

THE NEW PUBLIC MANAGEMENT AND EDUCATION IN PERNAMBUCO: THE
TRAINING OF MANAGERS IN THE CENTER OF THE MANAGEMENT MODEL

*NOVA GESTÃO PÚBLICA E FORMAÇÃO DE GESTORES ESCOLARES EM
PERNAMBUCO: A CENTRALIDADE DO MODELO GERENCIAL¹*

*LA NUEVA GESTIÓN PÚBLICA Y EDUCACIÓN EN PERNAMBUCO: LA
FORMACIÓN DE GESTORES EN EL CENTRO DEL MODELO DE GESTIÓN*



Luciana Rosa MARQUES
Federal University of Pernambuco
e-mail: luciana.marques@ufpe.br



Iágrici Maria de Lima MARANHÃO
Federal University of Pernambuco
e-mail: iagricilimaster@gmail.com

| 1



How to refer to this article

MARQUES, L. R.; MARANHÃO, I. M. de L. The new public management and education in Pernambuco: The training of managers in the center of the management model. **Revista Educação e Fronteiras**, Dourados, v. 11, n. esp. 1, e021016, 2021. e-ISSN: 2237-258X. DOI: <https://doi.org/10.30612/eduf.v11iesp.1.16506>

Submitted: 13/06/2021

Revisions required: 09/08/2021

Approved: 15/09/2021

Published: 30/10/2021

¹ Apoio UFPE.

ABSTRACT: The New Public Management emerges as a model of public management based on the managerialist approach, with the goal of making the State more efficient, effective, and economical, as well as fostering spaces for greater participation and accountability in the pursuit of results. The NGP has been consolidating itself as a basis for restructuring the systems. Pernambuco promotes training for school managers in its network that materializes a management based on the culture of results, meritocracy and bonuses. The study is based on Social Discourse Analysis. According to Fairclough (2001), the study seeks to understand how discourse structures power relations in society, considering discourse as social practice. The research presents how the government of Pernambuco makes use of discourse mechanisms to hitch the process of teacher participation, in a training course for school managers, in an instrument to build the quality of education in the public network, in a managerialist perspective. This discussion is presented in relevant contexts, as we are experiencing the panorama of external evaluations as the only means of measuring the quality of education in the form of educational indexes. The study analyzes the structure of the program, the measures adopted for education in relation to external evaluations, and how this panorama has reverberated in the organization of school management.

KEYWORDS: School management. New public management. Participation.

RESUMO: *A Nova Gestão Pública surge como um modelo de gestão da coisa pública que se pauta no viés gerencialista, tendo como objetivo tornar o Estado mais eficiente, eficaz e econômico, assim como, fomentar espaços de maior participação e responsabilização na busca de resultados. A NGP vem se consolidando como base para a reestruturação dos sistemas. Pernambuco promove uma formação para os gestores escolares de sua rede que materializa uma gestão baseada na cultura dos resultados, na meritocracia e na bonificação. O estudo se baseia na Análise Social do Discurso. De acordo com Fairclough, o estudo busca compreender de que forma o discurso estrutura as relações de poder na sociedade, considerando o discurso como prática social. A pesquisa apresenta como o governo de Pernambuco faz uso dos mecanismos do discurso para atrelar o processo de participação dos professores, num curso de formação de gestores escolares, em um instrumento para construir a qualidade da educação na rede pública, numa perspectiva gerencialista. Essa discussão se apresenta em contextos relevantes, na medida em que está se vivenciando o panorama das avaliações externas como único meio de aferição da qualidade da educação na forma dos índices educacionais. O estudo analisa a estrutura do programa, as medidas adotadas para a educação no tocante às avaliações externas e o quanto este panorama tem reverberado na organização da gestão escolar.*

PALAVRAS-CHAVE: Gestão escolar. Nova gestão pública. Participação.

RESUMEN: *La Nueva Gestión Pública surge como un modelo de gestión pública basado en el enfoque gerencialista, con el objetivo de hacer al Estado más eficiente, eficaz y económico, además de propiciar espacios de mayor participación y rendición de cuentas en la búsqueda de resultados. El PNG ha ido consolidando su posición como base para la reestructuración de los sistemas. Pernambuco promueve la formación de los gestores escolares de su red, que materializa una gestión basada en la cultura de los resultados, la meritocracia y las bonificaciones. El estudio se basa en el Análisis Social del Discurso. Según Fairclough (2001), el estudio pretende comprender cómo el discurso estructura las relaciones de poder en la sociedad, considerando el discurso como una práctica social. La investigación presenta cómo el gobierno de Pernambuco utiliza mecanismos discursivos para enganchar el proceso de participación de los profesores, en un curso de formación de gestores escolares, en un instrumento para construir la calidad de la educación en la red pública, en una perspectiva gerencialista. Esta discusión se presenta en contextos relevantes, en la medida en que estamos viviendo el panorama de las evaluaciones externas como único medio de medir la calidad de la educación en forma de índices educativos. El estudio analiza la estructura del programa, las medidas adoptadas para la educación en relación con las evaluaciones externas y cómo este panorama ha repercutido en la organización de la gestión escolar.*

PALABRAS CLAVE: *Gestión escolar. Nueva administración pública. Participación.*

Introduction

| 3

Elements such as inefficiency, lack of effectiveness and effectiveness are presented as the causes of the crisis of the Welfare State, through its base being anchored in the bureaucratic model, with "questionable practices" and that prevailed until the 1980s. Therefore, the search for answers to the questions that arose through the globalization process has led to new perspectives for public management (ANDION, 2012; DENHARDT, 2011).

The understanding that globalization entails new forms of structural organization of society requires an understanding of what is expected about patterns of equitable competitiveness (understanding the bias of individualism as the basis of the new neoliberal economic system), sustainability (which discusses the importance of the fair use of natural resources and the distribution of income in an accessible way) and good government practices (reflecting on public policies around social aspects and "peacefully") (DENHARDT, 2011).

Precisely, these new forms of organization are responsible for bringing reflections on the State, Neoliberalism, the New Public Management and its relationship with Education. When we talk about "new demands", the global perspective of social and economic transformations, the intensification of competitions for positions in the economic blocs that point to the union of countries in continental relations, the promotion of participatory democracy and the responses to the longings of society in general, the emergence of new paradigms for the conduct of public management is perceived.

Although it is possible to attribute to the term "management" several meanings, when it comes to the "public thing", it becomes evident some peculiarities regarding the fact that public management is inherently different from the management of the private sector. However, the use of managerial precepts based on these transformations' points to the reconfiguration of the state model. It is in this context that public management assumes the function of facilitating the execution of society's wishes, through a cycle of activities that culminate in the materialization of public policies.

The New Public Management is characterized as a normative model capable of replacing the bureaucratic model, based on rules, authority, centralization and other aspects that, according to its advocates, have made the State inefficient (DENHARDT, 2011), consisting of methodologies that use business logic, based on marketing principles, for public administration.

Andion (2012) points out that this management model, by taking as a basis the competition and the focus on results, encourages an agenda of reforms that are directed to a break with traditional public administration, using theoretical currents that modify the structure of the State. With the idea that the State must take into account the proposed changes in the globalization process, NGP materializes with the implementation of elements such as: | 4

Professionalization of high bureaucracy;

Transparency and accountability;

Decentralization in the execution of public services;

Organizational decentralization in the exclusive activities of the State;

Control of results; New forms of control;

Two forms of autonomous administrative units: agencies that carry out exclusive state activities and decentralized agencies, which operate in social and scientific services.

Marques (2020) points out that according to the Latin American Council for Development (CLAD) these elements indicate that the changes do not direct the State to a withdrawal of its services from the public field. NGP proposes a reconstruction of the State, in the sense that it transfers the idea of "Minimum State" to that of "Better State", consolidating models based on the requirements of effectiveness, as in the private sector.

One of the aspects of NGP to be highlighted is the "opening up" of spaces for social participation in public management. The idea that efficiency and effectiveness, the results achieved, the benchmark of competitiveness has taken a prominent role in NGP, fosters the

materialization of management based on an ideal of participation, as co-responsible for the development of public services. However, this format of participation, contradictorily, opens space for new forms of regulation, with the entry of private sectors, through foundations, which interfere and, at the limit, define educational policies. We have, therefore, the market regulating the public thing, in clear privatization movement.

This is the dilemma of school managers in the state network of Pernambuco. At the same time that, through the Program of Modernization of Public Management, elements of managerial bias are included in the educational network, school actors assume a role of co-responsible for the results, fostering the discourse of quality based on the NGP model.

Mendes (2000) point out that in the context of the changes caused by the implementation of managerial measures, a new hegemonic model is presented, which transforms organizational conceptions and practices of public services, consolidating the incorporation of competitive and individualistic logic based on the ideal of the market. With this model as a paradigm, the partnership of public institutions with private institutions and the discourse of efficiency as a synonym of quality, which until then presented itself as something from the private field, becomes the reference of the public sector.

In this article, we will analyze how the Program for Modernization of Public Management - Goals for Education (PMGP-PE), implemented in Pernambuco, with the discourse of guaranteeing educational quality, outlines a management model in the training of school managers, through the Training Program of School Managers of Pernambuco (PROGEPE), based on the reorganization of educational institutions of the state network, consolidating the perspective of the New Public Management in Pernambuco education.

New public management and social participation

In order to better explain the objective of the PMGPE – Goals for Education, it is necessary to point out how the Eduardo Campos government project was elaborated, based on Results Management, one of the precepts used by NGP.

To begin our discussion on this topic, which will deal specifically with the PMGPE/Goals for Education document, we highlight an important placement made in the document itself by the then Secretary of Education. In his speech, he states that, after years of stagnation, the country returns to the growth scenario and that the state of Pernambuco follows this panorama, assuming a role of responsibility for maintaining itself in this cycle. The Secretary also points out that to "be prepared in order to meet so many achievements, it would

be necessary to establish parameters of education priorities, thus enhancing opportunities for Pernambuco people" (PERNAMBUCO, 2008). This vision is associated with the neoliberal movement of producing a state capable of, with its discourse in favor of equality and opportunities, based on the ideal of meritocracy, effecting the care to the less assisted population, also promoting the expansion of spaces that contribute to social participation in the public sphere, aimed, however, at the realization of the managerial model.

The model that is presented in the context of NGP appears in Pernambuco in line with what was set at that time in the state and Federal governments, in order to meet the demands placed by the market, aiming at the restructuring of the State. The reforms arise in a larger context of demands that Pernambuco, like the other states, should meet, inserting itself in the framework of the so-called modernization of the public sector.

Eduardo Campos, when assuming the government of Pernambuco, in view of the poor results presented in education in external evaluations, particularly from the 6th to 9th year establishes the purpose of management for education to increase these indicators (PERNAMBUCO, 2008), aiming to make the state's education one of the best in the country. Thus, the Program for Modernization of Public Management / Goals for Education emerges, aiming to ensure the improvement of the quality of public education through a state policy, reverberating actions that improve educational outcomes.

The Project for The Modernization of Management in Education intends to improve the Educational Development Index of the State of Pernambuco (IDEPE), based on results management, which is a characteristic of NGP, as a strategic mechanism.

The PMGPE/Goals for education, has as main objective "to consolidate in the educational institutions of the network, the culture of democracy and popular participation, based on diagnosis, planning and management, always focusing on results" (our griffin) (Pernambuco, 2008). Oliveira (2015) points out that education, which has as a formal space the school, suffered the criticisms that reached modernity, so that NGP assumes the function of reestablishing the contract between State and society fostering greater investment of the community. And so, it is possible to understand the format of participation that this model originates.

It is necessary to highlight that this participation, as pointed out by the author, is nothing more than a way of orchestrating a new model of organization based on the management model. Thus, it highlights that participatory democracy arises in the reform of the State, materializing a greater involvement of social actors in the cycle of policies, from its elaboration to its implementation, being part of the process called governance, which can be understood from the

definition of the World Bank in its document *Governance and Development* of 1992, while "the exercise of authority, control, administration, power of government".

Dallari (2004) states that for years participation assumed a bias of granted law and, therefore, the spaces of dispute for guarantee and materialization of democratic processes, incorporated the meaning of conquest. NGP establishes another concept of participation, which establishes a co-responsibility of the subject in relation to the results, which materialize the sense of quality in the discourse. Thus, failure or success is the collective responsibility of the school's actors, even if the State does not comply with its obligations, seeking to exempt itself from its responsibility.

Araújo (2015) highlights how the discourse on accountability materializes as a practice of modernization of public management and assumes different configurations. It also states that the improvement of public sector performance depends on two mechanisms of accountability, which are the logic of the results and the competition administered.

One of the principles of NGP that materializes in educational policies, pointed out by Verger (2015), is the professional management of services. In Pernambuco, school managers participated in a training program so that the idea of professionalization establishes the perspective of what can be offered to the institution by the actor of the organization through the profile built in the Training Program of School Managers of Pernambuco (PROGEPE). This data is the result of the doctoral study developed by Maranhão (2016), through research on the training course of managers and its influence on the process of quality of education. The thesis points out how the course directs the manager profile based on the idea of performativity (BALL, 2005), with managerial characteristics, aligned with the precepts of NGP.

The central ideas of the New Public Management are an administrative state in the style of private initiative; management contracts between units; performance evaluation; emphasis on results; reducing the power of bureaucracy; focusing on efficiency; search for regulatory mechanisms; systematic introduction of productivity concepts; flexibility; competitiveness administered; participation of social agents and control of results; focus on the citizen, budget and evaluation by results and performance; strengthening and increasing the autonomy of bureaucracy; decentralization in the formulation and implementation of policies and finally greater autonomy to the executing units (ARAÚJO, 2010, p. 145, our translation).

The intention of the government of Pernambuco to enable a public management model with managerial bias is to establish a new organizational culture based on business precepts, in order to implement an educational model that becomes a national reference and is highlighted in large-scale evaluations. Therefore, it is necessary to instill the discourse of participation as

an idea that governs the practices of school institutions in the search for results. According to Gomes (2009, p. 69, our translation), it is possible to understand the management by results as

[...] the cycle that begins with the establishment of the desired results, from the translation of the government objectives; prescribes the monitoring and evaluation of the performance of the organization or public policy from the scope of these results; and feeds back the management system, providing corrective actions resulting from this evaluation.

The author points out mechanisms of the business field that have been used by the public administration with regard to results, efficiency, effectiveness, among other aspects. Issues such as monitoring and evaluation of performance emerge as elements that materialize the discourse of accountability of the subjects who result from their participation process in the search for these results.

Not different, the Training Program of School Managers of Pernambuco (PROGEPE), presents contexts that demonstrate this "participation" so that managers face the process of "including" the various segments that build the school in the demands presented, evidencing performance compatible with that demanded by the management model. Therefore, it is clear how managers receive the task of "motivating" their "employees" to "wear the shirt" | 8 (MARANHÃO, 2016) and seek the results. This is an essential task that needs to be accomplished in order to ensure the good performance of the network. Although the concept of Ball (2005) is *performativity* (*performatividade*), in the management program of the government of the state of Pernambuco, the understanding of performance is tied to the concept of results, as in the business field. Thus, participation is a constitutive element of educational quality, which translates into good performance, result, in evaluations. Thus, democratic management, which can be sustained in different conceptions of hybrid form (ALVES, 2019), is an important component in the practice of the manager, being highlighted in the training material of PROGEPE.

Thus, the training of school managers in Pernambuco, clearly based on managerialism, ends up helping to materialize in the school the discourse of management by result, so that terms such as ranking, bonus, performance, meritocracy, are naturalized in the discourse of the school community, misaligned, thus, to the discourse of socially referenced quality.

An important element of NGP is the discourse of evaluations as a quality measurement instrument. It is in this panorama that the measure of efficiency also appears under a bias described as of total quality by Gentili (2001), which for him has a mercantile sense and is identified as a discourse focused on utilitarianism, which indicates a posture that denies the

emancipatory educational process for the majority of society.

Some studies (SOUZA, 1997; BRUNO, 1996; OLIVEIRA, 1996) affirm that the search for quality education is conditioned to capitalist restructuring and productivity logic, considering that in a globalized and technological society the focus of the productive process becomes the intellect and not the force. This concern with the investment in the quality of public education promotes, in addition to a search for better education, a greater investment in the qualification of education systems. In this perspective, PROGEPE can be considered as an investment for the training of professionals, which legitimizes actions of a managerial nature in the training and practice of school managers.

PROGEPE, participation and managerialism in the quality of Pernambuco education

Starting from the idea that external evaluations function as a means of measuring a perspective of educational quality and that defines a type of quality, the functioning of state actions in education, it is understood that the configuration of PROGEPE aims to create a profile for school managers of the state network of Pernambuco, promoting the consolidation of managerial discourse, based, however, on a "seemingly" more participatory model capable of promoting "social inclusion". Although it is understood that some processes inserted within the managerial context favor participatory spaces and greater inclusion, it is possible to perceive contradictions while these panoramas present inconstancy regarding results and how they define success within the school environment, as well as in life.

This understanding is based on the premise that Pernambuco is not different from other places, also meeting market demands, collections for the results of public services (in the field of public education mainly) and good performance in external evaluations. In this sense, it accepts the NGP discourse regarding efficiency, effectiveness, economics, performance culture and results. However, it also expresses contradictions of reality, while making possible, for example, the democratic management of education and the participation of different segments of the school, opportunistic diverse profiles that differ from the managerial character.

Thus, the discussion educational quality is tied to the development of rankings, which create a sphere of competitiveness and productivity without a reflection on the process of seeking these results. Therefore, external evaluations are taken as instruments that fit policy systems and guidelines. PROGEPE thus emerges as an action that aims to establish a productive organizational culture focused on the individual/collective performance of the school institution, as it holds the actors responsible for the final product and mobilizes several changes

around the achievement of goals and satisfactory results. The managements of educational systems apply elements of the business, managerial approach, when they are guided by their guardians to do so, pressing in this sense so that, within the school, school managers also take this attitude and promote actions of their "employees".²

The managerial nature that is established in the materialization of PROGEPE can be seen in the very constitution of the course, which formats a profile for the manager in line with the Modernization Program of the State Government. The school manager assumes a role as manager in not only bureaucratic issues, but also the moderator of conflicts in general, but also follows the teaching-learning process focusing on the results of evaluations, promotes inclusion and social participation in collective spaces of deliberation and fosters the view of collective work as a source of success or failure. Thus, PROGEPE, in addition to forming a manager, focuses on pedagogical political issues of the manager's work. This new profile is demonstrated as a result by Maranhão (2016) when managers point out the difficulty in leaving the bureaucratic cycle and assuming pedagogical functions that until then were under the responsibility of coordinators, pedagogical supervisors.

The training course for the school principal in Pernambuco is regulated through Decree No. 38,103 of April 25, 2012, which establishes PROGEPE, which aimed to promote formative, diagnostic and evaluative actions to "contribute to the formation of systemic leaders capable of acting in the school as a whole, ensuring aspects related to the quality of education" (PERNAMBUCO, 2012, p. 2, our translation).

The Decree points out as justification that the opening of a training course for school managers is considered by the state as a commitment to social quality, being associated with the Pact for Education, which is "instituted with the purpose of promoting the accountability of the state government, schools, families, and the alliance with various sectors of society with the aim of achieving the social quality of education" (PERNAMBUCO, 2012, p. 2, our translation).

Although the discourse of quality is associated with the paradigm of what has been called socially referenced quality, its materialization appears linked to the management elements that foster competitiveness, the creation of rankings, the performance bonus and meritocracy, constitutive elements of the NGP's management discourse.

One aspect to be highlighted about the bonus is the fact that, in addition to the competitiveness it establishes, it is also associated with the issue of professional valorization,

² Language used in the business field and that was brought to public management in order to remove the weight of accountability and encourage participation as a natural process and not with mandatory productivity bias.

which is no longer a reference, in addition to the workers in education not to perceive themselves as peers. Regarding the characteristics that permeate the context presented here, Oliveira (2004) points out that the state reforms promoted in Brazil throughout the process of redemocratization to this day have brought a relationship of deprofessionalization that can be discussed in various scenarios.

One of the comments that can lead to reflection on this scenario is what the author points out as proletarianization, which consists of the "loss of control of the worker (teacher) of his work process", so that proletarianization opposes the idea of professionalization, understood as "condition of preservation and guarantee of a professional status that takes into account the self-regulation, specific competence, income, license to act, advantages and own benefits, independence" (OLIVEIRA, 2004, p. 1136, our translation).

PROGEPE defines the participation of education actors, especially teachers, as fundamental. This view meets the principles of NGP regarding the fact that this model promotes the participation of subjects in public administration. However, social participation in this perspective, according to Oliveira (2004, p. 1131, our translation), indicates that

[...] the school management model adopted will be based on the combination of forms of planning and central control in policy formulation, associated with administrative decentralization in the implementation of these policies. Such strategies enable local arrangements such as budget complementation with resources from the assisted community itself and partnerships.

| 11

The author points to a practice that is now inserted in the school environment of the public network of the state of Pernambuco: monitoring. The PMGPE presents as the basis of its development, the PDCA Cycle³, which is the constitution of a culture of analysis and implementation of a cycle that reverberates in a behavioral change of the organization. One of the main characteristics of the PDCA cycle is the monitoring (Check - C) that at first aims at generating data to materialize the results. However, monitoring has assumed an authoritarian bias, whereas from the participation of the construction of school activities, to the consolidation of teaching work, it is tied to obtaining the results by the educational system, having as a condition the receipt of the educational bonus.

In this scenario, the idea of accountability arises as an aspect of participation, but that removes the responsibilities of the State, not only in the conduct, but in the maintenance of

³ The PDCA cycle is a methodology for the elaboration of the Public Policy Management Cycle that consists of the following steps: formulation (P - Plan), implementation (D - Execute), monitoring (C - Check) and evaluation (A - Act).

infrastructure and other aspects, and also the idea of quality associated with the result, as a seafarer of the success or failure of the institution and, therefore, of its actors. It is important to highlight how Oliveira (2004) points out how much teaching work has been undergoing processes of deprofessionalization and proletarianization over time, deepened in this management model. Not only being an issue caused by aspects of the teaching activity itself, but also by changes that interfere in the way society perceives education, it is understood that these are used by the system to promote a management that monitors the teaching activity in search of results, undoing the process, professional valorization, among other important elements.

Cyclically, it is possible to return to the idea that Ball (2005) points out about professionalism, managerialism and performability, which clarifies how much since the participation of subjects in training spaces or even where the results are produced, the subjects tend to assume and support, through their actions, the discourse of the NGP. In our research, we evidence that the managers themselves (many, before the process of training and selection to the position, teachers of the state school system) incorporate and materialize the managerial basis of this government project. Although the bias of social participation pointed out by the documents is based on the intervention of civil society in the decision-making spaces of elaboration and implementation of public policies, in this scenario, it assumes the place of taking part, but not based on the idea of the collective for the benefit of the social, but, following the neoliberal booklet, in the process of search for results, promoting competitiveness and competition between professionals and schools. | 12

The speech of a manager interviewed in the study clearly points out this 'adequacy' of the school environment to the management discourse when she states that the Educational Development Bonus (BDE) "works as this motivation and could not be granted only the role of manager in view of the fact that recognition should be to the entire team that fought for the achievement of the goals" (Manager 3). Participation goes from intervention in spaces of struggle, to the fight for the result set as a goal to be achieved by the segments of the school, including those that apparently induce the subjects to think that they actually decide on the process autonomously.

On the use of discourse in various forms and contexts to control a given group, Dijk (2012) states that most formal discourses, public or printed, leave out the speeches of the less powerful so that they figure only as receivers. Fairclough (2001), states that discursive practices become efficient when they become naturalized and reach the status of common sense, as we can see in the discourses of the subjects about the new model, with their managerial arrangements, without questioning the interposition of ideas for education.

PROGEPE documents point to quality in a socially referenced perspective. However, in the implemented actions it is possible to identify elements that contradict this idea and promote what has been put in the neoliberal proposals about public management. A smaller space of the State and, on the other hand, the accountability of the subjects in the results; the meritocracy seen as recognition of performance through the bonus, which escapes the precepts of the appreciation of the professional; the ranking of institutions as a way to establish competitiveness and perhaps the fractionation of the category; the technical professionalization of the public official as a way to ensure efficiency and effectiveness are aspects of the naturalization of the discourse on the quality of education, not in line with the socially referenced perspective, brought in the PROGEPE documents.

A concept was worked from the perspective of social quality. But what is the social quality of education? If we think it's for the emancipation of our students, when they're employed, taking groceries home, helping the family, isn't that emancipation, too? It's just that we usually see emancipation as social struggle, but our students need guidance for their reality. Many don't even expect to pursue an academic career because they need to survive in the jungle and get a job. (Manager 2)

The management's speech reflects the naturalization of this perspective and the strengthening of the NGP's assumptions. Not only does the subject who performs it need technical training without critical reflection on their condition and performance, but students who receive formal education in the school environment, also, by their speech, must be prepared and aligned with their realities so that they can "survive". This is not only a vision of the manager or the state of Pernambuco itself, but a construction that has been gradually in the educational system.

Corroborating the naturalization of this perspective, Vieira (2007) argues that when the moment of the search for the consolidation of the teaching-learning process, after the period of democratization of access, this would be the moment to approach quality and there is, in the author's view, no other means than indicators. It is important to reflect that sometimes this idea of indicators does not faithfully portray aspects that are part of the school's action and that constitute the final role of education. When emancipation is associated only with the labor market and the insertion of the subject in this platform, the speech about meritocracy is encouraged as associated with effort and also the understanding that this emancipation is only financial, but that it is not consolidated in a real way with the exercise of democracy.

The spectrum of management, of NGP, reverberates in the fact that the subjects perceive themselves inserted in a panorama that does not allow reflections on what is put and only follow

the guidelines, regulations and regulations. In this case, managers choose to abstain from questioning and to adhere to the NGP movement, as pointed out by the speech of one of the managers interviewed.

It's a new panorama as I've said. If we now have to live under this aspect of numbers, I see nothing wrong with encouraging our staff and our students to achieve the numbers that the government expects of us. Think [...] it's not just numbers if we understand that they are responsible for defining good public services. If, the numbers become parameters, the new government management model only forces us to work in this new perspective. (Manager 8).

This fragment of speech makes it clear that participation leaves aside the aspect of social control and occupies a new space that is associated with the realization of the activities necessary for the production of the numbers that will be the goals to be achieved. This data is relevant, as Oliveira (2004) points out, and demonstrates how much the imposition of control procedures has been a practice of teacher devaluation. That is, given the fact that one cannot intervene in what is being proposed as a new model, it is only up to the subjects to accomplish what is put.

| 14

Final considerations

In Pernambuco's educational policy, materialized in the PMGPE/Goals for education, it is observed that the principles of NPG are hegemonic. The centrality of evaluations, management by goals and results, professionalization of management, competitiveness, partnership with private sector institutions are its key elements. Therefore, one of NGP's main objectives of transforming traditional public administrations into performance-focused organizations is established.

Pernambuco is committed to boosting public services by making them more efficient and effective, committing to the use of public money and quality care to citizens, from the implementation of the Management Modernization Program in the State. This political arena generates another concept of quality that is characterized by the establishment of goals and results. The implementation of the Training Course for School Managers emerges as a tool for the formation of a group of managers with specific profiles to deal with the new reality of public management.

Not only in Pernambuco these innovations in public management occur, considering that they have been caused in recent years to the National Program to Support the

Modernization of the Management and Planning of Brazilian States and the Federal District (PNAGE) that occurs at the national level. However, the differential in Pernambuco was, in a short period of time, to present a relevant increase in the results of large-scale evaluations, thus becoming a national reference, materialized through educational indicators. Together, all these elements present themselves as components of a framework of proposals for changes in the state capable of promoting efficiency and effectiveness, required in this public management model.

The government's effort to present a discourse that strengthened the idea of participation and collectivity around the achievement of quality would be the means for a greater support of teachers to management by results. In this sense, the model of participation, as well as that of management itself, incorporate elements that depart from the sense of socially referenced quality and begin to foster a dynamic endorsed in numbers so that the index is the main mechanism capable of favoring neoliberal discourse in spaces that throughout history have constituted plurals and social change that are schools.

The PMGPE/Goals for education emerge presenting as objective to ensure the quality of public education, through a state policy that redefines the parameters of school management and redirects the professional training of the manager, carried out through PROGEPE, in order to materialize a managerial profile. At the same time, the PMGPE/Goals for education points to the implementation of a quality public educational system that aims to ensure access, permanence and full training of the student, based on inclusion and citizenship, in addition to consolidating in the teaching units the culture of democracy and popular participation, making evident the contradictions that permeate the discourse of quality and participation in the state network of Pernambuco.

This discussion permeates other aspects that constitute this panorama of NGP and its interventions in the educational system. Thus, every sense given to what has been seen in Brazilian education in recent years deserves further deepening to help in understanding what is being proposed as a policy, through the public education networks themselves and how all this reverberates in the way that this education can empower the subjects for the exercise of citizenship and not just the preparation of the labor market.

REFERENCES

- ALVES, A. V. V. Gestão democrática da educação: democracia liberal e/ou deliberativa. **Educação e Fronteiras**, Dourados, v. 9, n. 26, maio/ago. 2019. Available: <https://ojs.ufgd.edu.br/index.php/educacao/article/view/12766>. Access: 10 Jan. 2021.
- ANDION, C. Por uma nova interpretação das mudanças de paradigma na administração pública. **Cadernos EBAPE.BR**, Rio de Janeiro, v. 10, n. 1, mar. 2012.
- ARAÚJO, M. A. D. Responsabilização da administração pública: limites e possibilidades do gestor público. *In: Construindo uma Nova Gestão Pública*. Coletânea de textos do I Ciclo de Palestra organizado pela Escola de Governo do RN. Natal, RN: SEARH/RN, 2010.
- BALL, S. J. Profissionalismo, gerencialismo e performatividade. **Cadernos de Pesquisa**, São Paulo, v. 35, n. 126, set./dez. 2005.
- BRUNO, L. Educação, qualificação e desenvolvimento econômico. *In: BRUNO, L. (org). Educação e trabalho no capitalismo contemporâneo*. São Paulo: Atlas, 1996.
- DALLARI, D. A. O que é participação política? Coleção Primeiros Passos. São Paulo: Brasiliense, 2004.
- DENHARDT, R. B. **Teorias da administração pública**. São Paulo: Cengage Learning, 2011.
- DIJK. T. A. V. **Discurso e Poder**. 2. ed. São Paulo: Contexto 2012.
- FAIRCLOUGH, N. **Discurso e mudança social**. Brasília: Editora Universidade de Brasília, 2001.
- GOMES, E. G. M. **Gestão por Resultados e eficiência na administração pública: Uma análise à luz da experiência de Minas Gerais**. 2009. 187 f. Tese (Doutorado em Administração Pública e Governo) - Escola de Administração de Empresas de São Paulo, Fundação Getúlio Vargas, São Paulo, 2009.
- MARANHÃO, I. M. de L. **O curso de formação de gestores escolares de Pernambuco (PROGEPE) e a qualidade da educação da rede estadual de ensino**. 2017. 196 f. Tese (Doutorado em Educação) – Universidade Federal de Pernambuco, Recife, 2017.
- MENDES, V. L. P. T. **Gerencialismo - Serviço público: Administração pública**. *In: ENCONTRO ANUAL DA ANPAD*, 24., 2000, Florianópolis. **Anais [...]**. Florianópolis: Anpad, 2000. Available: <https://ria.ufrn.br/jspui/handle/123456789/1032>. Access: 28 Dec. 2020.
- OLIVEIRA, D. A reestruturação do trabalho docente: precarização e flexibilização. **Educação e Sociedade**, Campinas, v. 25, n. 89, set./dez. 2004 Available: <https://www.scielo.br/j/es/a/NM7Gfq9ZpjpVcJnsSFdrM3F/?lang=pt&format=pdf>. Access: 10 Dec. 2020.

OLIVEIRA, D. A. A qualidade total na educação: os critérios da economia privada na gestão da escola pública. *In*: BRUNO, L. (org). **Educação e trabalho no capitalismo contemporâneo**. São Paulo: Atlas, 1996.

OLIVEIRA, D. Nova Gestão Pública e governos democrático-populares: contradições entre a busca da eficiência e a ampliação do direito à educação. **Educação e Sociedade**, Campinas, v. 36, n. 132, jul./set. 2015. Available: <https://www.scielo.br/pdf/es/v36n132/1678-4626-es-36-132-00625.pdf>. Access 15 Dec. 2020.

PERNAMBUCO. Secretaria de Educação de Pernambuco. **Programa de Modernização de Gestão Pública: Metas para educação**. Pernambuco: SEE, 2008. Available: www.educacao.pe.gov.br/upload/.../programa_de_modernizacao.pdf. Access: 11 Nov. 2014.

SOUZA, S. M. Z. L. Avaliação do rendimento escolar como instrumento de gestão educacional. *In*: OLIVEIRA, D. A. **Gestão democrática da educação: Desafios contemporâneos**. 3. ed. Petrópolis, RJ: Vozes, 1997. p. 264-283.

VERGER, A. Nueva gestión pública y educación: elementos teóricos y conceptuales para el estudio de un modelo de reforma educativa global. **Educação e Sociedade**, Campinas, v. 36, n. 132, jul./set. 2015.

VIEIRA, S. L. Gestão, avaliação e sucesso escolar: recortes da trajetória cearense. **Estudos Avançados**, São Paulo, v. 21, n. 60, 2007.

WORLD BANK. **Governance and development**. Washington, Oxford University Press, 1992.

About the authors

Luciana Rosa MARQUES

Professor of the Post-Graduate Program in Education of the Federal University of Pernambuco.

Iágrici Maria de Lima MARANHÃO

PhD and Master in Education from the Federal University of Pernambuco.

Processing and editing: Editora Ibero-Americana de Educação.
Correction, formatting, normalization and translation.