

**THE TRAINING OF THE SCHOOL MANAGER IN PERNAMBUCO**

***FORMAÇÃO DO GESTOR ESCOLAR EM PERNAMBUCO***

***LA FORMACIÓN DEL DIRECTOR DE ESCUELA EM PERNAMBUCO***



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**ABSTRACT:** The purpose of this article is to analyze the concepts of school management present in the training processes of principals, with a focus on the Program for the Training of Managers of Pernambuco, developed in the period from 2012 to 2019. The policy analysis theory was used as methodology based on Muller & Surel and the speech analysis of Norman Fairclough, in order to identify and analyze elements of the education management policy and how it influenced the constitution of the process of training managers. The clashes around the concept of democratic school management and the recent currents of result managerialism in education are resumed. In Pernambuco, a political process of dispute was observed around democratic management and, supported by PROGEPE, a significant advance in managerial ideas for educational management.

**KEYWORDS:** Educational Policy. Democratic management. Managerialism in education.

**RESUMO:** O objetivo deste artigo é analisar as concepções de gestão escolar presentes nos processos de formação de diretores, com recorte para o Programa de Formação de Gestores de Pernambuco - PROGEPE, desenvolvido no período de 2012 a 2019. Utilizou-se como metodologia a teoria de análise de política fundamentada em Muller & Surel e a análise de discurso de Norman Fairclough, no sentido de identificar e analisar elementos da política de gestão da educação e como essa influenciou a constituição do processo de formação dos gestores na Rede Estadual. Retoma-se os embates em torno do conceito de gestão escolar democrática e as recentes correntes do gerencialismo de resultado na educação. Em Pernambuco, neste período, foi observado um processo político de disputa em torno da gestão democrática e, apoiado pelo PROGEPE um avanço significativo de ideias gerenciais para a gestão educacional. | 2

**PALAVRAS-CHAVE:** Política Educacional. Gestão democrática. Gerencialismo na educação.

**RESUMEN:** El objetivo de este artículo es analizar las concepciones de gestión escolar presentes en los procesos de formación de directores, con un enfoque en el Programa de Formación de Directivos de Pernambuco - PROGEPE, desarrollado de 2012 a 2019. Se utilizó como metodología la teoría del análisis. basado en el análisis del discurso de Muller & Surel y Norman Fairclough, en el sentido de identificar y analizar elementos de la política de gestión educativa y cómo esta influyó en la constitución del proceso de formación de directivos en la Red Estatal. Se retoman los debates en torno al concepto de gestión escolar democrática y las corrientes recientes de gestión de resultados en educación. En Pernambuco, durante este período, se observó un proceso político de disputa por la gestión democrática y, apoyado por PROGEPE, un avance significativo en las ideas gerenciales para la gestión educativa.

**PALABRAS CLAVE:** Política Educativa. Gestión democrática. Gestión en educación.

## Introduction

The idea of public management in Brazil has undergone significant resignification, driven by measures resulting from the administrative reform of the State, originated in the mid-1990s, which has advocated a path to make the state efficient, productive, inserted in the international context. Founded on neoliberal concepts of decentralization, supported by a supposed strategy of autonomy and participation of civil society, these ideas gain strength in some strategic areas of public management, focusing on the accountability of managers for the effectiveness and efficiency of institutions.

This policy began to strongly affect public educational institutions, from the second half of the 1990s, when they began management processes along the lines of private organizations, and thereby placed private companies and social organizations in the same plan (LORDÊLO, 2001). Thus, the meaning of decentralization materializes, a process of submission with 'trust', called decision-making powers to organs other than the central power that were sometimes democratically elected and are therefore not subject to the duty of hierarchical obedience (LORDÊLO, 2001).

In the area of educational management, these measures focus on management, with emphasis on the responsibility of the school for ensuring conditions to operationalize learning and reducing the influence of external factors (read unions, teachers and government bureaucrats) in the local decision-making process. Policies in this sense have been conveyed through actions financed by Minister of Education, through FUNDESCOLA, such as the Direct Money at School Program - PDDE. A good example of this policy is the School Development Plan - PDE School, which began to be implemented, from 1995, in the North, Northeast and Midwest regions, with the objective of fostering strategic planning, controlling financial management and increasing control over processes and results of learning indexes. | 3

These actions fostered a progressive change in the design of schools throughout the country, which began to be observed by researchers in the area. In this perspective, one should consider the work of Fonseca, Toschi and Oliveira (2004), who identified a strong presence of the business management culture, in the fundamentals and actions resulting from educational management policies in Brazil.

In Pernambuco, this policy was initiated during the Jarbas Vasconcelos government (2003-2006), continued in the following years with Eduardo Campos (2007 - 2013)<sup>1</sup> and from there its greatest and decisive development, with the Program for Modernization of Public

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<sup>1</sup> Program maintained in the government Paulo Câmara (2014 - 2020).

Management - PMGP, launched in 2007. The PMGP includes some areas of state public management, including security, following the inclusion of the area of education, which gains its own program, the Program for the Modernization of Public Management in Education, (PMGPE).<sup>2</sup>

This program was inspired by the Brazil Competitive Movement and in the Institute of Management Development (INDG). From the perspective of results management, it uses the methodology of strategic management, based on diagnosis, planning and accountability of people for the results in the learning of students. The policy in question sought to mobilize the management of the school around the improvement of educational quality indicators, using strategies for the agreement of goals between SEPE and the school unit.<sup>3</sup>

Through a sophisticated evaluation system, the program monitors the results of the performance of students in the state network, based on the evaluations obtained in the Educational Evaluation System of Pernambuco - SAEPE and Basic Education Development Index - IDEB, resulting in an indicator of Pernambuco's own, the Education Development Index of Pernambuco - IDEPE.

The process of training and selection of school managers was on the list of this policy. In this sense, the government launched the Training Program for Managers of Pernambuco - PROGEPE, through Decree 38,103 of April 25, 2012 (PERNAMBUCO, 2012a).

In this set of elements, PROGEPE is established to respond to management needs with a view to managing the process of improving education indicators measured by large-scale evaluations, particularly the Ideb<sup>4</sup>. The training of managers and technicians from PROGEPE is part of the macro plan of state management, guided by strategic objectives aimed at the construction of discourse in defense of the policy of results, to the extent that he "[...] materializes as one of the many actions carried out to promote the desired indexes" (MARANHÃO; MARQUES, 2019, p. 264, our translation).

The proposed training is aimed at building a profile of managers, mobilized to develop and ensure, in schools in Pernambuco, the achievement of results and evaluation indicators, and

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<sup>2</sup> From 2007 to 2010, the government of Pernambuco used studies by the Council for Economic and Social Development (CEDES), which makes a diagnosis of investments, pointing out, as greater restrictions on development, factors such as the growth of violence, signs of social disaggregation and limitations in schooling and qualification of human resources.

<sup>3</sup> A study on the term quality can be found in (SILVA; CONRADO; LUZ, 2011), when discussing this term, based on the examination of documents defining public policies in Brazil - focusing on the educational field - according to the 1980s, 1990s and 2000s.

<sup>4</sup> The Basic Education Development Index (IDEB) was created in 2007 and brings together, in a single indicator, the results of two concepts equally important for the quality of education: school flow and average evaluation performance. The Ideb is calculated from the data on school approval, obtained in the School Census, and the average performance in the Basic Education Assessment System (Saeb).

in this sense be strategically the place of 'production' of managers committed to the accountability of established 'quality' goals, focus of the management policy by results.

PROGEPE is attributed, in this sense, a set of multiple purposes, which permeates diagnostic, training and evaluation actions, with a view to the managerial profile, with the objective of "contributing to the formation of systemic leaders capable of acting in the whole school, ensuring that each student reaches its potential and each school becomes an excellent school" (PERNAMBUCO, 2012b, art. 4, our translation).

But after all, what discourse around school management is being affirmed or denied in this process of training and selection of principals and technicians?

Nowadays, the concept of school management in Brazil has assumed different configurations. From the democratic perspective, especially experienced in several public networks of schools, essentially characterized as a coordinated and collective effort, as an idea of associative work performed by autonomous people, who analyze situations and make decisions about the school, based on collective want. In this sense, democratic management does not need basic conditions and is only effective "[...] when it is constituted as a culture in the school, which in addition to the rules, regulations and laws institutes practices and gives meaning to them. [...] thus, the school would be simultaneously locus of reproduction and locus of production of policies, guidelines and rules" (MARQUES, 2014, p. 466, our translation).

This concept, however, has been confronted with managerial perspectives inserted in the school environment, by different actions mediated by public education policies in different perspectives, sometimes evaluation of results, sometimes planning, financing, or even those aimed at controlling compliance with the curriculum.

In the managerial aspect, there has been a growing wave of private intervention in educational policy in Brazil in recent decades, in an increasingly tenuous relationship between the management of public interests, traditionally represented by the state and the management of private interests, represented by financial business groups, through their 'philanthropic' institutes. It seeks to justify this approach, in a supposed pattern of efficiency and productivity required by the market for education and in particular for schools.

The aim of this article is to analyze the conceptions of school management present in the processes of training managers in Pernambuco, with a cut-off for the period from 2011 to 2019, in which PROGEPE was developed. The methodology of policy analysis based on (MULLER; SUREL, 2002), fashion seek the identification of elements of education management policy and how this influenced the constitution of the process of training managers. It is in the light of the policy that the policy interferes, in some way, in the definition

of the 'local order', directly in the practice of individuals, groups and organizations. It is precisely at these levels and from these actors that the 'local order' is constructed, that is, the regulation of conflicts and harmonization of interests, "every policy [...] goes beyond the strictly legal view that could be taken of this: a public policy constitutes a 'local order' [...]" (MULLER; SUREL, 2002, p. 20, our translation). Three fundamental dimensions for the understanding of politics were considered: the discourse of the official texts, the resignifications that the subjects attribute to the policy and, finally, the changes in the local order resulting from it. It interacts with the theory and analysis of discourse in Norman Fairclough, which highlights discourse as a practice of power in a macro dimension, a strategy for the construction of a process of hegemony. It sees in the process of dispute for the meaning of the word and in the relationship between them and the relations between the meanings of a word, forms of hegemony, which combines social relevance with textual elements.<sup>5</sup>

In this investigation, official documents of the policy in question were analyzed, including the last two state education plans in Pernambuco and the legal document that instituted the Training Program for Managers of Pernambuco - PROGEPE, in addition to the training texts in its two editions. Heard through interviews, educators, specialists and educational managers responsible for this Program, to seek explanation around the meaning that are attributing the policy under analysis.

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### **Democratic management or results management?**

The first edition of PROGEPE was started in 2012, when Brazil was experiencing one of the best moments of its economy, with the highest investments in its history in the area of education. Some movements were perceived throughout the country in the direction of evaluating the National Education Plan - PNE (2000-2010) and thinking goals for the new decade, a stage that was developed with significant participation of civil society. The new PNE would be approved in 2014, and was the culmination of educational policy in Brazil.

PROGEPE in this edition was planned after the first term of the Eduardo Campos government (2006-2009), a period in which Pernambuco was experiencing an environment of high economic strength, with growth rates higher than the national average. It was in this context that the then governor Eduardo Campos built his candidacy for the presidency of the country. Education was the great showcase, which at the time presented a differentiated growth

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<sup>5</sup> Fairclough uses discourse concepts in Foucault and Bakhtin intertextuality.

in Ideb and walked to have the highest national percentage of full-time schools.

The training of school principals was strategic in this plan, and developed in three different stages: "80-hour Improvement Extension Course; Specialization Course and Professional Master's Course" (General Coordinator of PROGEPE at UPE). This last stage was aimed at a small number of managers, defined by selection processes of the programs themselves, being attended in 10 years, about 150 (one hundred and fifty) teachers, among which a few educational technicians.

For the first stage, the improvement, the offer was a total of 11,235 vacancies. In fact, 7,888 (seven thousand eight hundred and eighty-eight) teachers were enrolled. Only 3,622 completed the course. It should be considered that the staff in the state network at the time was composed of 24,000 teachers. The initial great demand, said the program coordinator, "was possibly due to the possibility of gratification for the manager, readjusted that year" (PROGEPE). On the other hand, there was a political interest that the largest number of people agreed with the assumptions of the result management program that was underway.

As can be seen, it was not a specialized training, but somehow an attempt to adapt the management discourse to an increasing number of teachers and technicians of the school. It should be considered that it was at stake, not only the selection of teachers for the management of the school, but a new policy of management by results, to which everyone should be involved. | 7

In this sense, there was no separation between teachers and technicians, "the separation was only for the purposes of control of the Secretariat for the distribution of vacancies in the different stages of PROGEPE and for other institutional demands" (General Coordinator of PROGEPE). Formally, SEE-PE instituted PROTEPE, aimed at training technicians, but in training activities, they studied together.

In the scope of specialization, the training was organized in twelve modules, with themes and themes that reflected the discussions around the discourse present in the national education policy: Public Policies, National Education Plan (Module I), Democratic Management (Module III), collegiate bodies (Module IV), Pedagogical Political Project (Module V).

A second block of studies represented the perspective of the results management policy implemented in Pernambuco, which had been underway since 2007, in the area of education: Human Values, Culture of Peace (Module II), Financial Management (Module VI), Social Quality Education (Module VII), The impact of Neuroscience in the classroom (Module VIII), Technologies at the service of education and management (Module IX), Competencies and

People Management (Module X), Monitoring and Evaluation of Teaching and Learning Processes (Module XI), Educational Accountability Policies (Module XII).

In the following table, the description of the menus of these modules, so that it is possible to understand what concepts were actually dealing with each area.

**Table 1** - Titles of the modules and themes of PROGEPE 2012

Module title	Themes guide
Module I Educational Public Policies: Regulatory Frameworks	International documents, agreements and recommendations National Education Plan National Public Policies Educational Public Policies for the State School Network of Pernambuco
Module II Management focused on Education in Human Values, Culture of Peace and Sustainability	<input type="checkbox"/> Management model in education <input type="checkbox"/> Strategic identity, sustainability and education in human values <input type="checkbox"/> Responsibilities and impacts of management on student learning and development <input type="checkbox"/> The role of the manager as a leader
Module III Democratic Management, Management Tools and Dialogues with the Community	<input type="checkbox"/> Democratic management in public schools - possibilities and limits <input type="checkbox"/> Democratic management and social quality education <input type="checkbox"/> Instruments for managing and participating in the school community
Module IV Contribution of collegiate bodies in improving student learning	<input type="checkbox"/> The importance of the School Board <input type="checkbox"/> Class Council <input type="checkbox"/> Student Guild <input type="checkbox"/> Executing Unit and other bodies in the social and pedagogical development of the school
Module V Pedagogical Political Project	<input type="checkbox"/> School's Pedagogical Political Project - basic concepts <input type="checkbox"/> Systemic Dialogical Pedagogical Political Project <input type="checkbox"/> School planning and pedagogical project
Module VI Financial management	<input type="checkbox"/> Financial management: how to plan, execute and account for the resources received by the school, with a view to improving educational indicators. <input type="checkbox"/> Social control and transparency of processes and information
Module VII Social Quality Education	21st century curriculum <input type="checkbox"/> Strategies for valuing the school space as a production of knowledge and culture <input type="checkbox"/> Actions of the state government of Pernambuco for the implementation of curricula and curriculum guidelines at the local level
Module VIII The impact of Neuroscience in the classroom	<input type="checkbox"/> Learning and cognition: new ways of knowing <input type="checkbox"/> Advances and discoveries in the field of neuroscience linked to the learning process
Module IX	<input type="checkbox"/> Information and communication technologies in education and democratic school management: concepts, instrumentalization and institutional use <input type="checkbox"/> Contribution of technologies to improving the quality of teaching



Technologies at the service of education and management	<input type="checkbox"/> Ethics and information and communication technologies, as principles of education and democratic school management <input type="checkbox"/> Technology in education as a public policy in Pernambuco
Module X Skills and People Management	<input type="checkbox"/> Skills management <input type="checkbox"/> Performance parameters for the School Principal and Deputy Principal
Module XI Monitoring and Evaluation of Teaching and Learning Processes	<input type="checkbox"/> Education Assessment and Monitoring <input type="checkbox"/> Participation of the school community, with emphasis on the school board as an agent for disseminating the results of the evaluation <input type="checkbox"/> Large-scale evaluation in the State of Pernambuco and its Implications for Educational Policies
Module XII Educational Accountability Policies	<ul style="list-style-type: none"> <li>• Educational Accountability Policies: the modernization of public management as a condition for accountability</li> <li>• Results in Pernambuco</li> <li>• Experiences in Brazil</li> <li>• The international context</li> </ul>

Source: Elaborated from the contents of each module

It should be considered that the first edition of PROGEPE, in 2012, was held by the Department of Education in partnership with the University of Pernambuco - UPE. The definition of the training themes at the time was the result of understanding between UPE teachers and professionals from the Department of Education.

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The production of the texts intended for the study of each theme was carried out by some UPE teaching professionals, especially those related to national policy, and others by technicians of the secretariat itself, those related to local policy issues and the themes related to the new paradigm.

The authorial question was distributed with other Higher Education Institutions - HEIs, as stated by the General Coordinator of PROGEPE,

[...] in the first two phases we had contributions from professors from other universities, such as UFPB, UFPE and UPE. We also receive contributions from people specialized in different areas, such as mec. There is a field at the end of each module on the authors (General Coord. of PROGEPE).

The plurality in the construction of the texts for training, the involvement of three universities, did not mean that the Department of Education had assumed a conception of management originated in universities. The control over the contents and decisions surrounding the process was intense, as detailed by the general coordinator of PROGEPE:

In general, I can mention one of the requirements was the authorial provision to SEE-PE of the material constructed by each author, in the PROGEPE phase; Another requirement that decisions should be shared between UPE and SEE-PE and another that the transfers of funds would be conditioned to the reports

following the execution schedule (General Coord. of PROGEPE).

The conception of school management assumes, in this edition of PROGEPE, different meanings, with discourses that approach democratic management, and with discourses affirming managerialism in education. Throughout the modules, a set of ideas is presented around a new perspective for public management, in order to emphasize a conviction in teachers and technicians, which a school ensures through management, the way to obtain the desired learning results. Therefore, speech is not unison, it carries several contradictions.

Module III, dedicated to democratic management, reaffirms the collective nature of power, instituted in the school from its collegiates, from the perspective of democratic management, in which the educational institution "[...] it finds in the School Council the center of decisions, because, in addition to being a legal instrument, which is in law and with norms, it can be a legitimate form of organization of the school collective" (PERNAMBUCO, 2012b, p. 14, our translation).

At the same time that this same text, on the contrary, defends the supremacy of school leadership as a determinant in achieving the results. The proposed documents are stated that school management is strategic for the quality of school work, and, in this sense, the manager's role is to be the "[...] different segments with their different interests. This movement coordinated by the manager should reflect a satisfactory achievement of the needs presented" (PERNAMBUCO, 2012b, p. 15, our translation). | 10

Gradually disappears the affirmation of collective power, the function of collegiates in democratic management, while affirming the responsibility of the director regarding the achievement of the results.

The document establishes three challenges to school management, first refers to the procedure to achieve performance goals, the focus is placed mainly on the artifices, which concerns the "[...] procedures [...] the adequacy between curriculum and school performance goals and the delimitation of the role of the school – in its different segments and years – in the work of educational socialization" (PERNAMBUCO, 2012b, p. 13, our translation).

The second challenge concerns accountability in fulfilling roles,

the need to articulate the educational and instructional dimensions of the school, understanding well its differences and complementarities, and the roles played by each one in fulfilling these attributions (PERNAMBUCO, 2012b, p. 13, our translation).

Thus, the discourse around accountability falls on the manager in relation to compliance with the conditions and correction of the gaps observed in the external evaluation. "[...] in each

year and school segment, and in each context – they need to fill in for the performance of their institutional mission. Thus, it is also possible to calibrate external evaluation instruments" (PERNAMBUCO, 2012b, p. 13, our translation).

The third challenge refers to the redefinition of the meaning of autonomy, which is limited to external control, a responsibility attributed to the manager in the sense of using authority to equate the conflict.

the school will have to establish forms of authority that equate the potential conflict between school autonomy and external control from the apex. This form of shared authority between the vertex and the base would have to be constructed from an organizational economy based on responses to previous challenges, and by clear mechanisms of control and accountability (PERNAMBUCO, 2012b, p. 13, our translation).

For a study module dedicated to democratic management, this term passes apart.

Module V is dedicated to the Political-Pedagogical Project and brings in its bulge a symbolic discourse in favor of democratic management, based on the principles of participation and autonomy. It is emphasized that the sense of democratic management goes beyond bureaucratic plans, effectively implies the participation of the community to build the identity of the school. | 11

Participatory democratic management becomes collaborative in that it goes beyond mere the elaboration of plans for the purpose of bureaucratic requirements. The participation of parents and the community helps to build the identity of the school and establish the focus on the development of students, on knowledge necessary for their humanization that is the guide axis of educational action (PERNAMBUCO, 2019a, p. 11, our translation).

This module explains the central meaning of basic education, that is, the development of students, their humanization. It also stresses that democratic management should favor progressive rites of participation, of significant value in the construction of the student's identity, in the construction of their belonging and growth in learning.

[...] Democratic management to be truly democratic requires the participation that, we repeat, is an affective, ritualistic, progressive and conflicting construction given to the diversity of the people it gathers. The importance of welcoming the family at school is vital for the management and work of teachers, because they involve the student's learning and feeling of belonging (PERNAMBUCO, 2019a, p. 11, our translation).

This document also highlights the sense of autonomy as a guiding principle of democratic management. Autonomy clarifies the text, does not prevent the school from being connected and "obeys the general guidelines of the educational system because it is a public

space governed by common laws" (PERNAMBUCO, 2019a, p. 13, our translation). Even in this condition it must have a life of its own and resignify the policies that the State confers on it.

The school even subordinated to a larger system, through participatory democratic management and increasing community involvement, can obtain degrees of autonomy to have a life of its own (PERNAMBUCO, 2019a, p. 13, our translation).

Module IV discusses the role of collegiates in democratic management, emphasizing the responsibility of managers in complying with legal mechanisms, which guarantees the spaces of collegiate management through the various councils. It also recalls that this structure has been the conquest of a historical struggle of Brazilian society in recent decades.

Democratic and Participatory Management at school requires spaces conducive to new social relations between the various school segments can happen. Some of these spaces constitute the School Council, together with the Class Council, the Student Guild, the Association of Parents and Teachers, among many other possible (PERNAMBUCO, 2019b, p. 6, our translation).

There is a rupture in the discourse around school management, particularly in module | 12 XII, when a justification for a new type of management is presented, as a result of the management reform of the Brazilian State and its demands arising therefrom. It was understood that "the reform understood the institutional dimension from its legalization contemplating decentralization in the state organization, the dimension of management and the cultural" (PERNAMBUCO, 2019c, p. 8, our translation).

It disseminates, in this sense, a concept of autonomy linked to accountability for administrative results and infers from this the need for cultural change, behavior in public administration, foundations of management by result.

From the management point of view, the emphasis was on the autonomy and accountability of managers in the administration for results, administrative competition and social control, initially at the macro level (Ministries and Secretariats). With regard to cultural change, it can be understood in the change of mentality and behavior in the field of public administration, focused on management for results. (PERNAMBUCO, 2019c, p. 8, our translation).

The discourse focused on the responsibility of the director has its culmination in module X of this series of notebooks, coming specifically to deal with competences and management functions to be distributed between the manager and his assistant. A discourse about the role of the school manager is presented, from the direct perspective of individual leadership, a response

to the demands of educational policies of result, in development in the state network.

The need for the exercise of leadership in the school is justified, with the argument that the improvement process depends largely on its leadership. It is stated that, despite the advances, "there still remains a huge challenge that consists in the effective improvement of teaching and learning processes. Overcoming this challenge depends largely on the leadership and responsibility of the school principal" (PERNAMBUCO, 2012c, p. 7, our translation).

The text also expresses that the exercise of leadership is not a process of choice, but is the function of Director of the School "[...] it is the specific competence of this professional to exercise leadership with all its audiences: educators, students, school staff, family leaders, community representatives and other actors" (PERNAMBUCO, 2012c, p. 17, our translation).

The document deepens the individual skills that must be acquired by the managing leader, and states: "what is expected of leadership is that it focuses on results; know the nature of the work done in its context and know how to act on it, in order to make working conditions satisfactory and control risk situations" (PERNAMBUCO, 2012c, p. 19, our translation).

Thus, in the same formative edition, PROGEPE (2012) conveys two different conceptions of school management, its functions. The first maintains the logic of power based on the LDB (1996), the school management focused on the collective nature of the power that the school holds from its collegiate, stating that democratic management is a legitimate form of organization of the school collective. Here we perceive a conception still 'in transition', because it reveals that its construction carries reflections of the ideals built in Pernambuco by the leadership of the Professor Silker Weber, secretary of education from 1995 to 1998, now reconfigured in the theoretical modules of PROGEPE.

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The second conception, school management with leadership function. It affirms the role of the manager, develops a specific competence to be exercised with all its audiences. It is from him that educational policy expects, a leadership focused on results, and for this must know the nature of work and control risk situations. This conception of school management, the result of the result policy, does not see autonomy as an essential political principle for the education management process, but the responsibility for the process and the guarantee of learning outcomes to be measured by external evaluations, including Ideb and SAEPE.

It is perceived as a whole that there is a conceptual dispute around the conceptions of school management, on the one hand, the university production and on the other the technicians of the Department of Education. Tear's concepts are present and represent the logic of the results management policy.

The discourse on school management present at PROGEPE 2012 indicates the existence

of a conceptual dispute, on the one hand affirming the principles of democratic management, school autonomy and affirming the need of collegiates, and on the other the defense of changes in the perspective of results management. The following is a summary of the profile of the school manager outlined in the two conceptions of school management present in the theoretical modules of this training:

### **Profile of the director from the perspective of democratic management:**

the. It finds in the School Councils the center of decisions, because, in addition to being a legal instrument, which is in law and with standardizations, can be a legitimate form of organization of the school collective and create the identity of the school;

b. Manager as articulator of the different segments with his various interests. This movement coordinated by the manager should reflect a satisfactory achievement of the needs presented;

c. Through participatory democratic management and increasing community involvement, it manages to obtain degrees of autonomy to have a life of its own.

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### **Profile of the school principal from the perspective of results management:**

a. School leadership as a determinant in achieving results;

b. The leader must know the nature of the work carried out in its context and know how to act on it, in order to make working conditions satisfactory and control risk situations;

c. The school will have to establish forms of authority that address the potential conflict between school autonomy and external control from the apex.

The first case focuses on management and decisions as a whole of the school's political representation, expressed in its collegiates. In differently, the second case removes from the school its autonomy in determining the directions and affirms external control under its directions.

The presence of the University in this process bothered the Department of Education because of the conceptual clashes that the workshops held. The confrontation of conceptions was veiled, the constitutional and theoretical defense around democratic management, the defense of a conception of democratic education, found in the candidates for managers, especially the newly graduated, a great support base. On the other hand, alignment with policies, the expectation of gratification that would pay the principals, emerged as a valuable appeal.

The process of preparing the material and its final edition became the first clash. Part of the contents were elaborated by the University, mainly contents of fundamentals around the State, collegiate management and the educational process. The other, more technical part of the training, such as resource management and strategic planning was in charge of the technical team of the secretariat. As one of the professors explains "the process of elaboration of the contents, although it was previously agreed was sacrificed by the exhaustion of time and by the control by the secretariat around the final editing process the modules, because the secretariat could reduce the impact of contradictions" (Prof. of UPE2). Another aspect highlighted by the interviewee was the elaboration of the scripts of the slide formations. The contents should be produced in a single format so that they can be presented on slides. As you detail,

[...] the slides assembled by the Secretariat, from the texts sent by the University, highlighted what was of interest to the management policy thought for schools, hid the central issues, did not emphasize the guiding principles, contributed to create a confusion in the heads of trainers and trainees (Prof. of UPE2).

In the next stage of PROGEPE, in its second edition, the University did not enter the process. The Department of Education explained that there were no resources for such hiring. | 15

### **The advancement of management design: PROGEPE 2019**

The second edition of PROGEPE was held in the distance learning modality in 2019. The contents were developed by an internal team of SEE-PE, without the intervention of another specialized institution. According to the Secretary of Education Frederico Amâncio, the Secretariat used a staff of professionals of his trust and knowledgeable of the developing policy for the elaboration of the study modules. He also explained that he was using the resources and people available and competent for this purpose.<sup>6</sup>

The training plan developed for the teachers participating in the selection process to the management of schools was then developed into eleven (11) themes focused on the school management process. The themes of each module are as follows: 1. Public management; 2. Budget Planning; 3. People Management and Leadership; 4. Financial management; 5. Management By results in Education; 6. Asset and Operational Management; 7. Strategic Planning; 8. Educational legislation; 9. Integral and Professional Education; 10. School Management and School Manager Performance; 11. Institutional Relations.

The following table shows the theoretical menus placed in each of the modules. It should

<sup>6</sup> Information given during a working meeting held in his office in 2019.

be considered that, unlike the previous edition, these materials developed for the training of managers and future managers were published with authorship records.

**Table 2 - Titles and menu of the thematic modules of PROGEPE 2019**

Module title	Themes guide
Module I Public Management	Introduction to Public Management Model all by Pernambuco
Module II Budget Planning	Public budget Public revenues and expenditures Sources of education funding Federal resources
Module III People Management and Leadership	People Management Motivation and leadership
Module IV Financial management	Resource Execution Tax retention Accountability Public transparency and social control
Module V Results Management in Education	Results Management Pact for Education
Module VI Wealth and Materials Management	Materials Management (Consumption and Distribution, Inventory Management, Space Organization and Waste Reduction) School Heritage Management.
Module VII Strategic planning	Strategic Planning and its Cycle Basic Elements and Main Tools. Formulating the Strategic Map and the Action Plan.
Module VIII Educational Legislation	Education system Child and Adolescent Statute - ECA Process of Classification and Reclassification School Rules
Module IX Integral and Professional Education	Integral Education in Brazil and the Policy of Integral High School in Pernambuco Professional Education in Brazil and Pernambuco: forms of supply, organization, pedagogical guidelines, projects and programs Interdimensional Education: The Essence of Integral Education in Pernambuco
Module X School Management and School Manager Performance	Management and Leadership
Module XI Institutional Relations: Servers, Teachers, Students, Families and Community	Culture and organizational climate focused on strengthening of the shares Effective communication as a management tool Emotional intelligence and its impact on institutional relations

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Source: Elaborated from the contents of each module



As can be seen initially, of the eleven themes put, only three refer directly to the internal context of the school, specifically Module VIII, which deals with educational legislation, focusing on the school rules; Module IX - Integral and Professional Education; and Module X - School Management and School Manager Performance. The other modules address themes that can be situated in any context of public management and, in this sense, do not restrict or deepen the nature of the school as an educational organization, especially the issue of school management, the object of this investigation.

Module IX, which deals with full-time schools, highlights the need to rethink the function of the school, including an element, new as a central focus, to which the preparation for work refers.

[...] there is a need for a vision of the student in its entirety, not only an education for the development of cognitive knowledge, but for a more harmonious life in society, inserted in a family context, with a perspective for a preparation for the world of work (PERNAMBUCO, 2019d, p. 33, our translation).

It is possible to understand that the themes placed here support a training focused on the foundation of operational actions in public management, from the perspective of results management, due to the school model and control process carried out with the name of monitoring by the senior management of state policy. | 17

In this sense, it is verified that the expectation of training conveyed in the edition of PROGEPE in 2019, focuses on the objective of training the school principal, in a leadership perspective with technical skills, with a view to developing in the school, the process of management by results, as will be seen below, in the discourses published in the modules.

The first, the Module of 'Management for Results in Education' inserts the professor in the context of the management of the state machine, under the logic of results. Highlights the text that, Pernambuco

[...] adopts the Policy of Results Management since 2007, with the implementation of the Pact for Life, working with pre-fixed goals and payment of bonuses for performance, to improve not only the achievement of fiscal goals, but also the indicators of quality of life of the population (ANTUNES,2019, p. 9, our translation).

It recalls the text that the Management Pact extended to the area of education, following the same managerial logic applied in public security and thus "seeks to align strategic actions [...] through result and process indicators, establishing a routine of agreement of goals, measurement and periodic monitoring of results by school, and preparation and implementation

of corrective actions and payment of bonuses for performance (ANTUNES, 2019, p. 9, our translation).

It also states that all schools go through this determination, which constitutes the Pact for Education - PPE, "a policy that focuses on improving the quality of education, for all and with equity, covering all state elementary schools (final years) and high school, through the monitoring of its results" (ANTUNES, 2019, p. 17, our translation).

In the practice of management, therefore, the director submits to a working methodology established by the Pact for Education, as he explains, "the PPE, because it is a policy of management by results, uses process and result indicators as mechanisms to evaluate and objectively measure the performance of educational actions developed by the State of Pernambuco" (ANTUNES, 2019, p. 20, our translation).

Control over the school is drawn from two main indicators "[...] the Pernambuco Education Development Index (IDEPE) and the Basic Education Development Index (IDEB), which are measured periodically for the 3rd year of high school and 9th grade of elementary school" (ANTUNES, 2019, p. 20, our translation).

Module 11 (School Management and School Manager Performance) returns to the focus on the role of school management, reaffirming its responsibility for the results, centered on controlling the performance of students' learning, placing, in a certain way, the process of teaching and learning, depending on the leadership capacity of the principal to the detriment of the set of responsibilities of other teachers, education professionals, family, and especially the student, as an autonomous and unique subject. It underpins this premise, the assumption that school leadership, centered on the principal, has a strategic function to achieve the quality of education.

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This principle is argued in supposed international experiences (there is no reference mentioned) and it is stated that, "in education, at the international level, is being highlighted as a fundamental condition to determine the quality of education and the effective training of its students [...] a direct relationship between the quality of leadership of managers and the quality of teaching and student performance" (MAGALHÃES, 2019, p. 9, our translation).

This type of argument, in addition to having its debatable reasoning, shifts the social sense of learning to the administrative sphere, restricts learning to a quantitative data, depending on or direct influence of the director's leadership, a way of holding the administrative manager accountable for something that he has little or almost no real domain.

It is affirmed, in this module of theoretical studies for the training of managers, a conception of school manager, with characteristics of a process leader, when it says: "[...]

therefore understood in this way, the concepts of leadership and management complement each other and even to some extents are confused by presenting certain important and basic elements in common, as previously presented" (MAGALHÃES, 2019, p. 23, our translation).

The discourse published by PROGEPE 2019 deepens even more a managerial conception that was already present in the edition of the training in 2012. It does not, for example, the goals of the PNE in force, and its strategies for school management. Similarly, there is no impact on the decisions made in the current State Education Plan, in which SEE-PE itself had a major role in its implementation. In this sense, the guidelines proposed for the state education system, as previously discussed, are disregarded.

### Final considerations

This article aimed to analyze the conceptions of school management present in the management processes of managers in Pernambuco in the last decade, focusing on the contribution of the Management Training program of Pernambuco - PROGEPE, in its two editions, the first in 2012 and the second edition in 2019.

The basic texts of the PROGEPE 2012 edition, written partly by a group of university professors and another part by advisors of the education secretariat's results policy, present, in this edition, contradictory discourses, reports that indicate the existence of a process of conceptual dispute around the conception of the school, its function and the very conception of collegiate management.

On the one hand, democratic management is affirmed, based on participation and autonomy, as well as the need for collegiates, such as the school board and the student guild. The discourse of democratic management thus focuses on the importance of collegiate management as strategic to create the identity of the school. Affirm the manager as articulator of the different segments in his various interests. It values the principles of participatory action and community involvement, as a condition for obtaining degrees of autonomy to have a life of its own.

On the other hand, from then on, a strong discourse was perceived to affirm the need for changes in the profile of managers, in order to meet the perspective of management by results that was being developed within the State, particularly in the Department of Education. It points out the need for leadership training in the school, as a determining element in achieving the results. School autonomy is redefined as a responsibility conditioned to the external control of evaluations.

It was also observed that the State Education Plan (2015-2025), different from the proposed managerialist model, reaffirms that the qualification of democratic management in the context of basic education presupposes the existence and participation of collegiates in the construction and management of the school project, an expression of their autonomy.

The second edition of PROGEPE, held in 2019, presents training themes focused on the foundation of operational actions for public management, from the perspective of results management, due to the school model and the monitoring control process by the senior management of state policy.

In general, the PROGEPE 2019 discourse further deepens the management conception already initiated in training in 2012 and disregards the state policy under development through the PEE-PE (2015-2025). Thus, it is revealed an integrated narrative to a set of educational policies under development at the national and, above all, state level, based on accountability, monitoring of results and processes (integrated into the external evaluation system of large-scale learning), and, fueled by a vigorous reward policy, the Educational Performance Bonus.

It is also understood that democracy in school management is an element with potential direct repercussion on social culture as a whole, that is, it transcends the school, to the extent that it constitutes an element of the democratization of society itself.

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This concept, however, has been confronted with managerial perspectives inserted in the school environment, by different actions mediated by public education policies in different perspectives, sometimes evaluation of results, sometimes planning, financing, or even those aimed at controlling compliance with the curriculum.

It must be acknowledged that the school management model, designed by the Federal Constitution of 1988, still with fragile experience in schools, is now replaced, in some states, by forms of school management, in which attention is focused on issues of an administrative nature and, in particular, on the model of strategic planning and management control of results, management methodology widely used in the business world.

Among other aspects, the managerial model applied to the school tends to mischaracterize the basic principle of the necessary democratization of relationships, in order to resignify the fundamental principle of participation and teacher autonomy, extolling and expanding bureaucratic formalisms and external control over the internal processes of the school.

The political choice for democratic management or for a neoliberal managerialism has consequences. If the political option is for democracy, it increases the contribution of education to the formation of the critical citizen, from the perspective of human formation, based on

autonomous processes and participation, cooperation and solidarity among the subjects. However, the option for managerialism leads to a training limited to the market, to an education centered on the logic of competition and meritocracy. It tends to regard the citizen as a consumer, indifferent to the like.

It is stated, then, that this is a matter of politics that refers to the relationship between the public and the private.

When discussing the new orientations between the public and the private, in this particular period of capitalism, and its consequences for the management of basic education, it is understood that the democratic management of education – a process still under construction, in a conjuncture of correlation of societal forces in dispute, needs to return, once again, to the center of the educational debate (PERONI; OLIVE TREE; FERNANDES, 2009, p. 775, our translation).

More than a decade later, the discourse around results management had an important program of training managers, PROGEPE, which has been contributing to the firming of discourses, strengthening and normalizing the rhetoric around management by results in education.

Pernambuco emerged in the national scenario with results considered successful in external evaluations, produced within the scope of this policy. There is no doubt that, at the best of state politics, this strategy tends to remain. As Professor Silker Weber, former Secretary of Education in the Arraes government, said, at a time when advanced principles for the management of education in this state were established,

[...] Pernambuco will certainly continue with educational policies for results. But will they be sufficient to safeguard the school as a place of learning of knowledge, art, culture, technology produced by humanity and to ensure the organization of thought inherent to it [?] (WEBER, 2019, p. 10, our translation).

Expanding this analytical focus, one can elaborate the following questions: Will the official policy documents, the national, state and municipal education plans continue in the field of intentions, or even in rhetoric without connection with reality? What challenges are the challenges of educators at this historic moment in constructing a school management capable of boosting a quality education project, with a view to current and future demands?

The National Education Plan must be resumed in the goals of such democratic generation. As a principle, democratic management must be understood in a broad sense, relating to the entire educational system. It is a fundamental component to the consolidation of the National Education System, including discussions on the functioning of councils, forums,

negotiating bodies, education conferences and any other democratic instruments and processes of participation, capable of building and validating the autonomy of the school, an essential part of this system.

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