

Public policy of sport in the municipality of Campos dos Goytacazes: "Viva o esporte"



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ABSTRACT

The CIPP model, is a system where the evaluation has as main focus the improvement of a project or program. The aim of this study was to evaluate the sports policy "Viva o Esporte" of the municipality of Campos dos Goytacazes between 2017 and 2020. Based on the CIPP model. The methodology of

bibliographic and documentary research was used, with an exploratory, descriptive and qualitative approach. From the analysis of the results it was possible to identify that the program reduced the budget in relation to the previous management, expanded the offer of sports activities, and the number of places for the practices. The number of beneficiaries increased by 19%, mainly serving people aged 6 to 17 years (68.9%). Although there was an increase in the number of activities, the modalities of athletics, badminton, beach tennis, frescoball and tennis were not offered, all of which are practiced in the municipality. The program enabled sports practice for people with disabilities, 1,009 people benefited. It is extremely necessary that the number of beneficiaries is increased. For this, it is important to offer more sports and activities to attract more participants to the program.

Keywords: Evaluation, CIPP, Sports, Public Policy.

1 INTRODUCTION

Sport is a phenomenon full of symbolism and characteristic values that, while transforming, also suffer influences from the society in which it is inserted (MARQUES, 2007; Araújo, 2011). The manifestations of the body culture of the human movement cannot be isolated from the practice of sports, considering that this is a sociocultural phenomenon with different forms of expressions (STIGGER, 2005). Traditional sport and adapted sport can be presented as a tool that enables social ascension, equality in the conditions of its practice, improvement of physical and health conditions (ARAÚJO, 2011).

From 1937, with the Estado Novo de Getúlio Vargas - a ruler characterized as nationalist and populist who seeks to reconcile the interests of classes in the search for national development - the relationship between state and sport in Brazil gains special attention. Seeking to develop and strengthen a nation's idea, the sports sector was institutionally structured from Decree No. 3,199 of 1941 that proposes the centralization and organization of sports in the country (LINHALES, 1996). This measure favored the High Performance Sport, called Pró-EAR (High Performance Sport). In addition, the practices in the field of sport proposed in the Government of Getulio also reflected a desire to implement hygienist and eugenicist values, concepts these, brought from Europe.

As in Vargas' model, the military regime, from 1964, sought to rescue nationalist appeals, making sport an important component for the government. Physical Education was recovered as an instrument, no

longer for the eugenics of the breed, but as a means of selecting the most skilled, fittest; using performance as a goal and mass and school sport as a means (DARIDO, 2003).

Another important movement in defense of sport was the International Charter of Physical Education, Physical Activity and Sport published by UNESCO in 1978, in which its Art. 1º mentions that every human being has the fundamental right of access to Physical Education, physical activity and sport, without any kind of discrimination. Its main point is involved with its management, recommending that it should be the role of the State and that its main objective would be to use sport, based on its practice, as a way to improve health and social development.

This framework began to be consolidated in the late 1980s with the promulgation of the Federative Constitution of Brazil (CF) (BRASIL, 1988), which assigns to the State the duty to promote sports practices as "the right of each one". It is instituted by the CF in 1988 makes the sport have a more social and less nationalistic character, and the incentive of this is a function of the State and governments (LINHALES, 1996).

After the promulgation of the Federal Constitution of 1988, other interests manifested themselves. Law No. 7,752 (Mendes Thame Law), which was already under way in Congress, was approved by the Senate on 04/14/1989 aiming to provide funding for amateur sports. This Law presented forms and limits of income tax rebates gradually and other taxes to the taxpayer, individual or legal entity (with different rules), that make donations and/ or sponsorships to the sports legal entity, provided that they were registered with the Ministry of Education - MEC (BRASIL, 1989).

Even with the production of research and international organizations indicating the importance of sport in the life of the citizen, its benefits and contributions to human development, it is observed that in public policies are still in the process of being implemented. Many countries still opt for investment in high-performance sports, since many of them assume that a strong nation should be represented by a high-performance sports team, which symbolizes the idea of a developed nation, as in the Cold War period (MARQUES, 2009).

From the Federal Constitution of 1988, which instituted sport and leisure as citizens' rights, these should be contemplated in the Organic Law of the Municipality (LOM) because, in article 29, the municipalities will be governed by this Law. Based on this orientation, the municipality of Campos dos Goytacazes, has its LOM promulgated on March 28, 1990. Updated and published on August 26, 2014 and republished on August 29, 2014, it highlights a section specific to sports and leisure. According to section IV, article 291, "it is the duty of the municipality to support, encourage, based on the fundamentals of physical education sport, recreation and leisure, body expression, as a form of education and social promotion" (CÂMARA CÂMARA DE CAMPOS DOS GOYTACAZES, 2014).

With the change of municipal management in 2017, a new format of public management was presented. The "Viva o Esporte" program was implemented in the municipality. This program aimed to provide opportunities for sports for school children and young people, in addition to other age groups,

including the elderly. Thus, we sought to evaluate the policy of sport and sport adapted "Viva o Esporte" of the municipality of Campos dos Goytacazes between the years 2017 to 2020.

2 MATERIALS AND METHODS

This study was characterized as a bibliographic and documentary research where an exploratory, descriptive and qualitative approach was used, needing to describe it from the research from various sources and its correct interpretation.

The first stage of this research (bibliographic), was the collection of data from the theoretical framework between the years 1990 to 2018, composed of a variety of articles from national journals, the Capes Journal Portal and *the Scopus* database, which presented the main concepts about sport, adapted sport, public sports policies, public policies, sport and leisure. This survey took place in 2018, from October to December, in 2019, in the months of March to July and then in 2021 in the months of March to June.

In the second stage, a thorough evaluation of the articles and official documents was carried out, taking into account the relevance of the material analyzed, its contribution to the study, in addition to its correlation between the study proposal, as well as its application in the management of the EmF of Campos dos Goytacazes.

In the third stage, in April, May, November and December 2019, surveys were conducted with the EMF on which and how many activities were offered, the number of participants, under what conditions were the places of sports practice and physical activity. The selection of practice venues were randomly performed, separately the places of practice according to the activities offered in these spaces, divided into categories as follows: Sports School Center - CEDE's, sports gyms, swimming pools, places of gymnastics and dance practices, fighting venues, public squares. A location from each category was randomly selected. Qualitative and quantitative data were also collected and interviews were conducted with the manager and three other teachers participating in the program. The selection of teachers occurred randomly, taking into account the following characteristics: a professional who worked with team sports, one who worked with fights or gymnastics and another who worked with the adapted sport. The interviews took place in March 2020.

In the fourth stage, there were notes and considerations about the material analyzed, as well as suggestions that can contribute to the best progress and service provision in the area of sport for the community of Campos dos Goytacazes.

The evaluation of the sports policy of the municipality of Campos dos Goytacazes was carried out based on the CIPP model (Context, Insumo, Process and Product) developed by Stufflebeam (1968, 1987, 2003). The author contemplates that the evaluation is a "political process of delineating, obtaining reliable information so that administrators can make decisions". Thus, the four variables listed above become ideal constructs for managers to structure information that contributes to proper decision making.

3 RESULTS AND DISCUSSION

The public participating in sports activities and physical activities was approximately 21,000 people/attendances, consisting basically of students from public and private schools, with ages ranging from 6 to 17 years, totaling 68.9% of the visits; followed by adults aged 18 to 59 years, totaling 14.6%; of the elderly, over 60 years old, totaling 11.7% of the visits; and of the participants of *paradesporte* (adapted sport), which counted a 4.8% participation, as described in Table 1.

Table 1 - characterization of the participating public of the sports activities and physical activities of the EMF

Public	Calls	%
Students (6 to 17 years)	14.467	68,9%
Adults (18 to 59 years)	3.066	14,6%
Elderly (60 years and older)	2.458	11,7%
Parasport (children, young people and adults)	1.009	4,8%
Total	21.000	100%

Source: prepared by the author.

It is necessary to clarify that the number presented, of approximately 21,000 attendances/participants, is characterized by the attendance in the activities themselves, not the number of people, that is, if a person participates in more than one activity, the value attributed to this person will be the total number of participations. For one person participates in three activities are computed three visits (SIQUEIRA, 2019).

Based on the information obtained in an interview with the President of the EMF regarding the number of participants, he informed that this number was possible as a result of a campaign in public and private schools, using various means of dissemination such as: social networks, journalistic articles, interviews on local radio stations, sending text messages to parents registered in the public school system, and making and distributing pamphlets. This is in accordance with the guidelines described in the LOM of the Municipality of Campos dos Goytacazes (2014), in its Art. 241, whose priority of resources for sports and leisure should take into account first educational sport, community sport and, later, high-performance sport. It is also important to adapt (accessibility) of existing spaces to the practice of sports for people with disabilities, the elderly and pregnant women, in an integrated way to citizens.

It is worth mentioning here the implementation of *Paraesporte*, a sports activity adapted for people with disabilities that, in the course of the first three years of its development, reached a mark of more than 1,000 visits. A very different portrait from that found by Caravage and Oliver (2018) in a study published on public policy for people with disabilities in a municipality in the state of São Paulo, where they analyzed the process of its implementation related to *political dynamics (politics)*. They observed that, in sports programs that serve the general population, there is almost no participation of people with disabilities and, when they participate, this being an inclusive activity, they run into architectural barriers, that is, public spaces of sport and leisure without accessibility.

To carry out the activities of the "Viva o esporte" program, the Municipal Sports Foundation (FME) has made several agreements with public-private entities, which made it possible to advance even more in the provision of sports and wellness activities and services for the population. In the years 2017 to 2019, 38 agreements were made. These agreements also allowed the participation of participants of the "Viva o esporte" program in various competitions within the state of Rio de Janeiro, as well as outside the state. The swimming modality was the one that competed the most competitive events among all the modalities of the program, totaling 30 competitions. Swimming was also highlighted by the number of participants, more than 2,500 students participated in swimming activities and another 2,000 in water aerobics activities.

For the development of the "Viva o esporte" program, 51 sites were selected to carry out the activities, as described in Chart 1. Many places are spaces of multiple activities, both sports and physical activities (gymnastics in its various modalities and manifestations, water aerobics, dance, rhythms, Pilates, walking and sports (futsal, volleyball, handball, basketball, wrestling and swimming). This is one of the characteristics of CEDE's (School of Sport Centers). These centers have a physical structure composed of a multi-sport court, semi-Olympic swimming pool, water aerobics pool, gym, dance and wrestling, changing rooms, walking track and living center. It also provides medical care.

Table 1 includes the places of sports practice and physical activities used by the EMF and their conditions of use.

Table 1 - Places of sports practice and physical activity of the FME - 2017 to 2019

No	Local	No	Local	No	Local
1	APAE	18	Fabiano Home	35	Santo Amaro (Baixada)
2	APOE	19	Gypsy Square	36	Saturnino Braga
3	Futsal House	20	IPS Square	37	Stumps
4	Volleyball House	21	Santa Rosa Square - Houses	38	Royal Park
5	Ace Alphaville	22	Santo Amaro Square	39	Saint Mary's
6	Esplanade CeDE	23	St. Anthony's Square	40	Macabu Pains
7	CEDECarioca Garden	24	Sustainable Square	41	Slaughterhouse
8	CEDE Jockey	25	Environment Kiosk - Lighthouse	42	Santa Cruz
9	CEDE Guarus Park	26	Bus Station - Lighthouse	43	Automobile Club
10	CEDE Santa Clara	27	Tapera 3	44	CEPOP
11	CEDE Indent	28	Annara	45	Rema Campos
12	3rd Age Club	29	APAPE	46	Tennis Club
13	CRIARE	30	High-education of the Blind	47	AVERJ
14	FME	31	Uenf	48	Thorn
15	Saint Benedict's Garden	32	Coco Hill	49	Penha
16	Cima Lagoon	33	Degase	50	Goytacazes
17	Vigário Lagoon	34	Heliport - Lighthouse - Football	51	Prazeres Park

Source: The author with data from the FME, Campos dos Goytacazes, 2019.

It is important to remember that cede's are the old Olympic Villages, created in the 2009-2012 administration, whose construction work began in July 2012, and the first Olympic Village delivered to the community took place on May 1, 2013 in Guarus Park. This possibility of implementing the Olympic Villages in Campos dos Goytacazes was only possible due to incentives from the Federal Government due

to the Rio 2016 Olympics. To receive the money, the municipalities concerned needed to submit projects to the Ministry of Sports that aimed at the development of the sport for the school-age population. The project presented by the municipality of Campos dos Goytacazes had the construction and implementation of eight Olympic Villages (MACHADO, 2012; ABREU, 2013).

Currently there are 7 CEDE's in operation. The farthest is located in the community of Travessão, approximately 19 km from the center. Another place where the program was present was in the locality of Morro do Coco, approximately 50 km from the center of Campos. Some sites have undergone revitalization, painting and minor repairs for the start of activities. It has generally been a common practice when a new management takes over, using the painting and revitalization of the sites in an attempt to unlink these spaces from the activities done previously. Visiting some places of the activities (swimming pools, courts, gyms, public squares, fight rooms and gymnastics) it was verified that the spaces presented good conditions of use, safety and that they were suitable for the practices that were intended.

Figure 1 - Images of the infrastructure of an EEC



Source: The Author

The sports offered by the FME, totaling 28 modalities, being 9 modalities of fights, 8 of collective sports, 5 of water sports and 6 of individual sports. Some individual sports have a variation for team sports, formed by doubles or teams, such as cycling, Olympic Gymnastics, Swimming, TableTennis, Triathlon and Chess, according to table 2.

Table 2 - Sports offered by the FME in the period 2017 to 2019

No.	Modalities	No.	Modalities
1	Aikido	15	Judo
2	Basketball	16	Jui-Jitsu
3	Beach Soccer	17	Karate
4	Bodyboard	18	Olympic Wrestling
5	Boxing	19	Muay Thai
6	Kayak	20	Swimming
7	Hawaiian Canoe	21	Paddle
8	Capoeira	22	Stand Up Paddel
9	Cycling	23	Taekwondo
10	Soccer	24	Table Tennis
11	Futsal	25	Triathlon
12	Futvôlei	26	Volleyball
13	Olympic Gymnastics	27	Beach Volleyball
14	Handball	28	Chess

Source: The author with data from the FME, Campos dos Goytacazes, 2019.

After the analysis of documents passed on by the Communication Office of the FME, it is perceived, with strangeness, the lack of the modalities of Athletics, Badminton, Tennis, Beach Tennis and Frescobol, all of these, developed in the municipality. According to Meurer (2008), athletics has been neglected in public and private schools, given the lack of knowledge of physical education professionals and commitment in dealing with the knowledge of the contents of body culture where athletics is inserted, justifying, in most cases, the lack of material and adequate physical space.

Athletics is considered the base sport. That is, it is from it that many other sports practices can be better performed by its practitioners. Its fundamental characteristic is the fact that its practice is the extension of basic human movements: walking, running, jumping and launching (ORO, 1983).

We cannot allow to exclude athletics from physical education classes of basic education, especially in the initial grades of elementary school, and can increasingly explore the movements of the student discovering his physical abilities (PIERI, 2013).

The other sports, Tennis, Badminton, Frescol and Beach Tennis (BT), could not only, but should be part of the list of sports offered by the FME. As already mentioned, all of them are developed in the city. Badminton is practiced in some schools of Campos, tennis and Beach Tennis, are practiced in clubs and gyms and, frescobol, is developed in the city squares in a particular way. That is, there are professionals with technical/pedagogical knowledge for the teaching of the modalities. Among these modalities, possibly, the easiest to be developed are Badminton, because it is already practiced in schools in the municipality and for its ease in learning. In the first class, the student can already hit the shuttlecock (steering wheel), which is very motivating (Quinaz, 1986) and Beach Tennis, in view of its great rise from 2008, on the Brazilian coast and especially the state of Rio de Janeiro.

Racquet sports, together with other sports, contribute to the various dimensions of the individual's development. Practicing racquet sports, require concentration and attention, also develop motor coordination, which is the basis of motor skills and fundamental that is developed in the school phase (GRECO; SILVA, 2013).

In addition to sports, the EmF made available 15 other activities, especially the physical activities and physical exercises, presented in Chart 3. In a survey conducted with the FME, there were more than 5,000 participants in these activities (EmF, 2019).

Table 3 - Physical activities and physical exercises offered by the EMF from 2017 to 2019

No.	Activities	No.	Activities
1	Lengthening	9	Rhythms
2	Self-Defense	10	Dance
3	Functional	11	Ballet
4	General Gymnastics	12	Zumba
5	Aerobics	13	Kombat
6	Localized Gymnastics	14	Bodybuilding
7	Aerobics	15	Recreation
8	Pilates		

Source: The author with data from the FME, Campos dos Goytacazes, 2019.

The practice of adapted sport was also encouraged, 12 parasports modalities were offered, 8 collective and 4 individual modalities, in addition to dance and ecotherapy, presented in chart 4. The Paraesporte program conducted by fme was a great surprise of this public policy benefiting 1009 users with the activities of sports initiation, dance and ecotherapy. This number of beneficiaries was only possible due to partnerships with other institutions such as: APAEAPAPE, APOE and Educandário São José Operário.

Table 4 - Sports and activities offered by the FME in the period from 2017 to 2019

No.	Modalities/activities	No.	Modalities/activities
1	Wheelchair basketball	8	Parathletics
2	Adapted Bocha	9	Paraswimming
3	Football 5 (blind)	10	Beach Volleyball
4	Unified Football	11	Sitting Volleyball
5	Futsal DI	12	Rhythmic Gymnastics
6	Handball Adapted	13	Dance
7	Judo (blind)	14	Ecotherapy

Source: The author with data from the FME, Campos dos Goytacazes, 2019.

Continuing the presentation of the results, we could not fail to talk about the budget allocated to the EMF for the implementation of its program and other activities. Possibly, there is the big difference here between the 2013-2016 management and the 2017-2020 management, where the latter used a budget 75% lower than the 2013-2016 management. At the same time that the number of activities and places of practice increased, the number of beneficiaries was higher by 19% and, especially the activities of Paraesporte.

After the presentations of the data according to the research objectives, it is necessary to analyze and evaluate the Public Policy of Sport (Viva o Esporte Program) carried out by the management 2017-2020 according to the criteria of the CIPP method of Stufflebeam (2003). The basic function of the evaluation is to provide relevant information that enables the improvement of the quality of a program. The author places four types of decisions, represented by the phases of: planning (what should we do?); structuring (how should we do it?); implementation (are we doing it as planned? And if not, why?); and recycling (does it work?), which corresponds specifically to four types of evaluations: context, input or input, process and product evaluation.

Context Assessment

Context assessment aims to determine needs, specify population/sample of individuals to consider and establish the objectives that should meet the needs. It is a type of evaluation that serves for planning decisions.

The Viva o Esporte program had as its goals the expansion of the offer of activities and in increasing the number of beneficiaries, in addition to seeking means for a reduction of investments, without the quality of the service provided being impaired. Previous studies were conducted with a multidisciplinary team composed of physical education teachers from public and private schools, coaches, managers and other FME servers, to propose what the activities would be offered, taking into account the previous demands

and the sports cultural context of the municipality, as well as propositions of new modalities, if necessary. The sports venues were also selected after technical visits. After 4 months, the program was launched.

Evaluation of Insumos

The evaluation of the production of the program or project and, from it, defines a strategy and work plan that includes the budget for the performance of the work (STUFFLEBEAM, 2000) considering, for this purpose, the resources made available to the object evaluated (insumos). The materials are a kind of raw material necessary for the development of the program and can be of a different nature, however most of them are grouped in the categories of human, material and financial resources.

Human resources

Of the professionals who worked in the Viva o Esporte program, 72% (N=177) had a higher education, of which 74% (N=131) had a degree in Physical Education. The others (N=46) in addition to graduation in other areas, had technical training in a specific modality, accredited by the FCRE. The number of trainees who worked on the program was 28% (N=69). All participants of the Viva o Esporte program went through an average of 4 trainings per year, in the most diverse areas of sport, parasport and well-being.

Material resources

Municipality of Campos dos Goytacazes presents a very satisfactory public sports space infrastructure, composed of sports gyms, sports courts, sand courts, soccer fields, swimming pools, athletics track, public squares with various sports equipment and places of martial arts, dance and gymnastics practices.

Financial resources

With the creation of the Viva o esporte program, the FME stopped passing resources to sports entities and NGOs, being the only one responsible for the public management of the sport in the municipality. The average annual budget used by the EmF was R\$ 1,300,000.00. This amount of the budget was sufficient to meet the activities of the program.

Process evaluation

Process evaluation aims to detect planning or implementation deficiency and monitor various aspects of the project in order to identify and correct potential problems.

The processes refer to the activities performed with a view to participation and interaction with students. All activities were initially planned to meet the sports initiation.

The sports classes were mostly taught by a professional and an assistant. In physical activity practices, most classes were taught by a single professional.

Product evaluation

The purpose of a product evaluation is to measure, interpret and judge the achievements of a program in order to verify the extent to which it meets the needs of the *beneficiaries and such feedbacks* are important both during the activity cycle and in its completion (STUFFLEBEAM; SHINKFIELD, 2007).

The focus of the Program was to boost the practice of sports and the physical activities of the camper population. Especially in the population from 6 to 17 years. When it comes to sports, especially for the school-age population, the goal was to learn one or more modalities and not to train sports teams.

The average of the practices performed per student was two sports modalities, a relevant fact in view of the current characteristic of the poor habits of physical activity of the population, both infant and adult. Although there has been a reduction in investment in the programme:

- There was an increase in the offer of activities;
- The practice sites were expanded in 5 locations;
- The number of beneficiaries increased by 19% compared to the previous management;
- The Viva o Esporte program also made it possible to practice sports for people with disabilities, were 1,009 beneficiaries of Paraesporte;
- It enabled the resurgence of the School Games of Campos – JEC's, interrupted for 11 years and the Camper Swimming Championship, interrupted for 25 years.

4 FINAL CONSIDERATIONS

Although the largest portion of the population benefited by the program was 14.1% of those enrolled in public and private schools in Campos, it does not present something so significant, as it is close to the national average. It is extremely necessary for this number of beneficiaries to be increased. For this, it is important to offer more sports to attract new participants of the program. The other portions of the population should also be served in so that this number of beneficiaries increased. Specific fitness programs are very well accepted by adult audiences. Agreements and partnerships are extremely important for the development and visibility of the program, even more so, if these partnerships contribute to the reduction of EmF investments. It is necessary to be very careful with the valorization of some modalities to the detriment of others. All have the same formative and educational value and contribute significantly to the development of the individual. Although 58 sports activities, exercise programs and physical activities have been offered, in addition to adapted sports, some sports were not offered to the population, a negative highlight for athletics, which has lately been neglected by several physical education professionals, as well as by managers of sports programs. The non-offer of the sport is caused by the lack of knowledge of it and the low qualification of professionals on athletics. In addition to athletics, other modalities that are practiced

in the municipality were left out, such as: Badminton, Tennis, Beach Tennis, Frescobol and Skate. That should change. With the inclusion of these modalities, possibly the number of participants will be expanded. The evaluation using the CIPP model provided important information, based on a systemic approach of the Viva o Esporte program, in terms of the context; resources made available and used; processes and products. From this model it is possible to identify that the program has achieved the desired goals positively, expanding the offer of activities, increasing the number of beneficiaries and decreasing the investment. The accountability occurred clearly, available on the Transparency Portal. However, it is necessary to review the amount of remuneration paid to professionals who worked in the program.

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