

THE USE OF THE PRIMARY EDUCATION DEVELOPMENT INDEX (IDEB) BY SCHOOL MANAGERS: CHALLENGES FOR THE QUALITY OF EDUCATION

A UTILIZAÇÃO DO ÍNDICE DE DESENVOLVIMENTO DA EDUCAÇÃO BÁSICA (IDEB) PELOS GESTORES ESCOLARES: DESAFIOS DA QUALIDADE DA EDUCAÇÃO

EL USO DE LOS DATOS DEL ÍNDICE DE DESARROLLO DE LA EDUCACIÓN BÁSICA (IDEB) POR PARTE DE LOS DIRECTORES DE ESCUELAS: DESAFÍOS DE LA CALIDAD DE LA EDUCACIÓN

Somario de Oliveira FRANÇA¹
Kallyne Kafuri ALVES²
Ana Lúcia Cunha DUARTE³

ABSTRACT: This article is part of the research on School Management and the Primary Education Development Index (IDEB) in two municipal schools in Floriano city – Piauí, Brazil. The objective of this research was to analyze the quality of basic education from the projected and observed goals in two schools. This work outlines the study on the issue of the use of the education quality indicator by school administrators. Therefore, primary data from interviews with the school community are analyzed, made in three methodological steps (observation, semi-structured interview and document analysis). Weaving with authors as: Melo and Bertagna (2016), Ferrarotto (2021), Schneider and Nardi (2014) Silva (2009) e Fonseca (2009) and also , especially on the concepts of management, assessment and the quality of education. Data show the possibility of expanding the use of IDEB indicators, beyond the bonus system that the municipality of Floriano adopts. With the expansion of the proposed use of indicators, it is suggested to expand the perspective of assessment carried out in the school's management spaces. It is concluded by suggesting the promotion of public policies that make it possible to improve the infrastructure conditions and training spaces for managers. It points out the need for protagonism, valuing the instruments of listening and autonomy, making participation processes feasible.

KEYWORDS: School management. Educational quality. Primary Education Development Index.

¹ State University of Piauí (UESPI), Floriano – PI – Brazil. Substitute Professor. Professional Master's in Education (UEMA). ORCID: <https://orcid.org/0000-0002-2307-2483>. E-mail: somariofranca@gmail.com

² State University of Maranhão (UEMA), São Luís – MA – Brazil. Scholarship. Member of the Study Group on Education Management and Evaluation (GESTA/UEMA). PhD in Education (UFES). ORCID: <https://orcid.org/0000-0001-5075-0676>. E-mail: kallynekafuri@hotmail.com

³ State University of Maranhão (UEMA), São Luís – MA – Brazil. Professor at the Pedagogy course and at the Graduate Program in Education. PhD in Education (UnB). ORCID: <https://orcid.org/0000-0002-6176-6750>. E-mail: duart_ana@hotmail.com

RESUMO: O artigo problematiza a utilização do Índice de Desenvolvimento da Educação Básica (IDEB) pelos gestores escolares e reflete sobre a perspectiva de qualidade de gestores escolares de duas escolas municipais de Floriano - Piauí. Realiza a produção de dados em três etapas metodológicas (observação, entrevista semiestruturada e análise documental) utilizando uma abordagem qualitativa. Utiliza como fundamentação teórica Mello e Bertagna (2016), Ferrarotto (2021), Schneider e Nardi (2014) Silva (2009) e Fonseca (2009) abordando conceitos de gestão, avaliação e qualidade da educação. Os dados apontam a possibilidade de ampliar o uso dos indicadores do IDEB para além do sistema de bonificação, o que pode alargar a perspectiva de avaliação em espaços de gestão escolar. Conclui-se, sugerindo fomento de políticas públicas que possibilitem melhorar as condições de infraestrutura e espaços de formação dos gestores. Demarca a necessidade de protagonismo, valorização dos instrumentos de escuta e autonomia, com viabilização de processos de participação.

PALAVRAS-CHAVE: Gestão escolar. Qualidade educacional. Índice de Desenvolvimento da Educação Básica.

RESUMEN: El artículo discute el uso del Índice de Desarrollo de la Educación Básica (IDEB) por los directores escolares y reflexiona sobre la perspectiva de calidad de los directores escolares de dos escuelas municipales de Floriano - Piauí. Realiza la producción de datos en tres etapas metodológicas (observación, entrevista semiestructurada y análisis documental) utilizando un enfoque cualitativo. Utiliza como fundamento teórico a Mello y Bertagna (2016), Ferrarotto (2021), Schneider y Nardi (2014) Silva (2009) y Fonseca (2009) abordando conceptos de gestión, evaluación y calidad de la educación. Los datos indican la posibilidad de ampliar el uso de indicadores IDEB más allá del sistema de bonificación, lo que puede ampliar la perspectiva de evaluación en los espacios de gestión escolar. Concluye sugiriendo la promoción de políticas públicas que permitan mejorar las condiciones de infraestructura y espacios de capacitación de los gerentes. Demarcó la necesidad de protagonismo, valorización de los instrumentos de escucha y autonomía, con la viabilidad de procesos de participación.

PALABRAS CLAVE: Gestión escolar. Calidad educativa. Índice de Desarrollo de la Educación Básica.

Introduction

This article focuses on the theme of School Management with attention to the processes of Educational Evaluation, having as horizon, the quality of education. This qualitative research seeks to reflect on the perspective of educational quality of school managers of two municipal schools in Floriano - Piauí, Brazil.

For this, it uses two investigative movements, based on data published by the Basic Education Development Index (IDEB in the Portuguese acronym) and on data from interviews with school managers, both produced in one of the three methodological stages of a Master in Education research of a public university in the Northeast region. In this proposal, the theme of the use of indicators by school management is cut from the data set and, based on the results, it

proposes the expansion of the use of IDEB data published between the years 2013 and 2017- correlated to principles of educational evaluation, such as protagonism, autonomy and participation in spaces for teacher training, in an "unbridled race in search of the indexes, even without transfer of resources for maintenance of educational programs, goes unnoticed by most managers generating a contingent of excluded that do not fit the requirements of standardized external evaluations" (SANTOS *et al.*, 2021, our translation).

In this bet, it is understood that the word "quality" is complex, which requires considering its polysemic and multidimensional character. Thus, we resort to the authors Oliveira and Araújo (2005), Dourado and Oliveira (2009), Silva (2009) and Fonseca (2009), in the understanding that the concept of quality is historical. Therefore, with the intention of reflecting on school management, the possibilities for evaluation and the quality of education, we start from the problematic that circumscribes the field of public schools, in the concern with the data of the secondary indicators of IDEB, the use and treatment of these data by school managers and, in fact, the provision of quality education in the public system. The justification, in turn, lies in the relevance of thinking about the concept of evaluation in the context of school management. With this theme, we develop possibilities to strengthen the educational work in teaching units, which may lead to academic and applied contributions to the school reality. In this sense, it is necessary to address the concept of quality, from the theoretical framework based on Oliveira and Araújo (2005), Dourado and Oliveira (2009), Silva (2009) and Fonseca (2009).

The investigative purpose reflects on how the concept of quality is approached by managers and, from there, discuss which work possibilities are possible to be developed, having in mind the quality of education. Thus, the article is organized in 05 (five) sections: the introduction, on quality of education in the context of school management, the concept of school evaluation from the dialogue with school managers, on the use of IDEB: notes for school management, and the final considerations that reiterate how we met the research objectives, followed by the references. In this proposal, we move on to the second topic which details the quality of education in the context of school management.

The quality of education in the context of school management

When considering the concept of quality as historical, it is understood that it changes in time and space, as it is related to the society projects of each period, and adopted by Brazilian education. Thus, it is not strange to find different meanings for what is conventionally called

"quality education" in each period. What may be quality for one may not be for another in a given historical period. And this quality may differ according to the values, experiences, and social position of the subjects. In the context of the Brazilian re-democratization, the issue of "quality education", for example, was directly linked to the guarantee and enforcement of the right to education.

It is understood that the concept of quality related only to the right to education does not correspond to what actually happens. It can be said, then, that the democratization of access did not necessarily accompany the democratization of knowledge and educational quality. This is because, although the legislation points to quality, there is no effective implementation of the policies in the educational reality. An example is the 1988 Federal Constitution (FC), which presents in its article 206, VII, the following wording: "guarantee of quality standard" (BRAZIL, 1988). Given this, the question is: what is this standard that legislators mention in the Brazilian Constitution (BRAZIL, 1988), and whether these standards are current, considering the problem of large-scale evaluations in the Brazilian history, which "compose quality indexes, which emphasize results by creating rankings of schools, often without analyzing the various problems faced by education professionals and students of schools that obtain low performance in these ratings". (MELLO; BERTAGNA, 2016, p. 1135, our translation).

The 1988's FC (BRAZIL, 1988) was a law that emerged from a discussion process that allowed the insertion of several wishes of society, and the idea of quality represents these wishes of the population. The quality of education that was expected by the population, and placed as a right in the Constitution, suffered the processes of historical transformation and, despite having been reproduced in other legislations such as the Law of Directives and Bases of National Education (LDBEN), nº 9.394 of 1996 (BRAZIL, 1996), its idea is no longer the same. It was also seen that in the maneuvers of capitalism, neoliberal systems were implemented in State reforms aiming to decrease its action in social policies. Thus, the 1995 Master Plan for Reform of the State Apparatus (PDRAE in the Portuguese acronym), elaborated by Luis Carlos Bresser Pereira, promised a way out to overcome a "crisis" attributed to the Brazilian State. This reform advocated replacing the bureaucratic pattern of public management with a model known as "managerial public administration" (PEREIRA, 1998). In this model of managerial public administration, the idea was to modernize the bureaucratic apparatus in order to increase efficiency in state performance. Thus, it was no different in the educational sector. According to Oliveira and Fonseca (2005, p. 58, our translation), a discourse of

[...] educational modernization, management, decentralization, school autonomy, competitiveness, productivity, efficiency and quality of educational systems, school and teaching, in the view of developing skills to meet the new productive and market demands in general.

This discourse is still quite recent, and it is always associated with the idea of improving educational quality, where the Brazilian government, with this same discourse, proposes a program called "Future-se", which consists of a project of privatization of education. This project aims to give greater financial autonomy to universities and institutes by promoting their own fundraising and entrepreneurship (BRAZIL, 2020). In this context, it is noted that the market discourse is what is associated with the idea of quality in this context, as Silva (2009, p. 221, our translation) points out that "in accordance with managerial logic, programs such as: Improvement of the Quality of Basic Education in Minas Gerais 1995; Quality of Public Education in Paraná 1995; Program for Expansion and Improvement of High School 1998 were implemented". These programs represented what was imagined as quality in the managerial context. This conception of quality originated in the World Bank and is one that remains today. It "is based on technical rationality, and has served and serves as a reference for the formulation of policies for public education in the country" (SILVA, 2009, p. 222, our translation).

It is observed, in the theoretical review, that in the historical process there was a sharpening of tensions between the expectations of quality improvement and the availability of budgetary resources. Thus, the logic of quality was based on the ideas of efficiency and productivity, without taking relationship with other factors also important to be considered (MELLO; BERTAGNA, 2016). Another conception of quality is presented when it comes to government policies directed to the educational system as the instruments for promoting this quality. Examples are: external evaluation policies; public funding policies; technological innovation; among others. It was seen that the historical movement is in charge of changing these conceptions of educational quality. In this movement, it is worth mentioning the concept adopted by the National Education Plan (PNE in the Portuguese acronym) 2014 to 2024, Law No. 13.005/2014. (BRAZIL, 2014).

The plan was widely discussed by educators until its approval for the duration of 10 (ten) years, and was considered a victory in the sense that the PNE, currently in force, constitutes a document that defines collaborative commitments among the federative entities and various institutions for the advancement of Brazilian education (BRAZIL, 2014). Unfortunately, like many other national documents with the same characteristic, these are forgotten as time goes by. The idea of quality adopted by international organizations is still very strong, and becomes almost hegemonic in the Brazilian educational context. In an attempt to

get closer to the conceptions of quality presented by school administrators, the research on which this study is based asked the following question in the semi-structured interview script: What is your conception of quality in Brazilian public education? In the speech of some managers, explaining their conception of quality seemed easy, but when it came time to verbalize this conception, contradictions between idea and reality emerged, aspects that we intend to address in the next topic.

Conceptions of school assessment from the interlocution with school managers

The research was developed in 02 (two) schools of the municipal public education network of Floriano - Piauí, Brazil. The choice criteria were adopted based on IDEB data, namely: a) IDEB results with a significant difference in 2017; b) schools attending the same educational stage; c) schools with similarities in physical and pedagogical structure. According to census data published by the Brazilian Institute of Geography and Statistics (IBGE, 2010), the municipality in which the research was conducted has an estimated population, according to the 2010 census, of 57,690 inhabitants, with one of the best Gross Domestic Product (GDP) indices in the state. Regarding education, the municipality is known for being a university hub, having in the city installed the public Higher Education Institutions (HEIs): Federal University of Piauí (UFPI), the State University of Piauí (UESPI) and the Federal Institute of Education of Piauí (IFPI). In the private sector, the municipality has the Floriano College of Higher Education (FAESF), besides other private institutions that offer distance and semi-attendance courses.

With regard to basic education, in 2020, the municipality had 52 active schools, 32 in the city and 20 in the countryside, serving about 8,000 students (PREFEITURA MUNICIPAL DE FLORIANO, 2020). From two of these schools, we work with the process of data production that integrated the dialogue with the school principal, coordinator and representatives of the School Council, totaling eight (08) people, five (05) from the Municipal School Anísio Teixeira, two (02) from the Municipal School Paulo Freire and one (01) coordinator common to both schools. It is based on the content analysis of the collaborators' speeches about the themes addressed. We used Bardin's Content Analysis, which is a set of communication analysis techniques that aim to obtain, through systematic and objective procedures to describe the content of the messages, indicators (quantitative or not) that allow us to infer knowledge related to the content of the messages.

It can be seen that these schools have a workload of personal and professional training that constitute them as managers in a dynamic process of experiences.

Their actions, as representatives in the management of the school institution, reflect these experiences, with reflections on the educational purpose, made in the sharing between the educator and the student, as observed in the following statement:

I would say that one of the main ones is the one that works the student with training for the future, for life. That education that works the student as a whole, not just the simple act of teaching to read and write, but of being a citizen and exercising his rights and duties (TEACHER REPRESENTATIVE OF ANÍSIO TEIXEIRA SCHOOL, 2020).

In this statement, the teacher representative details about the quality of education, making it possible to analyze how the school's work goes beyond content and teaching method. Another analysis of the concept of quality extended beyond the teaching and learning process is in the democratization of education, as pointed out by the parent representative of a school where the research was conducted:

For me quality is education for all, with equality, where all students have the same opportunity to learn. To me this is quality education! It is also when the public power plays its role. So, quality in public education is when all students have the same opportunity (REPRESENTATIVE OF PARENTS OF ANÍSIO TEIXEIRA SCHOOL, 2020).

Therefore, we corroborate with Mello and Bertagna (2006, p. 1137, our translation), who understand that "the educational quality, as pointed out earlier, requires a contextualization of factors adverse to the school, being more important to analyze the results to overcome the discrepancies than praising them through the media with emphasis on classification". We note that the conception of education is directed to the idea of building the man to live in society, a conception linked to the social function of the school and education. The parents' representative brings a conception about the access to education.

In this sense, the notion of quality is associated with the idea of individual right. For the principal of the Paulo Freire School, quality is the development, together with all the teachers, of tutoring classes and mock exams to prepare our students for the exams. Thus, it is clear that the concept of quality is directly linked to the results of large-scale evaluations, and this represents the idea of quality posited earlier, which is based on the idea of productivity imposed by international organizations such as the World Bank. Moreover, it is understood that the other answers represented these three conceptions of quality, and that some presented different conceptions in the same answer. This is the case of the coordinator who states the following:

For me, quality in education would be an education focused on equity, where we can offer means to reach all students. [...] So, in order for me to meet all these subjects, I have to have possibilities that reach all of them. Different ways, different means of reaching, quality for me is this (COORDINATOR, 2020).

From this statement, it is understood that the conception of quality is focused on the issue of expanding access to education, which is seen as a social right and presents the idea of technical organization as fundamental to achieve this quality. The possibilities she mentions in her speech are the financial resources, among others, which, as they are well managed, can reach this educational quality, according to the conceptions seen before. It can be seen that the statement initially given about the definition of quality diffuses with the understanding of the implementation of public policies. This implies understanding the polysemic, multidimensional, and conflicting dimensions of educational evaluation. It is understood that the concept belongs to each individual, within their contradictions, who will elaborate their concept of quality or simply adopt the existing ones, which mobilizes us to reflect on this problematic in school management, theme of the next topic.

Using IDEB: notes for school management

In the context of the advancement of external evaluation, which in some way is already part of everyday life at school, and exerts great influence on it (FERRAROTTO, 2021), this section deals with the results of large-scale assessments, with attention to how they have been used in the development of educational public policies, as well as how they are being disseminated. Along with this, it also highlights the characterization as the only thermometer to verify the quality of education in education networks and schools.

As a result of the use of these evaluations, there has been an expansion of the indexes generated in the regulation of education systems. As an example, we have the IDEB, which is calculated with data collected from *Prova Brasil* (applied to the 5th and 9th grades of elementary school, and the 3rd grade of high school), and from the School Census. At the state level, other indicators of their own have been created, as is the case of the State Evaluation System of Maranhão (SEAMA), implemented in 2019, by the State Department of Education of Maranhão (SEDUC-MA).

IDEB was created in 2007, during the second administration of President Luiz Inácio Lula da Silva, and is an integral part of the PDE and the Goal Plan *Compromisso Todos Pela*

Educação (All for Education Commitment), which was instituted by Decree No. 6,094, of April 24, 2007 (BRAZIL, 2007). According to art. 1 of the aforementioned decree:

The All for Education Commitment Goals Plan (Commitment) is the combined efforts of the Union, the States, the Federal District, and the Municipalities, acting in collaboration with families and the community, to improve the quality of basic education (BRAZIL, 2007, our translation).

The Ministry of Education (MEC) defines, in Chapter II, Article 3 of the All for Education Commitment Goals Plan:

The quality of basic education will be measured objectively based on the IDEB, calculated and periodically published by INEP, using data on school performance, combined with student performance, as stated in the school census and the Basic Education Evaluation System (SAEB), composed of the National Assessment of Basic Education (ANEB) and the National Assessment of School Performance (*Prova Brasil*).

Sole Paragraph. The IDEB will be the objective indicator to verify compliance with the goals set forth in the term of adhesion to the Commitment (BRAZIL, 2007, our translation).

The main axis of the document is the quality of education, which requires coordination, as stated in Article 1, between the Union, the States, the Federal District and the Municipalities. Each federative entity voluntarily assumes the commitment and responsibility of promoting the improvement of the quality of basic education in its sphere of competence, through a goal established by the IDEB (BRAZIL, 2007). The logic is that each level should evolve in such a way as to contribute jointly to Brazil reaching the educational level of the average of the countries of the Organization for Economic Cooperation and Development (OECD). In numerical terms, this means progressing from the national average of 3.8, recorded in 2005, in the first phase of elementary school, to an IDEB equal to 6.0 in 2022.

In the researched context, an evolution of indicators is observed in the editions of the IDEB from 2005 to 2019, which was the last publication of the indicators during the research. School 01 obtained the following results: 2.7 - 3.7 - 5.9 - 5.7 - 5.4 - 6.6 and 7.0. In school two, the results were: 3.3 - 3.5 - 0.0 - 4.4 - 4.8 - 5.3 - 4.8 and 5.6.

The IDEB results from schools make it possible for teachers and managers to identify the situation of their units in relation to the municipal, state and national averages. The same can happen with school systems. However, the effect of this disclosure by school can be distorted and, in most cases, it is to the extent that the vision is not to make a diagnosis, but to compete for better grades at any cost, adding a competitive and exposed character to the school (SANTOS *et al.*, 2021).

It is not difficult to find in newspaper ads, billboards, television, radio, among other media, the printed advertisement of a school with a high IDEB score. This is because a culture of ranking has been built in schools, where the one with a high IDEB is the best school in which parents should enroll their children. This reality is present in both public and private schools. For Schneider and Nardi (2014, p. 19, emphasis added, our translation):

The construction of a *ranking* of schools by the media, as well as the offer of technical and financial assistance by the MEC to priority municipalities, are examples of initiatives that corroborate accountability and that, in our view, reinforce the existence of an *accountability* policy for basic education in Brazil.

Faced with so many multiplicities of subjects, regional realities, etc., one realizes that the IDEB has indicated results, but these do not necessarily represent a level of quality in Brazilian education. The way in which the index has been constituted has given it this characteristic. It is enough to analyze that, in several school systems, we have schools with IDEB 6.0, this grade being considered quality, but a school reality that does not match the result. It is important to note that the creation of the IDEB, in 2007, was born in a historical context of the approval, on April 24, 2007, of the PDE, and, at the same time, with the publication of Decree No. 6,094, which deals with the All for Education Commitment Goal Plan. In the text of the decree, the IDEB is placed as "the objective indicator for the verification of compliance with the goals established in the term of adherence to the Commitment" (BRAZIL, 2007, p. 03, our translation). Regarding the use of IDEB results by school administrators, a semi-structured interview was conducted with X subjects participating in this research in (inform the period). When asked, one of the principals said:

When we did the first evaluation in 2005, the school got a score of 2.7, and then there was the whole story of the PDE, the school development plan, and, at that time, even without having a precise vision of what was going to happen, one of the goals we set in the project is exactly to transform the school into a reference school in the municipality. So, since then we have been pursuing this goal, pursuing it in order to achieve it. And we managed to raise the school's score every year [details results]. So the work we've been doing is every year [...] because it's no use the 5th grade students getting a grade, doing very well on the test, if the rest of the school is not doing well, we work the whole school, all the classes, equally, and then we get there in the fifth grade (PRINCIPAL 01, 2021).

Principal 01 also states that the results provided an insight into how the students were doing from kindergarten to the end of elementary school. In the same logic, Principal 02 shows that the results obtained provided a motivational use, i.e.: "*with each result, the school showed*

the community that the collective effort was having an effect". This observation is followed by a complaint, justified by the collaborator, when she explains that the interests of the secretariat revolve around the good grades and the marketing that these results can generate, present, signal. This is evident when she states that "the system advertises, advertises and advertises, but does not recognize the efforts of the school and teachers, this recognition sometimes comes in the form of thanks, but not in the form of financial compensation and improvements in working conditions".

It can also be seen in Principal 01's speech that, in the institution, preparation for obtaining good results begins early. The way the school is organized is related to the achievement of good IDEB scores and leads one to wonder to what extent this pursuit of good quantitative performance, considerably isolated from other factors, brings improvements to schools, and whether the students' learning, literally speaking, is taken into account in this process. These are just observations for reflection, emphasizing that it is not an intention to accuse schools of disregarding the learning aspect of their students, just to reflect on these points that influence the organizational culture of the school. The statements also lead to reflect on a hierarchization of schools by IDEB scores, which causes a phenomenon that generates discomfort among school managers. We are talking about the policy of establishing rankings that cause disputes among educational institutions. Regarding this issue, Soares (2013, p. 155, our translation) says that:

Besides its diagnostic function and the subsidizing of public policy formulation, the results of *Prova Brasil* have been used to compare schools, to create and publish rankings, in a movement that emphasizes the schools that stand out for their higher averages as opposed to isolating those that do not perform well on the tests.

The results of the *Prova Brasil* are fundamental in obtaining the IDEB, so the race for good results in these evaluations feeds the ranking system. This system ends up placing school institutions as competitors, when in fact they should be partners. While the media, the systems and even the schools released rankings, highlighting the best and worst results, the websites of the National Institute for Educational Studies and Research Anísio Teixeira (INEP) and the MEC emphasized, as a new feature of *Prova Brasil*, the return of the results to schools, in order to collaborate with the planning of their pedagogical actions (OLIVEIRA, 2011).

In the context in which schools are preparing for the test of the Basic Education Assessment System (SAEB in the Portuguese acronym), even with the uncertainties brought by the Covid-19 pandemic, it is possible to observe the affliction of managers and teachers

increasingly intensifying, fruit of this culture of disclosure, as mentioned by the administrative representative. Even with the discourse hovering in the air of reducing the IDEB score, schools still want to maintain their scores so as not to fall into the view of those who understand the results of the indicator as the only marker of educational quality.

The point is that the facts are there, and that it will be almost impossible to maintain a positive result, given that the main actions developed by the network and the school have not been carried out since March 2020. Thus, the 2021 edition of SAEB will be able to show a real situation of the schools' progress without the old practices of training students in regular classes and through tutoring. In the coordinator's view, the results are used both by the Piauí Secretary of Education and by the school. For her, the results are used to make a reflection, and from this to give the necessary support to those who got lower grades, and to encourage those who got higher grades. Still, she admits that she can't guarantee that every school does this reflection, but she says that the Secretariat guides all schools to do this reflection. In the reality of the Paulo Freire Municipal School, some points stand out in the principal's speech:

Now, I can't tell you how it is. I only know that, first of all, the results go to the secretariat, there is a coordinator there who works with this portfolio, after it reaches her, she passes it on to the secretaries, and then it is passed on to us. We had planned to have a party for the kids, but then something happened, the Pandemic, and then everything fell apart, nothing was done. Now we are going to put it on the next plan, when the 2021 bill arrives, it will come out in 2022. Then we will see what God has prepared (Principal of the PAULO FREIRE MUNICIPAL SCHOOL, 2021).

The principal explains that the results enable reflection on the teaching practice, even if they are in the subjects of Portuguese and Mathematics. This is interesting, because, according to Pimenta and Lima (2018, p. 21), "The teaching profession is a social practice, that is, like so many others, it is a way to intervene in social reality, in this case, through education that occurs, not only, but essentially in educational institutions", because the teaching activity is both practice and action. We observed, in the set of data produced, that the issue of working students to prepare them for the moment of the evaluations is a concern that accompanies the school management since pre-school. With the scenario of evaluations, affected by the policies of external evaluations, they place the SAEB in a context of directing content for indicators, instead of composing with other areas of the curriculum.

In fact, we have identified that the concern with the Prova Brasil/SAEB demands knowledge acquired in previous grades/years from 5th and 9th grade elementary school students and 3rd grade high school students. What could be the result of a natural learning process ends up becoming an obligation in many realities. The positive result in the evaluation should reflect

the natural evolution of the student according to his or her age and year of schooling, but we see that this natural process is losing space to a mere preparation in the strictest sense of the word.

Thus, it is understood that the data inform possibilities to reflect on how the IDEB data is used by educational institutions. What is worrying is the way in which the use of the indicators has been restricted, especially for ranking purposes. Therefore, it is understood that the use of IDEB results in school planning enables the improvement of the quality of education, in the perspective established by the indexes. Certainly, this is a task that is not always easily observed within schools.

Obviously, in different realities, schools can abandon this logic to a certain extent. The speech of the Director of the Paulo Freire Municipal School makes us reflect on this point. It is evident that the school uses the results in an awarding perspective. The reality of the Paulo Freire School and its management brings possibilities of analysis to this fact. As better explained about it and the profile of the managers, it is clear that the institution faces several problems, such as structural, staff training, financial, among others, aspects that are brought together in the final considerations and that make it possible to highlight the need for "reflection on the results of external evaluations at the local level, together with institutional evaluations and debates with the school community" (SANTOS *et al.*, 2021, our translation).

Final remarks

Considering the objective of analyzing the concept of educational quality based on data collected during the master's degree research, a cross-section of secondary data from the IDEB in the municipality of Floriano - Piauí, Brazil, was elaborated, which were crossed with primary data from interviews with the school community. The analyses focused on the impact of IDEB in two schools in the municipality. In this section, it was understood that the notes explain, to a certain extent, why there is no reflection on the IDEB results.

Thus, it was possible to understand that the Municipal Secretary of Education of Floriano PI always provides support to teachers, and when a school in the Municipal Network has a very low IDEB, they go and provide a lot of support in order to find out what happened. Sometimes, an extra teacher is assigned to give reinforcement to that class in the afterschool period, so this provides more support to those schools that have a worse result, as the managers point out. As seen in the Paulo Freire Municipal School, the teacher representative presents a different point from that stated by the principal.

As a social practice, it was observed that the teacher representative still understands the importance of paying attention to the process, in the relevance that this has for the students. It is understood that in this note are the possibilities of using this indicator, to also ground the perspectives of School Management, with attention to educational assessment. This will provide an opportunity for integration among teachers to better understand the difficulties of the students. From this, we can analyze that the focus is being directed to the subjects that students will use most in the evaluation, an interest that is reiterated in the teacher's teaching practice. But, with this, we can also analyze that in the two schools researched, the use of IDEB results in the management process of the systems and school units is almost always linked to the idea of marketing. Evidently, both schools are eager to receive good grades on each edition of the SAEB, and to be able to meet or exceed the established goals of the IDEB.

This issue in itself is not a problem, since, as already mentioned, the IDEB is an official indicator of quality that the systems and schools should use as a parameter to prepare their planning and create educational programs and projects.

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