International Journal of Human Sciences Research

DIFFICULTIES IN EVALUATING THE PERMANENT SYSTEM OF ASSESSMENT OF EDUCATION IN CEARÁ - SPAECE IN THE 3ªSERIES OF MIDDLE EDUCATION

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Abstract: The Permanent Evaluation System of the State of Ceará - SPAECE has been an essential tool for shaping and monitoring educational policies in Ceará, providing data for reflection and corrective action. However, the excessive focus on external evaluations can divert attention from other issues that are equally important for improving education. Thus, the general objective of the study was: To determine existing difficulties in the Evaluation of the Permanent System for the Evaluation of Education in Ceará - SPAECE in the 3ᵃˢgrades of High School in Mauriti - CE, in 2024, and to achieve this, specific objectives were established: to identify didactic-pedagogical difficulties, to identify school organizational difficulties and to enunciate organizational difficulties of the system in the evaluation of SPAECE in this city. The research had a quantitative approach and was characterized as non-experimental, descriptive, cross-sectional and used a survey and instrument as a data collection technique. It was theoretically based on studies by Aragão (2021), Luckesi (2022), Paro (2017), Hoffman (2016), Sousa and Ferreira (2019), Bandalise (2011), Andrade et al., (2024) among others and its main results were that the SPAECE assessments alter classes, which focus on specific content in these assessments, and the type of task proposed, interfering in the way students are assessed. It was concluded that it is in the didactic-pedagogical sphere that the difficulties stand out the most, along with the difficulties related to the Permanent Assessment System itself, and the school's organizational difficulties are not as significant.

Keywords: difficulties, assessment, SPAECE, secondary education

INTRODUCTION

Currently, Brazilian education faces a number of challenges and seeks to improve its quality and monitoring through the implementation of evaluation policies. Educational evaluation is a fundamental instrument for identifying the strengths and weaknesses of the educational system, directing improvement policies and ensuring that educational goals and objectives are achieved.

One of the main assessment policies in force in Brazil is the National System for the Assessment of Basic Education (SAEB), which includes the Prova Brasil and the National High School Exam (ENEM). SAEB aims to assess student performance at different stages of basic education, such as primary and secondary school. In addition, the assessment also includes an analysis of the factors that have an impact on teaching, such as school infrastructure, teacher training and school management.

The transfer of some funds is directly linked to student performance in these assessments, creating an atmosphere of pressure and expectation around the results. This creates a scenario of psychological terror for students and teachers, who find themselves under intense pressure to achieve certain targets. However, a question arises: What are the difficulties in the Evaluation of the Permanent System of Evaluation of Education of Ceará - SPAECE in the 3ᵃˢgrades of High School in Mauriti - CE, in 2024? This doubt hangs over researchers, raising questions about the true effectiveness and suitability of this evaluation method.

Research suggests that SPAECE assessments do not always have a positive impact on schools' pedagogical practices, and some difficulties can arise in the didactic-pedagogical sphere: in adapting teaching strategies to the results obtained, in preparing students to interpret the results; In school organization, referring to internal issues of the schools and the system itself, highlighting the importan-

ce of a critical and reflective approach in the implementation and continuous evaluation of the system. Based on the above, the following specific questions arise: What are the didactic-pedagogical difficulties in evaluating the SPAECE in high schools in Mauriti-CE in 2024? What are the school organizational difficulties in evaluating the SPAECE in secondary schools in Mauriti-CE in 2024? And What are the system's organizational difficulties in evaluating the SPAECE in high schools in Mauriti-CE in 2024?

The general objective of this research is to determine the difficulties that exist in the evaluation of the Permanent Education Evaluation System of Ceará - SPAECE in the 3ᵃˢgrades of secondary school in Mauriti - CE, in 2024. And as specific objectives: Identify didactic-pedagogical difficulties in the evaluation of SPAECE in high schools in Mauriti-CE, in the year 2024, identify school organizational difficulties in the evaluation of SPAECE in high schools in Mauriti-CE, in the year 2024 and enunciate organizational difficulties of the system in the evaluation of SPAECE in high schools in Mauriti-CE, in the year 2024?

The investigation into an educational assessment system in the context of the city of Mauriti - CE reveals the desire for educational assessment to be representative of the reality experienced by students, teachers and high schools in the municipality, as well as future prospects, representing social stimulus by seeking to improve the quality of education in the community, academic stimulus by contributing to knowledge in the area of educational assessment, and personal stimulus by offering an opportunity for growth and positive impact on the lives of students and the assessment team itself. In this way, the research has social, practical, academic and personal relevance.

SPAECE is an important assessment policy in the state of Ceará, and its study in the municipality of Mauriti can provide relevant information for improving the local education system, leading to a broader understanding of SPAECE and the use of its results as well as the difficulties faced by schools in order to direct improvement policies and promote a more inclusive and equal education. Thus, determining the difficulties of educational evaluation, with a focus on SPAECE in the municipality of Mauriti - CE, is of great social relevance, as it allows us to understand how the implementation of this evaluation policy directly impacts on the quality of education offered to students.

By identifying the weaknesses of the local education system and directing improvement policies based on the results obtained, the investigation can contribute to improving education in Mauriti, since quality education is a fundamental pillar for the social, economic and cultural development of a community, guaranteeing better opportunities for students and preparing them to face the challenges of adult life.

Understanding the difficulties faced by SPAECE in Mauriti's schools makes it possible to identify problem areas in order to implement specific programs to improve the quality of teaching and learning in the region. By identifying the local factors that impact SPAECE's effectiveness, it is possible to target educational resources more efficiently, prioritizing the areas that are most relevant for support and investment.

In terms of academic relevance, research into SPAECE in Mauriti can contribute to enriching knowledge in the area of educational evaluation and public policy. In terms of the way SPAECE is carried out, its indicators and evaluation criteria, as well as the use of its results by schools and the Department of Education, the study can provide valuable information to improve this evaluation policy and make it more efficient and effective.

In terms of personal relevance, the research offers a unique opportunity for the investigator involved to deepen their knowledge in a

subject of great social and academic prestige. The study can provide professional and personal growth, developing research skills, data analysis and interpretation of results.

DIFFICULTIES IN EVALUATING THE PERMANENT SYSTEM FOR EVALUATING EDUCATION IN CEARÁ - SPAECE IN THE 3ᴬˢGRADES OF SECONDARY EDUCATION

In order to understand the possible obstacles or hindrances in the Permanent Assessment System, it is necessary to reflect a little on assessment, which is almost always linked to negative feelings: fear of failure, insufficiency and the judgment of the assessors. For a long time, these feelings were impregnated in the conceptions and practices of assessment in the educational sphere. However, the assessment of learning is a fundamental and relevant part of the educational context, and is an essential practice for understanding the teaching and learning process of students.

Learning assessment encompasses various ways of collecting information on student performance, whether through tests, assignments, projects or other activities, and has the purpose of measuring acquired knowledge, identifying strengths and weaknesses, providing *feedback* to students and teachers, and guiding pedagogical decision-making. According to Luckesi (2022, p. 18), the assessment of school learning "[...] - was directly articulated with the pedagogical conceptions to which it serves as one of its medications".

Large-scale assessments aim to measure student performance on a macro scale, i.e. on a broader level than individual and classificatory assessment. These assessments involve applying tests to a large sample of students, representing different regions, schools and socio-economic backgrounds. In this way, it allows for a broader analysis of trends and patterns in educational performance, providing relevant information for the formulation of public policies and decision-making in the educational sphere.

External assessments have shown themselves to be clearer to contemporary educational perspectives, which value the diversity of students' skills and competencies, as well as the development of essential skills for life in society, such as critical thinking, problem-solving and collaboration. Therefore, large-scale assessments have gained ground in many educational systems as a more comprehensive and inclusive approach to assessment, promoting a more holistic view of the educational process and confidently improving educational policies in pursuit of a more equitable and quality education for all students. Regarding large-scale assessments, Luckesi (2022, p. 14) explains that:

> Towards the end of the 20th century, educators and education managers, in Brazil and beyond, began to understand that the student is not - and cannot be - solely responsible for either success or failure in school learning. This is why, from the late 1980s onwards, the phenomenologies of educational evaluation called "institutional" and "large-scale" were born. These are forms of evaluative research aimed at qualifying the performance of educational institutions - federal, state, municipal and private - which, in fact, establish the conditions for the learning and performance of students taken individually or collectively.

Both approaches (large-scale and institutional) are intended to provide benefits to improve the quality of teaching and promote educational equity, taking into account not only the individual performance of students, but also the factors that influenced their learning. In this way, institutional assessment and large-scale assessment are essential tools for understanding the educational landscape and improving educational policies.

There are different types of institutional evaluation that can be carried out in the educational sphere, each with its own specific objectives and approaches. Based on Oliveira (2005), the following types of institutional assessment stand out: diagnostic assessment, which is carried out at the beginning of a program, course or school cycle, with the aim of identifying students' prior knowledge and skills; it allows teachers to have a clear understanding of the students' starting point, making it easier to plan and adapt the curriculum to meet individual and collective needs. Formative assessment, which takes place throughout the educational process, providing continuous *feedback* to students and teachers. Its purpose is to monitor students' progress and identify their difficulties, allowing adjustments to be made to teaching and learning to improve student performance.

External evaluation is carried out by bodies or institutions independent of the school or university, usually conducted by government agencies or specialized entities. Its purpose is to verify the quality of the institution and compliance with the standards adopted. These types of institutional evaluations are complementary and can be applied at different times and in different educational contexts.

According to Paiva (2010), external evaluation has a normative and comparative character, granted for the institution's accountability to society. Conducted within the institution itself, internal institutional evaluation seeks to identify the institution's strengths and weaknesses, with the aim of promoting improvements and enhancing its performance. According to Demo (1996), internal evaluation is a process of self-knowledge and self-reflection, involving the active participation of the entire academic community.

Internal and external evaluations are of great importance to education because they allow a systematic and continuous analysis of the educational process, identifying strengths and flaws in the educational system. They allow for the constant improvement of pedagogical practices and school management, with a view to improving the quality of teaching; they provide information for the formulation of more effective educational policies geared towards the real needs of schools and students.

The relationship between school management and external evaluation is extremely reliable for the process of continuous improvement in the quality of education. External evaluation is a tool that provides indicators on the performance of students, schools and educational systems as a whole. Based on these results, school management can make strategic decisions and implement actions to improve teaching and learning. One of the authors who addresses this relationship is Dourado (2011), who points out that external evaluation can provide valuable information for school management, helping to diagnose the institution's externalities and potential. Based on the results obtained, managers can identify areas that need intervention and define priorities for the development of more effective educational policies.

Paro (2014) emphasizes the importance of external evaluation as an instrument for holding society accountable for the quality of education offered. Based on the results of the evaluation, school management can provide clarification to the school community, parents and guardians, and take measures to improve the aspects that have been identified as challenges. In addition, an external evaluation can contribute to building a culture of evaluation and constant monitoring in school management. By having access to indicators and comparisons, managers can track progress over time and make more informed decisions. However, the relationship between school management and external evaluation can also generate challenges, such as the risk

of an excessive emphasis on results, neglecting other important aspects of education, or the inappropriate use of results for punitive purposes or to compare schools. Thus, the relationship between school management and external evaluation must be based on an understanding of evaluation as a tool for diagnosis and continuous improvement, with the hope of developing more efficient management aimed at promoting student learning.

Hoffmann (2016) and Vasconcellos (2002) explain that internal and external evaluation methods and procedures are fundamental tools for obtaining accurate and comprehensive information on the performance of educational institutions, students and education systems. The main objective of these evaluations is to analyze and continuously improve the quality of education.

External evaluation, as explained by Hoffmann (2016) and Vasconcellos (2002), aims to provide a broader and more impartial view of the education system. Its methods and procedures include: Standardized Tests - exams applied to students at different stages of education, measuring performance in specific skills, such as reading, mathematics and science; Evaluation of Education Systems - analysis of educational policies, curricula, programs and projects formed by education networks; Evaluation of Schools - on-site visitation and evaluation of schools, checking infrastructure, school climate, management and pedagogical practices; Evaluation of Educational Indicators - analysis of statistical data and educational indicators, such as pass rate, dropout rate, dropout rate, among others.

Indicators in external evaluations are expressed by quantitative or qualitative measures that make it possible to assess the performance of students, schools and the education system as a whole. They are used to provide objective information on the level of student learning, the functioning of schools and the

effectiveness of educational policies. According to Ludke and André (2013), indicators are elements that seek to synthesize information about educational performance, expressing a result that is considered relevant to the evaluation objective. These indicators can be based on various aspects, such as performance assessment results, pass and fail rates, dropout rates, among others.

The combination of these two types of evaluation, internal and external, provides a complete overview of the performance of the educational institution and the educational system as a whole. Internal evaluation allows for internal reflection on the school's pedagogical practice and management, while external evaluation offers a broader, comparative perspective of the educational system in relation to other contexts

Andrade (2001) and Cunha (2013) agree that external evaluations have a significant impact on teaching practices and the management of educational institutions. These evaluations, conducted by government bodies or independent entities, aim to assess the performance of students, schools and education systems in relation to certain standards and criteria. They influence teachers' pedagogical practices, since the results obtained are used to identify the entry areas for students and classes. Based on this information, educators can adapt their teaching strategies, prioritize relevant content and develop specific pedagogical interventions to meet students' learning needs.

Andrade (2001) and Cunha (2013) explain that external evaluations also influence school management. Managers need to analyze the results obtained by the school in the assessments and use this information to draw up action plans and implement improvements. This can involve actions such as training teachers, reviewing curricula, implementing educational projects and adjusting management policies. External evaluations encourage

teachers and managers to take responsibility for the quality of the education they provide. The results are made public, making schools and education systems more transparent and accountable to the community and the bodies responsible for education.

The results of external evaluations can provide relevant data for identifying public education policies. The information can support decisions to invest in specific areas of education that need improvement and in projects aimed at improving teaching. External evaluations create an environment conducive to the constant search for improvements in education. By identifying strengths and weaknesses in both pedagogical practices and management, schools and education systems are encouraged to continuously improve, always seeking to raise the quality of education offered to students.

Andrade (2001), Cunha (2013), Paro (2014) and Hoffmann (2001) explain that external evaluations face several obstacles that can compromise their application and impact on the quality of education. Some of these obstacles include resistance on the part of teachers and managers, lack of resources and adequate infrastructure, socio-economic inequalities between schools and difficulties in administering the tests. To overcome these obstacles, it is essential to invest in strategies such as strengthening teacher training, providing technical and pedagogical support to schools, promoting a collaborative environment among education professionals, allocating adequate financial and technological resources, and creating public education policies that take into account the particularities of each educational institution.

The results of external evaluations over time can reflect on the education of a country or region, as well as finding persistent challenges. By analyzing the results over the years, it is possible to identify trends, monitor the evolution of educational indicators and verify the evolution of integrated public policies.

Casali (2007), quoted by Bandalise (2011), defines evaluation as generally knowing how to "situate the value of something in a certain hierarchical order on a daily basis, as a means (mediation) for the realization of the life of the subject(s) in question, in the context of cultural values and, ultimately, universal values". (p. 316)

Thus, the results of external evaluations should not only be used to classify or rank schools, they should support actions aimed at equity and strengthening education, guaranteeing equal learning opportunities for all students, institutional improvement and, consequently, social progress. From this perspective, evaluation is a process of construction.

In this way, setting up a large-scale educational assessment system becomes a complex task. Vianna (2001) quoted by Neto (2010) points out that this "requires a great deal of information processing capacity, as well as a competent multidisciplinary team to manage both its application and its results and, not least, significant financial resources (p. 90)." Therefore, according to Neto (2010), the evaluation of educational systems cannot be "improvised" or stop at identifying problems, but focus on finding the causes of low performance in order to overcome them.

To this end, the Permanent System for the Evaluation of Basic Education in Ceará (SPAECE) was implemented in 1992 by the Department of Education (SEDUC). SPAECE consists of large-scale assessments in Portuguese and Mathematics, applied to students in elementary school, secondary school and Youth and Adult Education (EJA). Since its implementation, SPAECE has followed a trajectory that is briefly presented below:

The idea of SPAECE originated with Ceará's participation in the first cycle of the Basic Education System - SAEB in 1990, which was carried out in partnership with the Federal University of Ceará - UFC. In this work, spe-

cific data was collected that made it possible to identify serious problems in basic education.

> The results of this evaluation revealed that, in terms of educational indicators, the state of Ceará had serious problems in terms of access to basic education, the productivity of the system and low school performance. This scenario, coupled with other aspects such as the need for more accurate diagnoses of the network, was the motivating agent for the creation of an evaluation system of its own that could monitor the progress of student learning, as well as providing input for decision-making within the scope of public educational policies (Ceará, 2005, cited by Andrade et al., 2024, p. 11).

Andrade et al (2024) cite Lima (2007) to highlight factors that were decisive for the creation of a large-scale assessment process in the state of Ceará, the first of which was the emphasis on quality aimed at improving school results; decentralization policies, which redefined the role of the state and demanded information on funding and the allocation of resources, and social pressure regarding the transparency of the application of these resources in schools. These factors are steps towards the democratization of school management.

When it was first introduced, the current SPAECE was called the Evaluation of School Performance of Students in Grades 4 and 8, popularly known as the "Evaluation of Grades 4 and 8" and later called the "Evaluation of Teaching Quality". At this time, in 1992, its objectives were to foster a culture in the state of Ceará, to make it possible for those involved in the actual educational process to monitor the school results obtained at the end of the school year and to analyze basic learning needs with a view to monitoring educational actions (Lima, 2007, cited by Andrade et al, 2024).

It is worth noting that this first edition did not reflect the results of the evaluation of the state of Ceará, which was characterized as a census evaluation, but only of the state scho-

ols in Fortaleza. In 1993, the evaluation was expanded in scope, the indicators were diversified and a School Quality Index was drawn up, which was made up of student proficiency and an indicator of the conservation of the school environment (Andrade et al, 2024).

This highlights a more specific concern with didactic and organizational aspects, but in 1994, this became evident when according to Andrade et al (2024): "an attempt was made to improve knowledge about the school through the appropriation of some indicators and the subsequent construction of measurement scales for the following dimensions: teaching quality, system productivity and physical infrastructure (p.12)."

The aforementioned authors point out other changes to the system that occurred in the following years. In 1995, the evaluation system became biannual in even-numbered years, interspersed with the SAEB editions. In 1996, it was renamed the Permanent System for Assessing School Performance in Ceará, but the acronym was not yet used. In 1998, the partnership with the UFC was strengthened and from 27 municipalities assessed in 1996, the assessment system reached a total of 61 municipalities.

The year 2000 was marked, according to Lima (2007) in Andrade et al (2024) by Ordinance No. 101/2000, which institutionalized and modified the structure of the evaluation system, which began to focus on both school performance and institutional evaluation, finally encompassing learning and school management.

SPAECE has consolidated itself as a public evaluation policy, providing educational agents and society with information on the teaching-learning process and the performance of school institutions, since student performance reflects the quality of the services provided by schools.

In 2001 and 2002 the SPAECE was com-

puterized "SPAECE- NET", but ran into the problem of slow connections. In 2004, it was no longer computerized and its scope was extended to all the municipalities in Ceará for the 4th and 8th grades of elementary school and the 3rd grade of secondary school.

In 2006, it returned to being annual and began to focus on three areas, as pointed out by Andrade et al (2024): "(1) the literacy assessment applied to students in the 2nd year of elementary school, called SPAECE-Alfa; (2) the elementary school assessment, applied to students in the 5th and 9th grades; (3) and the assessment of all secondary school grades (p. 15)".

The assessment system was gradually updated and in 2012 it included the reference matrix of the National High School Exam (ENEM). In 2013 it began to be carried out in secondary school by sample in the 2nd and 3rd grades, census for the 1st grade of secondary school and the 5th and 9th grades of elementary school, and in the 2nd grade of elementary school through SPAECE-Alfa. In 2017, only the 3rd grade of secondary school was censused (Andrade et al, 2024).

Considering that the broadest conceptions of educational assessments indicate that there is a notion of structure that defines the different realities involved, which are pointed out by Figari (1996) cited by Bandalise (2010) as macro-structures (educational systems), meso-structures (schools) and micro-structures (classrooms).

SPAECE comprises three strands: Academic Performance Assessment, Institutional Assessment and Educational Studies and Research, described by Gatti (2009, p. 14):

> In the first, of an external nature, the System assesses the skills and abilities of primary and secondary school students in the subjects of Portuguese Language and Mathematics. It identifies the level of proficiency and the evolution of student performance. It covers all students in state and municipal schools. Questionnaires are used to investigate students' socio-economic data and study habits, as well as the profile and practices of teachers and principals. In terms of Institutional Assessment, it enables the school, through Self-Assessment and Performance Assessment of the Management Team, to get to know and improve Inter-relationships, the services provided, the performance of the teaching staff and students, staff and managers. It aims to implement changes in everyday school life. The third strand includes Educational Studies and Research, as well as Program Evaluations, seeking to deepen knowledge of problem situations and trends detected in evaluations.

The SPAECE has been structured on the basis of modifications since its inception and each of them has sought to overcome difficulties that have arisen in its application, however, in the context of schools, and specifically in the classroom, this involves a series of adaptations. The perspective of difficulty adopted in this study therefore does not refer to the inability to do something, but to what hinders or impedes its development. (Dificuldade, n.d.)

Difficulties can manifest themselves, according to Bandalise (2010), in the articulation between the three levels of assessment (system, school and classroom). Given that there is external evaluation, which is on a large scale, institutional evaluation should be internal to the school and focused on its needs, and evaluation of the teaching and learning process should be internal to the classroom and specific to the teacher's work.

Secondary education is a bridge between school and the job market, as well as between adolescence and adulthood, which represents a major challenge for education systems. At this stage of education, students' learning is reflected throughout their basic education trajectory, their success or failure. For this specific reason, it is in the last grade of secondary school that the concerns and tensions of both students and schools are concentrated, as they begin to organize themselves around

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preparatory courses that guarantee students access to universities, which does not always happen in previous grades if specific skills and competences have not been developed.

Educational evaluation is a process by which the weaknesses of the educational system can be detected through the SPAECE with a view to solving the problems that occur in teaching and learning, and given the complexity of secondary education, this evaluation must be precise, and it is essential to eliminate the barriers that exist to its proper functioning in the didactic-pedagogical sphere, school organizations and the system itself.

DIDACTIC-PEDAGOGICAL DIFFICULTIES IN THE ASSESSMENT SYSTEM: REFLECTIONS ON THE SPAECE IN THE CLASSROOM

External and large-scale evaluations are carried out by agents outside the school to assess student performance, but they leave many doubts as to their pedagogical character because they are an instrument of state regulation whose design, planning, preparation, correction and analysis processes are external to the school "It seeks to assess the performance shown by students, so that it is possible to compare what teaching is with what it should be, from the point of view of achieving certain skills. (Rocha, n.d.)".

Teachers are not unaware of the importance of evaluations and have the technical skills to assess their students' learning, but because they come from outside the school context, external evaluations are often viewed with strangeness and resistance by the educational community.

Because they focus on teaching, are not fully understood and have a regulatory character, external evaluations generate difficulties in the school environment in terms of what they mean, the way they are applied and the usefulness of their results. "Assessment is

part of the various actions being established by public education policies with the aim of guiding the activities of school institutions, professionals, students and their families." (Santos et al., 2013, p. 43)

Thus, in order to reflect on the didactic-pedagogical difficulties in the evaluation system, it is necessary to understand the meaning of the term didactic-pedagogical, which refers to the integration between didactics and pedagogy, i.e. it is related to both practical teaching resources and the methods and theories applied in the classroom.

> The evaluation of educational systems is carried out on a large scale, externally to the school and its main purpose is to ascertain the equity and efficiency of the systems in the teaching and learning processes and, based on its results, to support policy-making bodies in making management decisions. In other words, the state is the evaluator and the teachers, students and schools as a whole are the ones being evaluated (Pinto, 2013, p. 3).

This thinking is in line with Libâneo's (1994) definition, for whom assessment is a necessary and permanent didactic task in the work of the teacher, who must monitor every step of the teaching-learning process.

The permanent assessment system functions as a mechanism for the continuous regulation of learning, directly affecting teaching-learning practices, but it is precisely in fulfilling these didactic-pedagogical functions of diagnosis, control and verification instruments that pedagogical practice becomes detached from educational objectives, to the detriment of the standardized assessment applied to regulate education systems.

These standardized evaluations and tests end up directly affecting teaching-learning practices, since the entire educational process is built around these evaluations and, therefore, becomes a difficulty for the application of the large-scale evaluation system itself, losing its real possibility of detecting students'

learning difficulties, since, in order to meet the standardized tests, pedagogical practices begin to emphasize the contents, the type of task and even the ways of evaluating, to the detriment of students' development.

The regulatory nature of large-scale assessments directly interferes with the organization of pedagogical work, as they modify the object of study before the test takes place. They modify teaching practices, redefine what needs to be learned in order to achieve the desired levels, while removing expectations from young high school students that they have the protagonism, criticality, autonomy and knowledge to access university places, the job market and rise socially. The didactic-pedagogical difficulties involved in assessments such as those of the SPAECE consist of the emphasis placed on the specific contents of the Permanent Assessment System in the classroom, which alters the type of task proposed and interferes with the way students are assessed, in such a way as to limit pedagogical practices.

SCHOOL ORGANIZATIONAL DIFFICULTIES IN EVALUATING SPAECE IN 3ᴬˢGRADE HIGH SCHOOLS MAURITICE IN THE YEAR 2024

The emphasis on the results of large-scale educational assessments is reflected in the practices of school organizations. In the process of ensuring total quality management, Miranda et al. (2020) points out that: "...large-scale assessments have acquired relevance in the organization of educational planning and management processes and that there is a desire for these results to be incorporated by educators in carrying out school work... (p.253)."

This corroborates the authors Freitas (2014) cited by Bertagna (2017) who attribute external evaluations and the strengthening of internal school evaluation processes to the control of the pedagogical process of schools by liberal-conservative social forces so that educational objectives, content and methods are subordinated to their interests.

For this reason, we need to reflect on the social role of schools today. There are many functions assigned to schools: human formation in values and knowledge, preparing citizens with the criticality to act and transform society, but the social context itself calls into question the true role and success of school institutions and public educational policies.

Dias (2023), using the dialectical method, points out two thoughts: the first understands school as a place to train individuals for the job market and the second understands school as a place that should train conscious, critical and full citizens to live in society.

The results of large-scale evaluations not only cause the curriculum and teaching practices to become rigid. The competitiveness inherent in educational assessment policies can also lead to difficulties for school management.

It doesn't seem fair to attribute all the responsibility for the results of large-scale assessments to the school, since they reflect the socio-economic and cultural context that makes up the students' reality and which is not captured by the lenses regulated by the instruments of these assessments. However, Mendes et al. (2021) state that schools are associating themselves with an organized value of the scores obtained in these tests. For the authors, this intensifies the accountability of schools, the exclusion of students and, associated with unquestioning teaching practices, contributes to the demoralization of the teaching profession.

External assessments change school routines and for them to be carried out they depend on the work of school managers to mobilize school staff. In order to reach the teacher, the public policies that establish external evaluations depend on the work of the management team to reach the teacher and the classroom.

The school management team mediates between the determinations of the Education Systems and the work of teachers, but there are some limits to the work of school managers in relation to the evaluation system, who according to Ronca (2013) cited by Hora and Lélis (2020), do not understand the breadth and complexity of schools, due to the factors: flow and performance.

> These factors result in the implementation of misguided teacher accountability policies, in the context of meritocracy; the narrowing of the curriculum, due to the overemphasis on reading and mathematics; preventing students considered weaker from taking the test; competition; intensive courses as a pedagogical strategy to prepare students for the tests. The possibilities for achieving quality in education, in addition to meeting targets, need to include other indicators that take into account a comprehensive view of the educational context, as set out in the PNE (Ronca, 2013 cited by Hora & Lélis, 2020, p. 42).

Alavarse et al. (2021) point out that among the main difficulties and challenges reported by managers in Freitas's research (2014), the following stand out: the difficulty of understanding the results of external assessments; the standardization of application procedures; teachers' resistance to large-scale tests; and students' "lack of commitment" when answering the test. The authors also point out: "(...) the difficulty that managers have revealed with regard to the periodicity of the many external assessments and the consequent consequences for the planning of pedagogical work, including the interfaces with the school calendar itself". (Freitas, 2014, cited by Alavarse et al., 2021, p.264)

When addressing the effects on school managers, Stecher (2002) cited by Alavarse et al. (2021, p. 264), also points out the following negative effects of large-scale assessments on their school organizational practices:

...being led to put in place policies to increase test scores, but not necessarily to increase learning; reallocating resources to content/subjects that are assessed to the detriment of others; wasting resources on preparing for assessments; and being distracted from the needs and problems of schools.

ORGANIZATIONAL DIFFICULTIES OF THE SPAECE EVALUATION SYSTEM IN HIGH SCHOOLS IN MAURITI-CE

The evaluation of educational systems is carried out on a large scale, externally to the school, and its main purpose is to ascertain the equity and efficiency of the systems in the teaching and learning processes and, based on its results, to support the policy-making bodies in making management decisions. In other words, the state is the evaluator and the teachers, students and schools as a whole are the ones being evaluated (Pinto, 2013).

The lack of clarity regarding the objectives of evaluation and the difficulty in defining and producing consensus around clear quality standards, which allow the results obtained to be compared longitudinally and which can be used to analyze the possible changes that take place as a result of the policies and programs implemented, means that the concern falls on the results of the tests and their technical dimension, without emphasizing the contextual analyses that would allow a better understanding of the educational situation and a more effective intervention, as highlighted by Laies (2003, p. 18), cited by (Bauer et al., 2015, p. 13), 2015, p. 1374) for whom: "Education systems have stopped working to improve educational quality and equity and have started working to improve assessment results".

The level of accountability of the agents seemed to be greater, and the pressure to deliver results became more visible, through a greater number of diagnostic evaluations, control mechanisms, supervision of teaching and the

possibility of replacing the agents involved in the practice, in cases where the performance evaluation falls short of what is expected.

According to Costa et al. (2019), large-scale evaluations have an exclusively competitive nature due to the imposition of market mechanisms within the public service and they cite Cerdeira, Almeida and Costa (2014) who point to an exaggeration in the interpretation of the scope of evaluation systems.

It is hoped that large-scale assessments can be used to map the educational system and its subjects, as they have the potential to gather important information to help guide the implementation of public educational policies.

Thus, SPAECE seeks to collect information in three areas: Assessment of Academic Performance, Institutional Assessment and Educational Studies and Research, the first of which, external, is aimed at identifying the level of proficiency and the evolution of student performance, focusing on assessing the competencies and skills of primary and secondary school students in the subjects of Portuguese Language and Mathematics.

External and internal evaluations should complement each other in order to improve education, and the SPAECE has potential and possibilities for evaluating education in order to portray the strengths and weaknesses of the education system. However, it is important to pay attention to the preparation of the evaluators and the schools, the financial conditions for carrying out the work, and to pay attention to the specificities of each region so that it is not just a reproduction of the national evaluations.

> However, as has been shown, the literature also presents studies that have pointed to difficulties on the part of school managers in interpreting the indicators present in the official documents and, consequently, in using them pedagogically in schools. When researching Brazilian assessment initiatives and models, Gatti (2009, p. 15) already identified "problems with the use of data by school

principals, pedagogical coordinators and teachers" in state and national assessments, and the challenge of disseminating data in "more appropriate forms" and "differentiated according to the audience". Therefore, in order to ensure better conditions for the effective use of the data generated by external evaluations, the training of professionals working in schools needs to be addressed (Alavarse et al., 2021, p.265).

The training of professionals directly involved in external evaluations can be considered a condition for the proper use of the data obtained from external evaluations, so equipping school teams is fundamental for this. (2021) cite Horta Neto (2013, p. 290) who recognizes the difficulties related to the size of the networks and the lack of interest on the part of educational managers in deepening the analyses. The authors point out that: the development of instruments and strategies that enable both education professionals and society in general to take ownership of their results. To this end, it is important that the language used to disseminate the results is clear and that the meaning of the scales presented and how their results can be used to improve the quality of Brazilian education are clearly explained, including the presentation of examples.

Problems in the pedagogical use of the results. The data obtained from external evaluations can only be considered strategic inputs for decision-making when they are understood and used by school agents as a form of intervention and active participation by these agents as protagonists in the evaluation process (Silva & Carvalho, 2014).

However, in order to properly use the data collected in the external evaluation, it is necessary to "equip" the school teams, i.e. provide training in the use of evaluation instruments and the correct interpretation of the results. In this sense, in order for the evaluations of the Permanent Evaluation System to be efficient and effective, instruments and strategies for

appropriating these results must be developed.

In relation to large-scale national evaluations, local systems would have greater possibilities of appropriating and properly managing the results of these evaluations and, according to Sousa et al. (2012) cited by Cerdeira (2018), they have greater monitoring capacity, which favors immediate use in pedagogical planning. Although there is this facility, some obstacles are associated with external evaluations, pointed out by the author in national and international research, which are: "resistance or ignorance of the possibilities of using the data produced, among other factors, due to a previous negative and even reductionist view of the objectives of external evaluations (p.612)."

On the other hand, there is a demand for this data to be used in official speeches, which puts pressure on education system managers and school administrators to take a greater interest in using the data. The pressure to use the results pedagogically has been identified in several studies by Brooke and Cunha (2011), Bauer et al. (2015), Silva et al. (2013), Cerdeira (2015). (Cerdeira, 2018)

Cerdeira (2018) cites Book and Cunha (2011) to point out the "good side" of evaluation and accountability policies. According to the authors, they can stimulate positive effects, such as increased collective work by school staff to improve learning for all students and educational equity, but they point out that they have negative effects from the pedagogical use of the results of external assessments, such as: narrowing the curriculum, awards, exclusion of the "worst", pedagogical investment in the "best", training for tests and fraud. At , however, the authors stress the importance of reflecting on other contextual factors in education systems and schools, in addition to accountability:

However, it is important to emphasize that training in specific aspects of large-scale assessment, and the consequent knowledge about its intentionality, characteristics, and tests, can lead to a greater understanding of them. Preparing educational agents could lead them to correctly and consciously use the results of these assessments and adopt pedagogical practices to ensure the development of students. Without specific knowledge about external assessments, it is possible that the data will be interpreted in a distorted way and without any favorable application to the development of school teaching and learning.

Silva and Gimenes (2015) state that there is an effort on the part of educational agents to appropriate and use external evaluations as a useful pedagogical tool that is pertinent to the work of schools and teachers, but there is no consensus on how to use the results.

> There still seems to be no consensus on the best ways to use the assessment and its results within the Education Departments. In some ways, this helps to understand the broad didactic autonomy that schools and teachers already have to create a variety of uses, some of which seem to be quite pertinent and others of which recommend caution and analysis in their adoption. (Silva & Gimenes, 2015, p. 39)

Thus, the results of external evaluations can only help to improve education if the data reliably represents reality. Problems in incorporating the results into teaching practices can be traced back to the inadequate training of school teams and the appropriation of the results.

CONCLUSIONS AND RECOMMENDATIONS

The predominant didactic-pedagogical difficulty is changing the type of task proposed in the classroom, which means that teachers adjust the activities to fit the test model applied in the SPAECE. However, this compromises teachers' autonomy to work on themes and activities according to students' needs or even

their wishes. This makes teaching a mere reproduction of large-scale testing, compromising students' comprehensive education and preparation for situations other than those experienced in external assessments.

The SPAECE assessments are directing what happens in the classroom in the 3ªgrades of secondary school in Mauriti - CE, also interfering in the way students are assessed, since teachers are also concerned with resembling the tests carried out in the classroom to standardized tests and assessing them according to these tests, in such a way that teaching and assessment itself are de-characterized and lose their real function.

The lessons given in these classes focus only on the specific content of the large-scale assessment, and this means that the subjects and content that are not the object of these assessments are treated with little importance, and the subjects that are required for the large-scale external assessments are prioritized, which is irreparable damage to the students, This is irreparable damage to students when it comes to applying for university places or even entering the job market, because in order to have autonomy and play a leading role in life in society it is necessary to develop skills that allow them to interpret the world in all its diversity and make assertive choices in the most varied situations in life, in other words, it requires all the knowledge, skills and abilities of the prescribed curriculum.

It was therefore possible to identify that the content worked on in the classroom, the types of tasks developed and the forms of assessment are completely impregnated by the assessments of the Permanent Assessment System and this represents the most significant difficulty obtained in the study. As well as being the most significant, it can also be the most compromising, as it directly affects the entire teaching-learning process, since learning assessment should serve as a tool to guide

teaching practices in order to adapt teaching to the needs of the students, but what happens is exactly the opposite, when the SPAECE assessments determine what happens within the teaching-learning process and this weakens the teaching offered.

School organizational difficulties in the evaluation of SPAECE assessments in Mauriti-CE secondary schools in 2024 were less significant in the study, but it was possible to identify that they affect the pedagogical misinterpretation of the results of large-scale external assessments, but it was found that the majority of teachers are not resistant to these assessments, nor are there any policies in place in schools to increase the school's results. This means that there is a certain credibility in these evaluations on the part of teachers and schools, which are already fully adapted to the SPAECE evaluations and the forms of interference in the evaluation culture that this system imposes are already institutionalized and part of the school culture.

Although the school's organizational difficulties showed less expressive results, this doesn't mean that this is a positive thing in terms of the quality of services and fulfilling the school's social function, but rather that this culture has been assimilated to the detriment of the students' real learning and teaching needs, even though, by training for these tests, they also acquire the skills and abilities to answer them.

With regard to the system's organizational difficulties, it was possible to state that these mainly concern the inadequacy of the language used to disseminate the results obtained in these assessments, which makes it difficult for the school community to be aware of the progress made by the school and, consequently, problems in the pedagogical use of the results. However, the study shows that the majority of principals are interested in deepening the analysis of the results obtained in the SPAE-

CE assessments. This makes it clear that there is a need for specific training in interpreting this data, because if this happens, it will have an impact on the implementation of actions to solve the problems detected. In this way, Ceará's Permanent Evaluation System needs not only transparency in the dissemination of results, but also to prepare those involved in the teaching-learning process to interpret and develop implementation strategies to improve the teaching-learning process, as the results should be used to provide objective information on the level of student learning, the functioning of schools and the effectiveness of educational policies.

Through these aspects it was possible to determine that the greatest difficulties occur precisely in the didactic-pedagogical sphere, followed by organizational difficulties of the system itself, because schools are used to this system, but there is a lack of awareness, which allows the agents of the educational process not to superimpose evaluations on education. Against this awareness are educational policies aimed at benefits, competition between schools and *rankings,* yet the school is an institution with a social function, which is to train citizens prepared to have a balanced personal and professional life and to transform society through their actions. This is what gives the school its meaning and to lose sight of this is to call into question the very existence of the school.

For this reason, it is recommended that future studies monitor the performance of students graduating from the schools with the highest scores in the SPAECE assessments in terms of access to universities and the job market, in order to see if this has any impact on their success.

It is therefore suggested that ongoing training be provided for managers, teachers and other system operators, in order to familiarize them with the real objectives of large-scale external assessments and gradually transform the culture of accountability to which they are subjected into a commitment to success, so that assessment is not perceived as an element apart from the process, but as an integral and contributing element to the quality of education.

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