training of these professionals. It should also be noted that only two of the municipalities analyzed indicate the need to establish partnerships with local universities to offer continuing education and/or initial training to teachers who do not yet have higher education. This indication is observed in strategy 1.5 of the Municipal Plan of Santo André: "Seek and effect partnerships with higher education institutions to promote initial and continuing education at the higher level of early childhood education professionals" and in strategy 1.9 of the Municipal Plan of São Bernardo do Campo: "Promote initial and continuing education, in partnership with HEIs, with recognized renown, of the professionals of Early Childhood Education, guaranteeing, progressively, the attendance by professionals with higher education and specialization in the area of operation.

The category "Number of children per room" is indicated only by the municipalities of Santo André and São Bernardo do Campo. Santo André is the only one that mentions the number of children per professional for each age group so that quality care can be provided, as evidenced in the wording attributed to strategy 1.6:

To ensure, in all public, private and affiliated educational institutions, in the modality of early childhood education, the ratio of numerical ratio teacher-student (table below), considering the opinions and guidelines of the National Council of Education and the Chamber of Basic Education, as well as the appropriate physical spaces

cycle	Child per teacher
Nursery	6
1st initial	8
1st final	12
2nd initial and final	20

The municipality of São Bernardo do Campo, on the other hand, presents in its strategy 1.20 the concern to gradually reduce the number of children per room and with the organization of the



phases, established by the school network itself: "Gradually reduce the number of students per room according to the age group from 0 (zero) to 5 (five) years, being 20 (twenty) students per class of Infant III, and 25 (twenty-five) students per classes of Infant IV and V, until the end of this PME.

2 STUDY CONTEXT: THE GREATER ABC REGION

The Grande ABC is an area located in the metropolitan region of the state of São Paulo. It has 635 km² and 2.5 million inhabitants in seven cities: Santo André, São Bernardo do Campo, São Caetano do Sul, Diadema, Mauá, Ribeirão Pires and Rio Grande da Serra.

For the study carried out, only the three economically richest municipalities in the region were selected to have a brief idea about which aspects are prioritized to qualify Early Childhood Education in the region, through public policies, such as municipal plans, and whether these meet the determinations of the national and state education plans.

In order to contextualize the region where the cities in which the public educational policies were analyzed are located, Chart 2 is presented with some demographic characteristics of the three municipalities.

Table 4 : demographic characteristics of the selected municipalities.

Municipality	Population	Territorial area Km2	GDP (millions)	Position of GDP	HDI-M 2010	Average years of schooling	Internet access (%)
St. Andrews	704.942	175,781	17.664.718	33rd	0.815 (8th)	10	72,7
Saint Bernard	805,895	409,478	36.337.338	14th	0.805 (16th)	10	81,7
São Caetano	156.362	15,33	11.762.744	48th	0.862 (1st)	11	73,4

Source: prepared by the authors

It is worth mentioning that the analysis of public policies becomes relevant because it contributes positively to society, demonstrating aspects of them that provide more knowledge to professionals in the area and to all those interested in the theme, valuing the quality of education as a fundamental piece for the growth of society.



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