

EDUCATIONAL GOALS AND FINANCING: REFLECTIONS ON HIGH SCHOOL IN RONDÔNIA



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ABSTRACT

This article analyzes the feasibility and compatibility of the educational goals for secondary education provided for in the State Education Plan of Rondônia (PEE/RO) with the reality of the state, based on the results of 2023. The research examines data and public documents for monitoring educational plans and budget execution of the state government. The results indicate that goals 3, 8 and 20 of the PEE/RO were not achieved in 2023, evidencing challenges in the universalization of secondary education, in increasing enrollments and improving educational quality, in addition to the increase in public resources for education. The analysis highlights the lack of clear guidelines for the application of resources, the mismatch between funding and education supply, and social inequalities. The study concluded that public education policies need to be reviewed and adapted to regional realities to be effective. It is proposed to carry out future studies that investigate educational financing policies, make comparisons between Brazilian states, and assess the specific needs of schools and communities in Rondônia.

Keywords: High School. PEE/RO. Financing. Student Performance. Public Policies.

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INTRODUCTION

Under the terms of the Law of Guidelines and Bases of Education (LDB), of December 20, 1996, high school is the last stage of basic education, with a minimum duration of three years, and is aimed at improving the knowledge acquired in elementary school by the student so that he is prepared for work and citizenship; and has full human, ethical, intellectual and contributory development (BRASIL, 1996).

The public policies outlined by the government of Rondônia for secondary education are included in the State Education Plan - PEE/RO, prepared based on the National Education Plan - PNE, with the premise of intensifying investments in the expansion of this phase of education, with a focus on improving its quality, despite the main challenges, which are: the guarantee of universalization; the improvement of permanence and learning rates; and the expansion of the offer of professional technical education (RONDÔNIA, 2015).

Thus, goal 3 of the PEE/RO proposed to expand, by the end of 2024, school attendance for the population aged 15 to 17 and raise the net enrollment rate of high school from 45.7% to 85% in this age group. Regarding goal 8, which refers to the quality of education measured through student performance, the state government established 26 strategies, one of which, 8.11, consists of providing technical and financial support to school management through the direct transfer of financial resources to the school, to ensure the participation of the school community in both the planning and application of resources (RONDÔNIA, 2015).

The application of resources in education is provided for in the 1988 Magna Carta, obliging state governments to reserve at least 25% of the budget value of revenues resulting from taxes, including transfers, to cover the expenses inherent to the maintenance and development of education (BRASIL, 1988). Most of these resources constitute the Fund for the Maintenance and Development of Basic Education and the Valorization of Education Professionals - Fundeb (BRASIL, 2020).

However, the government of Rondônia proposed strategies to achieve goal 20 of the PEE/RO, which deals with the expansion of public resources in public education in order to guarantee investments of at least 35% with resources from the state treasury to complement Fundeb, gradually at the rate of 1% per year during the period of validity of the PEE (RONDÔNIA, 2015).

Thus, considering that 10 years have passed since the PEE/RO has been in force, it is opportune to evaluate the results of the proposed goals that cover secondary education, aiming to answer the following research question: the educational goals for secondary education provided for in the PEE/RO are feasible and compatible with the reality of the state of Rondônia, Based on the results of the year 2023?

Thus, the objective of this research is to assess whether the educational goals for high school provided for in the PEE/RO are feasible and compatible with the reality of the state of Rondônia, based on the results of the year 2023.

The specific objectives proposed consist of: analyzing the net enrollment rate in high school in Rondônia, according to goal 3 of the PEE/RO; to examine the quality of secondary education in Rondônia, measured by student performance, according to goal 8; evaluate the application of public resources in education of the government of Rondônia, as provided for in goal 20; and to identify the main challenges faced in the implementation of the PEE/RO goals.

The present study is justified by the need to ascertain the reasonableness of the proposed goals inherent to public policies aimed at Rondônia's high school, based on the results obtained in the last monitoring of the PEE/RO, for the year 2023.

The results of this research will provide subsidies for managers' decision-making, future strategies of external control and induction of social control, since evaluating the educational goals for secondary education proposed in the PEE/RO will allow the identification of advances and challenges in the implementation of these policies, contributing to the formulation of more effective strategies and the appropriate allocation of resources. In addition, the research will serve as a basis for new academic investigations, expanding knowledge about the relationship between proposed goals and possibilities of achievement.

METHODOLOGY

This is a research with a qualitative, descriptive and interpretative approach to the public documents and data examined, aiming to assess whether the educational goals for high school provided for in the PEE/RO are feasible and compatible with the reality of the state of Rondônia, based on the results of the year 2023.

The time frame for the year 2023 corresponds to the most up-to-date information released by the Rondônia State Department of Education – Seduc, regarding the

monitoring of the PEE/RO, available at: https://rondonia.ro.gov.br/wp-content/uploads/2024/05/RELATORIO_MONITORAMENTO_PEE_2023.1.pdf.

In addition to the information contained in this document, data released by the National Institute of Educational Studies and Research Anísio Teixeira - Inep regarding the 5th Monitoring Cycle of the PNE were also examined, available at: <https://www.gov.br/inep/pt-br/assuntos/noticias/estudos-educacionais/inep-lança-reportio-do-5o-cycle-de-monitoramento-do-pne>.

Regarding the performance of public high school students in the state of Rondônia, the Ideb scores for the year 2023 were collected, released by Inep in: <https://www.gov.br/inep/pt-br/areas-de-atuacao/pesquisas-estatisticas-e-indicadores/ideb>.

The Summary Report on Budget Execution – RREO, Annex 8 of the Fiscal Responsibility Law, for the year 2023, published in the Information System on Public Budgets in Education – Siope, was also examined, in order to obtain information inherent to the volume of resources applied in the maintenance and development of education in the state of Rondônia in this period.

Thus, the following tables were constructed:

- Table 1 – Indicators of the national and state plans;
- Table 2 – Indicator 3A: universalization of school attendance, year 2023;
- Table 3 – Indicator 3B, in 2023: increase in the enrollment rate to 85% by 2024;
- Table 4 – Performance of high school students in Rondônia, in 2023;
- Table 5 – Own resources applied to the Maintenance and Development of Education, in 2023;
- Table 6 – Own resources applied in High School in 2023.

Therefore, a descriptive analysis of the results of the goals of the State Education Plan and the volume of spending on the maintenance and development of education was carried out, referring to the 2023 fiscal year, with interpretative interlocations concatenated with the findings of other researchers, in order to strengthen the debate on the importance of valuing regional contexts in the establishment of educational goals.

RESULTS

COMPATIBILITY OF GOAL 3 BETWEEN THE NATIONAL AND STATE PLANS

The National Education Plan, instituted by federal law no. 13,005, of June 25, 2014, established goal 3 for secondary education. This goal is divided into 2 main objectives: to

universalize, by 2016, school attendance for the entire population aged 15 to 17 and to raise the net enrollment rate in secondary education to 85% by the end of 2024.

Within the state of Rondônia, Law No. 3,565/2015 was enacted, establishing the State Education Plan of Rondônia, with the purpose of aligning with the National Plan. The following table presents the indicators of the two plans, in order to observe the existence of adherence of the PEE to the PNE:

Table 1 – Indicators of the national and state plans

Goal	Indicators	PNE Goal	PNE Deadline	PEE/RO Goal	PEE/RO Deadline
Goal 3 MIDDLE SCHOOL	3A Universalizing care	100%	2016	Just increase	2016
	3B Increase in enrollment	85%	2024	85%	2024

Source: Prepared by the authors, based on data extracted from the PNE and PEE/RO, 2024.

Comparing indicator 3A of goal 3 established in the PEE with that of the PNE, it is verified that it is not adherent, because the plan of the state of Rondônia did not establish universalization, but the expansion of school attendance to the entire population aged 15 to 17 years, therefore, the state goal is below the national one.

OUTCOME OF TARGET 3A

According to the INEP report regarding the 5th cycle of monitoring of the PNE goals, the monitoring of the results of goal 3 is nationwide, based on IBGE data captured by the Continuous National Household Sample Survey (Pnad-c), applying the following formula:

$$\text{Indicator 3A} = \frac{\text{Population aged 15 to 17 years who **attend school** or who have already completed basic education}}{\text{Population aged 15 to 17 years}} \times 100$$

Table 2 – Result of Indicator 3A: universalization of school attendance, year 2023:

State / Region / National	Meta Audience	% attended
Rondônia	79.349	93,7
North Region	1.046.055	91,3
National Average	9.202.331	94

Source: Prepared by the authors, based on data extracted from the INEP report, referring to the 5th monitoring cycle of the PNE, 2024.

Considering that the goal of the PNE was to universalize care for this population by 2016, it can be seen that the state of Rondônia did not achieve the proposed objective. In 2023, the attendance rate was 93.7%. Although it exceeded the average of the North Region (91.3%), it was below the national average that reached 94%.

RESULT OF GOAL 3B

Indicator 3B expresses the percentage of young people aged 15 to 17 who attend high school or who have already completed basic education. Thus, for the calculation of indicator 3B, according to the INEP report referring to the 5th cycle of monitoring the PNE goals, the following formula was established:

$$\text{Indicator 3B} = \frac{\text{Population aged 15 to 17 years who **attend high school** or who have already completed basic education}}{\text{Population aged 15 to 17 years}} \times 100$$

Table 3 – Result of Indicator 3B, in 2023: increase in the enrollment rate to 85% by 2024:

State / Region / National	Meta Audience	% attended
Rondônia	84.659	72,3
North Region	1.046.055	68,4
National Average	9.202.331	76,9

Source: Prepared by the authors, based on data extracted from the INEP report, referring to the 5th monitoring cycle of the PNE, 2024.

In 2023, the state of Rondônia reached an enrollment rate of 72.3%, above the average of the North region (68.4%), however, below the national average (76.9). This result is still below the target set for the year 2024 (85%).

It is reiterated that these results were extracted from the INEP report on the 5th monitoring cycle of the National Education Plan. However, the monitoring reports of the State Education Plan of Rondônia sought to monitor the strategies outlined to achieve the objectives of the plan at the state level, since several strategies established in the PEE are specific.

Thus, the SEDUC-RO monitoring report of the PEE 2023 was sought for information inherent to the strategies established to achieve the objectives of goal 3 of the PNE. Thus, it was observed that although the report included some actions; projects; and programs developed in the strategies outlined for goal 3, there is no detailed description of the

situation of each strategy, which would allow measuring its effectiveness, or not, for the achievement of the proposed goal.

The monitoring of strategies is relevant because their objective is to boost the achievement of the goal, and proper monitoring produces subsidies for decision-making of strategic changes, in cases of unsatisfactory results.

RESULT OF GOAL 8 OF THE PEE/RO

Goal 8 of the State Education Plan proposed to achieve goals of the Basic Education Development Index – Ideb for basic education in Rondônia. It consists of progressive goals from 2015 to 2021, thus, for high school, the following scores were estimated: 2015 = 3.9; 2017 = 4.3; 2019 = 4.5; and 2021 = 4.8.

However, reviewing the PEE/RO monitoring report for 2023, released by Seduc, it was observed that the performance of high school students in Rondônia in 2021, referring to the Ideb, reached a score of 3.9, below the projected goal of 4.8 for the period.

It was noted that in the Seduc report actions were described aimed at improving the Ideb scores, concerning high school were proposed changes and improvements in the Permanent System of Educational Evaluation of Rondônia – Saero.

Still on the performance of high school students in the state of Rondônia, the table below presents the score for the year 2023, related to the Ideb.

Table 4 – Performance of high school students in Rondônia

IDEB High School Goal for 2023	IDEB High School Student Performance 2023
5,2	4,0

Source: Prepared by the authors, based on data extracted from INEP's results spreadsheets, 2024.

3.5 RESULT OF GOAL 20 OF THE PEE/RO

Goal 20 of the State Education Plan of Rondônia consists of expanding investment in public education in order to guarantee investments of at least 35% with resources from the state treasury to complement Fundeb, with a gradual increase of 1% per year during the period of validity of the plan.

According to article 212 of the Federal Constitution of 1988, states must annually apply at least 25% of their tax revenues in the maintenance and development of public education. However, in its State Education Plan, the government of Rondônia proposed that in the period from 2014 to 2024, spending on state education would reach the percentage of 35%, and the increase in investment would be gradual at the rate of 1% per year.

In this sense, assuming that in 2014 the state was already required to invest 25%, therefore, in 2023 the expected percentage, under the terms of goal 20, would already be the application of 34% of tax revenues, in the maintenance and development of public education in Rondônia.

However, according to Annex 8 of the Summary Report on the Budget Execution of the Fiscal Responsibility Law, for the year 2023, published in the Information System on Public Budgets in Education - Siope, the state of Rondônia invested in the maintenance and development of education in that year the amount of R\$ 2,780,964,261.17, corresponding to 25.82% of the amount of revenues resulting from tax collection, whose percentage, despite complying with the constitutional mandate regarding the minimum investment in education, is far from reaching goal 20 of the PEE/RO.

The table below shows the volume and proportion of the application of these resources in the 2023 fiscal year:

Table 5 – The authors resources applied to the Maintenance and Development of Education, in 2023

Amount Applied at MDE	% of revenue From of taxes and transfers applied	Amount Applied in High School	Amount Applied in expenses of Fundeb	% of Recipes Fundeb Applied in Appreciation Professional	Value Applied in the valorization Professional Teaching Medium
2.780.964.261,17	25,82	520.522.723,79	1.235.808.862,32	85,78	396.970.843,33

Source: Prepared by the authors, based on data extracted from FNDE/SIOPE, 2024.

It should be noted that, in the amount of resources used in the Maintenance and Development of Education – MDE, the resources of Fundeb are included. Considering that for the formation of this fund, a percentage of the revenues from taxes and transfers collected by the state is deducted.

Under the terms of article 10 of the LDB, it is incumbent on the states to ensure elementary education and to offer, as a priority, secondary education to all who demand it. Looking at the data presented in the table above, it can be seen that, despite the billionaire investment of the state of Rondônia, in 2023, in the maintenance and development of education, above the constitutional minimum of 25% of revenues from revenue resulting from taxes and transfers, established in article 212 of the Federal Constitution of 1988, it is

important to highlight the amount applied specifically in high school. The following table shows this amount:

Table 6 – Own resources applied to High School in 2023

Amount Applied At MDE	Amount Applied Middle school	% of spend Applied Middle school	Amount Applied Appreciation Professional	Amount Applied Professional Middle school	% of spend Professional Applied Middle school
2.780.964.261,17	520.522.723,79	18,72	1.235.808.862,32	396.970.843,33	32,12

Source: Prepared by the authors, based on data extracted from FNDE/SIOPE, 2024.

From the examination of the data presented above, it is possible to weigh that, even though secondary education is a priority of the state, under the terms of article 10 of the LDB, the use of budgetary resources in this type of education does not even reach 20% of the expenditures in the maintenance and development of education.

DISCUSSION

Regarding the National Education Plan, Oliveira (2024) evaluated the achievement of goal 3 of the PNE, based on data from the National Household Sample Survey – Pnad, and found that this goal is directly related to goals 2, 6, 7 and 11 of the plan. Thus, in order to achieve goal 3, the existing distortions in elementary education need to be corrected; the socioeconomic conditions and racial inequalities of the population, factors that have a negative impact on the universalization of secondary education, and, consequently, make it difficult to expand the enrollment of young people aged 18 to 24 in higher education (OLIVEIRA, 2024).

In the same sense were the findings of Costa and Malacarne (2024), who identified, after analyzing the education plans of the states of Amazonas and Paraná, that the strategies outlined in both to achieve goal 3 of the PNE were not successful, since the regional and local realities were not observed, nor the context in which the students are inserted (Costa and Malacarne, 2024).

These findings may elucidate the difficulty of the state of Rondônia in achieving the goals of indicators 3A and 3B, which, despite having obtained results, in 2023, above the average of the North region, these are still below the national average. The lack of adherence of the PNE of the Rondônia government in relation to indicator 3A was also observed, since the national plan proposed the universalization of secondary education, while the state plan only established to expand the offer. However, it must be considered

that the reality of Rondônia, as well as that of the other states in the North of Brazil, is very different from other Brazilian regions.

To exemplify this finding, the studies by Oliveira Junior *et al* (2023) demonstrate the critical situation of secondary education in the North Region in relation to other regions of Brazil. The researchers identified that of all students enrolled in the public network at this school level in the North of Brazil in 2019, 33.6% did not have access to the Internet. On the other hand, in the Southeast Region, only 8.7% of the students had difficulties in accessing the computer network (OLIVEIRA JUNIOR; *ET AL*, 2023).

This inequality in the use of the Internet by Brazilian public high school students shows an abyss between the path to be taken for the universalization of this level of education, which was too perceived in the period of the Covid-19 pandemic. It can be seen that this situation is far from changing, since comprehensive public policies are not built that are in line with social and regional realities (OLIVEIRA JUNIOR; *ET AL*, 2023).

Regarding the state of Rondônia, Junio; Duarte and Souza (2021) identified several territorial, cultural, and geographic characteristics that influence the supply and demand of secondary education in this Federation Unit, since the state has many districts, extractive reserves, agrarian reform settlements, in addition to indigenous communities that live on the banks of rivers, in locations of difficult access, in a different climate with extensive periods of heavy rain, which causes quagmires on unpaved roads, making it difficult for students to move around. In this context, the government of Rondônia runs a high school program mediated by technology, as one of the strategies to achieve goal 3 of the PEE/RO (JUNIO; DUARTE AND SOUZA, 2021).

Regarding Ideb, according to Inep (2019), its objective is to monitor and promote the improvement of the quality of basic education in Brazil, establishing biennial goals for each phase of school. The goals are defined considering the specific context of each school and education network, encouraging a continuous progression in educational quality. Its results are publicly disseminated, allowing comparisons between different regions and institutions, in addition to providing subsidies for the formulation of educational policies (BRASIL. INEP, 2019).

Investigating which factors external to the school's control influence the results of the Ideb, Soares and Santos (2024) based on the school performance of 222 public high schools in the state of Espírito Santo, referring to the year 2019, identified the age-grade distortion rate as the variable with the greatest impact on the Ideb, indicating that schools

that have more students who are behind in school obtain lower scores in the Ideb. Also, according to the authors, students outside the age range for the grade in which they are enrolled is a reflection of the problems of repetition and school dropout (Soares and Santos, 2024).

In addition to the age-grade distortion factor, it was found that schools with a higher proportion of white students tend to have better results in the Ideb, in addition to those school units that serve students from families with higher purchasing power. Thus, the need for more effective public equity policies is justified, aiming to minimize the effects of racial inequalities and the impact of socioeconomic contexts on the performance of high school students (Soares and Santos, 2024).

Certainly, the factors identified by these researchers justify the 4.0 performance score of high school students in the state of Rondônia regarding the 2023 IDEB, below the 5.2 goal, established for this period. For Santos and Galvão (2021), the cause of the low performance in the IDEB of students in this school phase may be related to the amount of skills required of the participants to solve each problem proposed in the large-scale tests, considering that the students do not have the necessary strategies in themselves, not even to understand most of the problems (SANTOS AND GALVÃO, 2021).

Regarding the investment in education by the government of Rondônia, this research found that goal 20 of the PEE/RO was not achieved, which proposed an increase in the proportion of 1% per year until reaching the percentage of 35% of the state's tax revenues. In this context, in 2023 the state should have invested 34%, however, the expenditure on the maintenance and development of education in this period consisted of 25.82% of the amount of revenues resulting from tax collection, whose index, despite complying with the constitutional mandate regarding the minimum investment in education, did not reach the PEE/RO proposal.

The result of this research also showed that of the amount of resources used in the MDE by the government of Rondônia, only 18.72% is applied in secondary education, even though this phase of school is the priority of the state governments, as established in article 10 of the LDB.

According to Alves and Carvalho (2019), the financing of secondary education was only prioritized after the creation of Fundeb, when this level of education was considered a priority stage with a proposal to expand its service, involving regular urban, rural, full-time and integrated vocational education, for the purpose of distributing resources. However,

according to the authors, this differentiation was only numerical, since the real needs for resources to provide quality high school education in the different forms of offer were not described (ALVES AND CARVALHO, 2019).

CONCLUSION

In order to assess whether the educational goals for high school provided for in the PEE/RO are feasible and compatible with the reality of the state of Rondônia, based on the results of the year 2023, during this study data and public documents for monitoring educational plans and budget execution of the state government were examined.

From the descriptive and interpretative analysis of this information, it was concluded that the propositions established in the PEE/RO in goals 3, 8 and 20, were not achieved by the government of the state of Rondônia in the year 2023. Thus, both the universalization and the increase in enrollment in secondary education, and the achievement of the desired quality, in addition to the increase in the volume of public resources for investment in state public education is at risk of non-compliance.

This situation brings to light some reflections, such as those presented by Vieira, Vidal, and Queiroz (2021): lack of clear and objective guidelines for the application of resources, aiming to improve the quality and supply of education; mismatch between the financing and the provision of public secondary education; and social inequalities (VIEIRA; VIDAL AND QUEIROZ, 2021).

Despite the territorial immensity of Brazil, home to many cultures and diverse populations, public education policies are generic. Thus, the expected results for all schools are the same, regardless of the needs, locations and subjects they serve, according to Caetano's (2016) inferences.

With regard to secondary education, this educational phase in Brazil is focused on management and results, whose tools are based on mercantile practices aimed at evaluation, indicators and results, disregarding the democratic educational process and methods aimed at the formation of the historical and social subject (CAETANO, 2016).

In this context, Demo, Silva and Minayo (2021) emphasize that secondary education needs to be reinvented, in terms of educational policy, since the Ideb indicators for this school phase reveal poor performance. According to the authors, this result is a consequence of the accumulation of ills from the previous stages, which are from literacy to the final years of elementary school, both in the learning of mathematics and the

Portuguese language, and it is impossible to recover these fundamentals in high school. (DEMO, SILVA AND MINAYO, 2021).

It should be noted that the result of the 2023 Ideb for high school in the state of Rondônia, grade 4.0, fell short of the goal established by the MEC, grade 5.2, for the period, despite Seduc having implemented improvement actions in the Permanent Educational Evaluation System of Rondônia - Saero, as described in the PEE/RO monitoring report.

In this sense, Gusmão and Amorim (2020), when reflecting on public policies for educational evaluation of Brazilian high school, inferred that for students to reach and complete high school and higher education, educational and legal policies are necessary with proposals for programs that include early childhood education, as a way of correcting individual factors, social, educational and economic, which affect student performance (GUSMÃO AND AMORIM, 2020).

From all the above, considering the results obtained from this research, that the goals for secondary education provided for in the PEE/RO were not achieved in 2023, evidencing the need to review educational strategies and policies, since the analysis revealed that the universalization of secondary education, the increase in enrollments and the improvement of educational quality, In addition to the increase in public resources for investment, they are at risk of non-compliance.

This situation highlights the importance of clear and objective guidelines for the application of resources, aiming to improve the quality and supply of education, as well as the need for an alignment between the financing and the supply of public secondary education. Social inequalities and the mismatch between generic public policies and the specific needs of the various regions of Brazil were also identified as critical factors.

To advance in the understanding and solution of the identified challenges, it is suggested that future studies be carried out that address the following aspects: in-depth analysis of financing policies in education; comparative studies between Brazilian states; and investigation of the specific needs of schools and communities in Rondônia.

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