

**FATORES QUE DETERMINAM A ROTATIVIDADE DE DIRETORES NAS ESCOLAS PÚBLICAS MUNICIPAIS DE FORTALEZA**

***FACTORES QUE DETERMINAN LA ROTACIÓN DE DIRECTORES EN LAS ESCUELAS PÚBLICAS MUNICIPALES DE FORTALEZA***

***DETERMINANT FACTION IN THE ROTATION OF PRINCIPALS IN THE MUNICIPAL PUBLIC SCHOOLS OF FORTALEZA***

Afonso Filho Nunes LOPES<sup>1</sup>

**RESUMO:** O presente trabalho busca conhecer os fatores que interferem na rotatividade dos diretores das escolas públicas municipais de Fortaleza, no período de 2013-2018. A pesquisa se deu em escolas do Distrito de Educação III. Os fatores identificados foram: a composição da equipe gestora, desempenho dos alunos nas avaliações externas e o perfil do diretor escolar nos aspectos de formação acadêmica, liderança e experiência docente/gestor. A pesquisa identificou 03 (três) escolas: Alfa, Beta e Gama, com maior número de trocas de diretores no período de 2013-2018, cada uma com 03(três) trocas de direção. Os resultados apontam opiniões divergentes entre os gestores escolares e os dirigentes do Distrito de Educação III e a Secretaria Municipal de Educação – SME. Neste contexto torna-se necessário uma revisão da legislação com relação à composição da equipe gestora, principalmente no que diz respeito ao cargo de coordenador pedagógico e níveis de ensino das unidades escolares.

**PALAVRAS-CHAVE:** Rotatividade de diretores. Equipe gestora. Perfil. Desempenho.

**RESUMEN:** *El presente trabajo busca conocer los factores que interfieren en la rotación de los directores de las escuelas públicas municipales de Fortaleza, en el período 2013-2018. La investigación se realizó en escuelas del Distrito de Educación III. Los factores identificados fueron: la composición del equipo directivo, desempeño de los alumnos en las evaluaciones externas y el perfil del director escolar en los aspectos formación académica, liderazgo y experiencia docente gestor. La encuesta identificó 03 (tres) escuelas: Alfa, Beta y Gama con mayor número de cambios de directores en el período 2013-2018, cada uno con 03(tres) cambios de dirección. Los resultados señalan opiniones divergentes entre los gestores escolares y los dirigentes del Distrito de Educación III y la Secretaría Municipal de Educación – SME. En este contexto es necesaria una revisión de la legislación con respecto a la composición del equipo directivo principalmente en lo que se refiere al cargo de coordinador pedagógico y niveles de enseñanza de las unidades escolares.*

**PALABRAS CLAVE:** *Rotación de directores. Equipo gestora. Perfil. Rendimiento.*

**ABSTRACT:** *The present work seeks to know the factors that interfere in the rotation of the principals of the municipal public schools of Fortaleza, in the period 2013-2018. The survey*

<sup>1</sup> State University of Ceará, Fortaleza (UECE) – CE - Brazil. Master's degree in Planning and Public Policies. ORCID: <http://orcid.org/0000-0003-1236-3397>. E-mail: [afnlopes@gmail.com](mailto:afnlopes@gmail.com)

took place in schools in the District of Education III. The factors identified were: the composition of the management team, the performance of students in external evaluations and the profile of the school principal in terms of academic training, leadership and teaching/management experience. The survey identified 03 (three) schools: Alpha, Beta and Gamma with the highest number of exchanges of principals in the period 2013-2018, each with 03(three) changes of direction. The results point to divergent opinions between school managers and the leaders of the District of Education III and the Municipal Department of Education – SME. In this context it is necessary to review the legislation regarding the composition of the management team, especially about the position of pedagogical coordinator and teaching levels of the school units.

**KEYWORDS:** *Principals rotation. Management team. Profile. Performance.*

## Introduction

Research on the turnover of school principals in Brazil is still incipient. Turnover is understood, according to the Aurélio dictionary, the rotation something or someone that occurs alternately. In the international context, several studies show that the turnover of principals already has specific public policies in their school laws. Dhuey and Smith (2011) conducted a survey and observed that there was a turnover of 40 principals in schools in the Washington district for not having achieved performance goals, demonstrating in practice that school principals have a fundamental role in the school, that is, ineffective principals are most likely to leave and leadership turnover can be beneficial for schools. Another survey, carried out by Coelli and Green (2011) analyzed the turnover of directors in 55 districts in the Canadian province of British Columbia, with 37% (14) of these districts having a specific public policy for the turnover of directors, establishing minimum and maximum periods for stay in office at the same school. In the city of Vancouver, for example, a school principal's minimum stay is 5 years, extendable in special cases such as retirement.

## Methodology

The method used involves a quali-quantitative approach, regarding the objectives it is classified as an exploratory study, while the technical procedure is classified as a case study. Data collection was performed through the application of questionnaires and semi-structured interviews.

Initially, 12 (twelve) questionnaires were applied, being: 09 (nine) with the former principals and 03 (three) with the current principals of the researched schools.

16 (sixteen) interviews were carried out, distributed as follows: 09 (nine) with the former directors, addressing the individual and collective characteristics when conducting their management, 03 (three) with the current directors to identify problems and solutions for rooted vices of the previous administrations, 03 (three) with the heads of management of the education district III (coordinator, head of education and head of management) and 01 (one) with the education secretary of the municipality of Fortaleza. In order to guarantee the confidentiality of the information collected, mainly in the interviews, the interviewees had their names changed. The table below shows what the nomenclature of the subjects and schools surveyed became.

**Table 01** - Codenames used by the subjects and school units surveyed

SCHOOL UNIT (Codenames)	SUBJECTS RESEARCHED AT SCHOOL UNITS	
	Former Principals (Codenames)	Current Principal (Codenames)
(Alpha School)	Abel, André and Alissom	Alexandre
(Beta School)	Bosco, Beto e Brito	Bartolomeu
(Gamma School)	Gilberto, Gilson e Gabriela	Gisele

Source: Devised by the author

Each of the surveyed schools had, in the period 2013-2018, 03 (three) changes of command of school management. It was taken into account the proficiencies obtained in the evaluation of SPAECE-Alfa in this period and its classification according to the averages found in order to clarify whether there is a relationship or not between the results obtained in the evaluation of SPAECE-Alfa and the rotation of principals. Interviews were carried out with the heads of management, teaching and coordinator of the education district III and with the secretary of education of the municipality of Fortaleza, with the former directors and the current directors of each school unit.

### **Factors that interfere in the turnover of school principals in the municipal public schools of Fortaleza**

The turnover of principals in public schools in Brazil, still does not have an in-depth study as in other countries. Studies show that the impact that the role of principals has at school does not always occur directly, but rather cumulatively, that is, the longer the time that a school principal is in a school unit, this will be reflected in a positive or negative way in the performance of students, mainly considering their way of leading the group.

This paper seeks to analyze 03 (three) factors that interfere in the turnover of the principals of municipal public schools in Fortaleza. The first factor is the composition of the management team. Complementary Law 169 of September 12, 2014, instituted by the Official Diary of the Municipality - DOM of September 15, 2014 in its third chapter, which deals with the management team of the municipal school of Fortaleza says in its article 43 that

the management of the municipal schools in Fortaleza will be performed by the management team composed of the school principal, school vice-principal, pedagogical coordinator and school secretary, according to the modulation of each school, in line with the deliberations of the School Council, respecting the legal provisions (FORTALEZA, 2014).<sup>2</sup>

Thus, the monitoring actions are no longer exclusive to the director, to be divided and shared through the management team, each one being part of the whole evaluation, be it on a pedagogical or administrative scale.

On the subject, Paro states that

the existence of a principal, who is ultimately responsible for the school, turns him [...] the culprit for everything that happens there, constituting a mere representative of the State, which, through a single person, has conditions to impose its power on an entire institution. The nature of the work that is carried out in an educational institution is demanding cooperative forms of work organization and authority in the school (2007, p. 115).<sup>3</sup>

Under this view and in a hierarchical way, the institutionalization of a school management team is necessary for the organization of the institution to be managed in a shared way, thus creating mechanisms of participation and power. Therefore, each member of the management team, in its own way, should play a significant role in change, contributing mainly to collective decision-making. The management team is able to promote the school as a place of opportunity and to rethink what the system has failed to do.

The 2nd factor deals with the performance of 2nd year students of elementary school I in external evaluations of the Permanent Evaluation System of Basic Education of Ceará - SPAECE-Alfa, implemented in 1990, aiming to build an evaluation system that could quantify the quality of the system educational system of the State of Ceará.

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<sup>2</sup> a gerência das escolas municipais de Fortaleza será desempenhada pela equipe gestora composta pelo diretor escolar, vice-diretor escolar, coordenador pedagógico e secretário escolar, conforme a modulação de cada escola, em consonância com as deliberações do Conselho Escolar, respeitadas as disposições legais (FORTALEZA, 2014).

<sup>3</sup> a existência de um diretor, que é o responsável último pela escola, o transforma [...] no culpado primeiro por tudo o que aí acontece, constituindo-se em mero preposto do Estado, que, por meio de uma única pessoa, tem condições de impor seu poder a toda uma instituição. A natureza do trabalho que se desenvolve numa instituição educativa está a exigir formas cooperativas de organização do trabalho e da autoridade na escola (2007, p. 115).

Magalhães Junior and Farias state that

The information produced by SPAECE allows to identify the students' proficiency level and the evolution of their performance over time. In addition to the tests, contextual questionnaires are applied that offer socioeconomic data, on students' study habits and on the profile and practice of teachers and principals [...] constituted an instrumental database of data that enable the elaboration of accurate and detailed diagnoses on problems related to student performance and educational policies (2016, p. 542).<sup>4</sup>

It is possible to realize that standardized tests are necessary instruments, but insufficient to assess the improvement of education because they have a restrictive character, so that managers and teachers are (co) responsible for the performance of school units, generating the ranking of schools, principals and teachers, including awards for school units that had the best results.

The third factor analyzed is the profile of former directors and current directors of school units, taking into account aspects such as: initial or continuing education, teaching / manager experience and leadership. Currently, school principals are required to have skills and competences in various areas of knowledge so that they can perform their role efficiently. Ordinance no. 448, of September 13, 2002, of the National Treasury Secretariat - Ministry of Finance, for example, brings the notion of the financial part when it comes to the execution of resources, to know what is a resource for costing expenses or resource for capital expenditure and its legal consequences when payments are made incorrectly, have notions of administrative contracts when bidding in the school unit, among others. It is not enough to have only pedagogical formation, but also administrative and financial. In view of this interdisciplinary scenario and the demands of society for an efficient public service, law 9,394/96 known nationally as the Law of Directives and Bases of National Education - LDBEN, brings in its article 64 the course of pedagogy as initial formation of professionals in the area education that intend to act in teaching support tasks, such as school management.

Regarding the experience in school management, studies indicate that the longer the period of experience as a teacher, the greater the chances of exercising the position. Research by Souza (2007) reveals that the greater the experience, qualification, firm leadership and formation in areas of administration together with the areas of pedagogy, the better the results.

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<sup>4</sup> As informações produzidas pelo SPAECE permitem identificar o nível de proficiência dos alunos e a evolução do seu desempenho ao longo do tempo. Além dos testes, são aplicados questionários contextuais que oferecem dados socioeconômicos, sobre hábitos de estudo dos alunos e sobre o perfil e a prática de professores e diretores [...] veio constituir uma base instrumental de dados que possibilitam a elaboração de diagnósticos precisos e detalhados sobre problemas relativos ao desempenho dos estudantes e sobre as políticas educacionais (2016, p. 542).

Collaborating with the theme, Vieira and Vidal affirm that

As the country does not have a professional career as a school manager, the origin of the principals is usually associated with a teaching career. It is noticed that, as teachers progress in their professional practice, they aim to occupy the position of school manager, [...] If, on the one hand, such a profile can be considered good, due to the knowledge of the profession and daily life with one will work, on the other hand, shows that the directors, in the vast majority of cases, have previous experience detached from the typical tasks of a manager, which can represent a difficulty for the exercise of the position, considering that they will have to deal with new areas of knowledge (2015, p. 124-125).<sup>5</sup>

The authors state that teaching practice is the path that facilitates the exercise of school management by teachers, since the role of principal is not a career, that is, it is a commissioned position with free appointment and dismissal.

Regarding the formation of managers, most of them have Pedagogy as initial formation and specialization in the area of school management as continuing education. LDBEN, in its article 64, says that

Art. 64. The formation of education professionals for administration, planning, inspection, supervision and educational guidance for basic education, will be carried out in undergraduate courses in pedagogy or at postgraduate level, at the discretion of the educational institution, guaranteed, in this formation, the national common base (BRASIL, 1996).<sup>6</sup>

It is possible to verify that in order to have access to the position of school principal, formation at any higher level is required, in addition to specializations in school administration and/or management. It appears, however, that most school managers do not have a master's or doctorate, that is, professionals at these levels have no interest in the function, as it do not reward financially.

Vieira and Vidal claim that

The emblematic case is the expressive percentage of directors with a *lato sensu* postgraduate level (specialization), since the job and career plans

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<sup>5</sup> Como o país não possui a carreira profissional de gestor escolar, a origem dos diretores costuma estar associada à carreira de professor. Percebe-se que, à medida que os professores avançam no tempo de exercício profissional, almejam ocupar o cargo de gestor escolar, [...] Se por um lado tal perfil pode ser considerado bom, devido ao conhecimento da profissão e do cotidiano com o qual vai trabalhar, por outro, mostra que os diretores, na grande maioria dos casos, possuem uma experiência anterior descolada dos afazeres típicos de um gestor, o que pode representar uma dificuldade para o exercício do cargo, considerando que vai lidar com novas áreas de conhecimento (2015, p. 124-125).

<sup>6</sup> Art. 64. A formação de profissionais de educação para administração, planejamento, inspeção, supervisão e orientação educacional para a educação básica, será feita em cursos de graduação em pedagogia ou em nível de pós-graduação, a critério da instituição de ensino, garantida, nesta formação, a base comum nacional (BRASIL, 1996).

foresee more representative salary increases for this level than, for example, for master's and doctorate, proportionally (2015, p. 118).<sup>7</sup>

The lack of professionals with master's or doctorate degrees may be related to some situations, among them the difficulty of access to universities that have the courses, due to the low number of vacancies and as they are professionals already inserted in a job function, they do not have much time to dedicate to a selection of this size, since most courses are academic in nature and require full dedication.

## Results and discussions

The first discussion on turnover focuses on the reasons for school choices. Figure 1 shows the amount of director turnover in the entire municipal education network in Fortaleza.

**Figure 1** - Turnover of principals in municipal schools in Fortaleza in the period 2013-2018<sup>8</sup>

PERÍODOS	2013	2014	2015	2016	2017	2018	2013 – 2018
Janeiro	***	06	26	16	11	06	65
Fevereiro	***	08	00	00	04	02	14
Março	***	02	03	02	01	06	14
Abril	***	05	00	00	02	03	10
Maio	***	06	04	00	04	02	16
Junho	***	00	00	02	02	02	06
Julho	***	00	08	00	00	01	09
Agosto	***	02	00	03	48	03	56
Setembro	***	05	00	00	04	03	12
Outubro	04	02	00	05	04	00	15
Novembro	04	01	00	00	02	02	09
Dezembro	00	00	00	00	07	08	15
(Jan – Dez)	08	37	41	28	89	38	241

Source: Municipal Secretary of Education of Fortaleza – SME.

Taking into account that the first selection took place in July 2013, we can say that there was a turnover of 2.5%, 11.5%, 12.8%, 8.7%, 27.8% and 11.8% respectively to the years 2013, 2014, 2015, 2016, 2017 and 2018 totaling a percentage of 75.1% in the period, that is, more than half of all directors who were part of the bank of managers had job rotation. We can see that in August 2017 there was a higher turnover of directors, considering the period of the survey. In particular, the District of Education III had a lower turnover compared to the

<sup>7</sup> O caso emblemático é o expressivo percentual de diretores com nível de pós-graduação *lato sensu* (especialização), uma vez que os planos de cargos e carreiras preveem acréscimos salariais mais representativos para esse nível do que, por exemplo, para mestrado e doutorado, proporcionalmente (2015, p. 118).

<sup>8</sup> We read on the first column of the Figure: PERIODS/ January/ February/ March/ April/ May/ June/ July/ August/ September/ October/ November/ December/ (Jan. – Dec.).

Municipality as a whole. Figure 2 below shows the turnover in schools in the District of Education III.

**Figure 2** - Turnover of school principals in educational units in the District of Education III<sup>9</sup>

ESCOLAS (Codinomes)	Período					
	2013	2014	2015	2016	2017	2018
Tom Jobim	---	---	---	---	1	---
João Gilberto	---	---	---	---	---	---
Chico Buarque	---	---	---	---	---	1
(Escola Alfa)	---	1	---	1	---	1
Caetano Veloso	1	---	---	---	---	1
(Escola Beta)	---	1	---	1	1	---
Roberto Carlos	---	---	---	---	---	1
Noel Rosa	---	---	---	---	1	---
(Escola Gama)	---	---	1	---	1	1
Cartola	---	---	---	---	---	---
Tim Maia	---	---	---	---	---	---
Gilberto Gil	---	---	---	---	---	---
Elis Regina	---	---	---	---	---	---
Rita Lee	---	---	---	---	---	---
Paulinho da Viola	---	---	---	---	---	---
Vinicius de Moraes	---	---	---	---	---	---
Raul Seixas	---	---	---	---	1	---
Milton Nascimento	---	---	---	---	---	---
Renato Russo	---	---	---	---	---	---
Gal Costa	---	---	---	---	---	---
Cazuza	---	---	---	---	---	---
Zé Ramalho	---	---	---	---	---	---

Source: Municipal Secretary of Education of Fortaleza – SME.

It is possible to notice in education district III, in the period 2013-2018, that the schools with the highest turnover of school principals were: School Alpha, School Beta and School Gamma. The table shows, initially, that of the 22 (twenty-two) school units, 09 (nine) schools had a rotation of principals, with the Alfa, Beta and Gama schools having a rotation of the position of school director for 03 (three) times. We observed that in 13 schools (64%) the manager has remained since 2013.

It is important to reiterate that in the period of the research, the district of education III had drops in proficiency in its school units, totaling 17 (seventeen), as shown in figure 3, highlighted in green below.

<sup>9</sup> We read on the first line (titles): SCHOOLS (Codenames) / Periods. We read on the first column in the blue cells: School Alpha/ School Beta/ School Gamma. The other names are celebrity names used as codenames.

**Figure 3 - Evolution of proficiencies of school units in the District of Education III<sup>10</sup>**

ESCOLAS	2013	2014	2015	2016	2017	2018	Média Proficiência	Classificação
Cartola	173,85	177,31	192,29	212,2	211,0*	217,7	197,39	1º
Chico Buarque	135,58	152,20	176,13	247,0	249,7	203,9*	194,08	2º
Elis Regina	156,77	165,22	187,46	187,98	221,9	233,9	192,20	3º
Milton Nascimento	121,40	133,07	185,35		192,7	201,1	183,45	4º
Tim Maia	144,13	160,18	175,47	203,2	200,9*	194,9*	179,79	5º
Vinicius de Moraes	136,39	131,17	177,65	184,57	188,0	241,3	176,51	6º
Renato Russo	150,46	142,30*	174,98	173,93*	209,8	184,6*	172,68	7º
Roberto Carlos	141,84	156,71	155,71*	158,02	191,9	206,8	168,49	8º
Zé Ramalho	129,9	154,3	164,1	195,9	185,9*	175,3*	167,56	9º
Paulinho da Viola	139,78	130,59*	170,36	192,3	173,2*	198,1	167,38	10º
Rita Lee	131,93	138,03	159,37	178,96	195,0	199,7	167,16	11º
Escola Gama	131,07	139,09	171,76	201,07	176,8*	182,9	167,11	12º
Gal Costa	140,70	143,98	166,71	207,2	163,4*	180,2	167,03	13º
Noel Rosa	135,42	158,72	163,14	194,76	180,5*	168,4*	166,82	14º
Raul Seixas	136,85	141,87	172,84	173,82	185,3	182,1*	165,46	15º
Escola Beta	126,10	142,59	164,88	187,57	173,4*	188,5	163,84	16º
Caetano Veloso	145,09	141,46*	156,04	166,80	179,9	192,3	163,54	17º
Tom Jobim	138,46	149,38	155,94	167,84	175,6	193,7	163,48	18º
Cazuza	139,14	150,25	158,40	171,89	164,9*	185,6	161,89	19º
Escola Alfa	115,26	119,45	161,16	178,28	199,9	195,7*	161,62	20º
Gilberto Gil	127,94	139,38	154,69	177,38	177,6	174,0*	157,59	21º
João Gilberto	126,08	134,62	156,29	172,14	157,3*	179,7	154,35	22º

Source: Municipal Secretary of Education of Fortaleza – SME.

Looking at it in detail, questions arise when, for example, it is asked why the São Carlos school, which had, during the research period, the greatest drop in its proficiencies, continue with the same principal. In the classification of schools, we noticed that it occupies the seventh position in the ranking, a factor that can also contribute to the permanence in the position of director. It is possible to perceive that the management assessment made by the District of Education III and the SME is not made only by the result itself, but a set of factors are evaluated, among them the commitment to offer a quality service.

Quality, in its broad sense, is understood as an essential characteristic of something, that is, that it has a certain value. In the educational context, Freitas (2009, p. 71) affirms “the educational institution that teaches what it proposes has quality, and students learn to live in a society in constant evolution process”. Under this view, all resources that have a direct or indirect relationship with the teaching-learning process must be considered, with emphasis on the pedagogical proposal, the formation of the management team and teachers, the conditions of infrastructure, financial resources, human resources and, not least, students willing to learn, a characteristic in which the family must be present.

<sup>10</sup> We read on the first line: Schools/ Average Proficiency/ Classification. We read on the first column in the blue cells: School Alpha/ School Beta/ School Gamma. The other names are celebrity names used as codenames.

During the interviews when asked about the reasons that could make a manager give up the job and consequently the vacancy of the same, of the twelve (12) interviewed, six (06) put the insufficient management team as an alternative of greater relevance for the job abandonment, three (03) put the alternative of not having the appropriate profile for the job, especially the leadership aspect, two (02) put the performance in external evaluations as the most relevant factor and only one (01) put the questions of a personal nature, mainly related to health.

Regarding the factor of composition of the management team, figure 4 shows the situation of each manager in their school units.

**Figure 4** - Number of students and levels of education in the period of exoneration of each former director<sup>11</sup>

Escola	GILBERTO			GILSON			GABRIELA		
	Qtd de alunos	Níveis de ensino	Equipe Gestora	Qtd de alunos	Níveis de ensino	Equipe Gestora	Qtd de alunos	Níveis de ensino	Equipe Gestora
GAMA	1100	4	6	1200	4	6	940	4	4
Escola BETA	BOSCO			BETO			BRITO		
	Qtd de alunos	Níveis de ensino	Equipe Gestora	Qtd de alunos	Níveis de ensino	Equipe Gestora	Qtd de alunos	Níveis de ensino	Equipe Gestora
BETA	640	3	5	750	3	4	690	3	4
Escola ALFA	ABEL			ANDRÉ			ALISSOM		
	Qtd de alunos	Níveis de ensino	Equipe Gestora	Qtd de alunos	Níveis de ensino	Equipe Gestora	Qtd de alunos	Níveis de ensino	Equipe Gestora
ALFA	780	3	5	820	3	4	800	3	4

Source: Devised by the author.

It is possible to notice that the School GAMMA, among the schools surveyed, is the one with the greatest structural capacity for receiving enrollments. All directors of the School GAMMA, during their term of office, had 04 (four) levels of education: Early Childhood Education, Elementary School I, Elementary School II and EJA, working in the morning, afternoon and night shifts. It should be noted that the management team initially consisted of 06 (six) actors: principal, vice principal, secretary and 03 (three) pedagogical coordinators. When the school composition changed, in the management of the former principal GABRIELA, the school unit was left with only the principal, school secretary and 02 (two) pedagogical coordinators, disappearing the figure of the vice-principal and 01 (one) pedagogical coordinator. The Schools ALPHA and BETA, even though they do not have the composition to have a vice principal, started working with this school agent, having the following

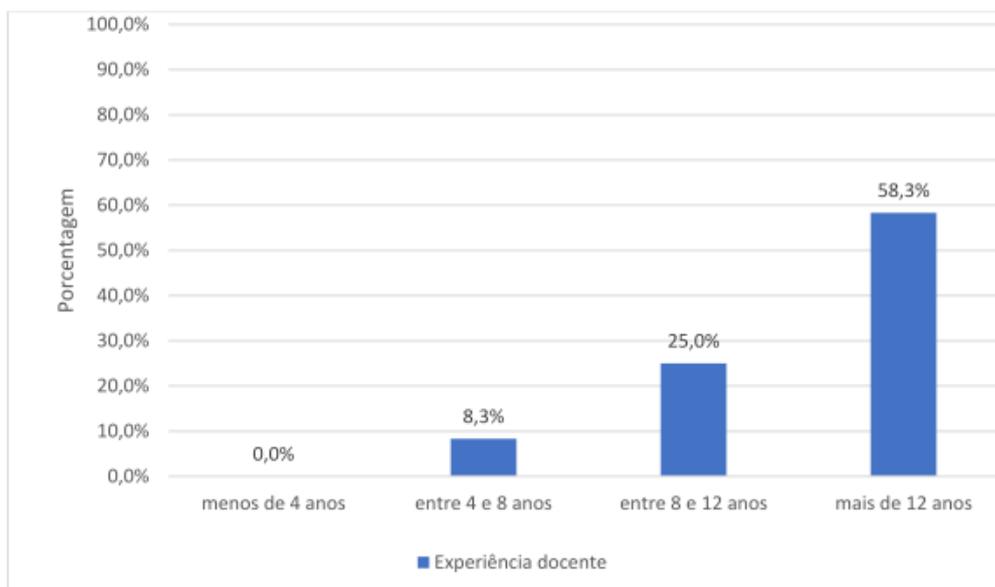
<sup>11</sup> We read on the first column: School Gamma/ School Beta/ School Alpha. We read the categories on the second line of each school for each principal: Number of students/ Levels of education/ Management team.

composition: principal, vice principal, school secretary and 02 (two) pedagogical coordinators. The school in question, during the period of the research, contemplated the levels of teaching of Early Childhood Education, Elementary School I and Elementary School II, in the morning, afternoon and night shifts. In the management of the former principals BETO and ANDRÉ, due to the school composition, the figure of the school vice principal disappeared again, leaving only the principal, school secretary and 02 (two) pedagogical coordinators.

The concern of the principals with the absence of the vice principal in the school units is noticeable, as the latter is an indispensable figure in the division of administrative and pedagogical tasks. The relevance that is attributed to a complete management team with all its members, each within its areas of knowledge, is vital for the development of school management capable of resolving the daily problems of the institution.

The profile aspect of the former principals surveyed took place in the context of the experience as a teacher and as a school manager. All managers interviewed have had experience as a teacher, as shown in Figure 5, below.

**Figure 5** - Teaching experience of former principals/current principals of the schools surveyed<sup>12</sup>



Source: DeVised by the author.

The teaching experience is a selection criterion for the exercise of the position of school director, because in order to build a good relationship with teachers, it is necessary to understand the difficulties and possibilities of teaching work in a classroom, but it is not

<sup>12</sup> We read on the chart: axis y: Percentage/ Axis x: less than 4 years; between 4 and 8 years; between 8 and 12 years; more than 12 years. We read on the graphic subtitle: Teaching experience.

guarantee of efficiency in the respective position. LDBEN itself brings within the scope of article 67, item VI, paragraph 1: "The teaching experience is a prerequisite for the professional exercise of any other teaching duties, under the terms of the rules of each education system".

It is possible to notice that 01 (one) of the interviewees has between 04 (four) and 08 (eight) years of experience, 03 (three) have between 08 (eight) and 12 (twelve) years and 08 (eight) have more 12 (twelve) years. It was found that of the 12 (twelve) interviewees, 07 (seven) were aged between 30 and 40 years old and 05 were between 40 and 50 years old.

For Catani (1997), the professional experiences acquired over time contribute or not to the exercise of the position of school principal, as it is how they act in the position that will define whether or not the professional profile matches the required skills. However, it is necessary to clarify that the teaching experience constitutes a preparation for the role as a school manager, despite the teaching practice and school management require different knowledge, skills and attitudes, since the professional performances are completely different, but the experience of the teacher will serve as a reference for the future manager.

It is clear that for the teacher, despite the experience in the classroom, to safely exercise the position of school principal will be necessary to obtain new knowledge, especially in the administrative and financial fields. Hence the selection criteria that the postgraduate course in school management requires.

On the subject, one of the interviewees believes that

Well, the administrative and financial demands are very time-consuming, [...] mainly because you need to master subjects that you are not trained in, such as mastering public administration, knowing about laws, understanding notary and bank problems, you need to be an administrator and this training you do not have as a pedagogy student, you need to do a specialization in school administration or school management to be able to get a sense of the thing, how it works, if not, you will have a lot of difficulty (BOSCO, SCHOOL BETA).<sup>13</sup>

The principal of that school draws attention to the need for the school manager to have, in addition to the pedagogy course, other knowledge in the administrative area, otherwise, precisely because he has no experience in the area, he will have many difficulties in managing the school unit, even that has the support of a management team.

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<sup>13</sup> *Bom, as demandas administrativas e financeiras elas consomem bastante tempo, [...] principalmente porque você precisar dominar assuntos que você não é formado, como dominar administração pública, conhecer de leis, entender problemas de cartórios e de banco, você precisa ser um administrador e essa formação você não tem enquanto estudante de pedagogia, é preciso que você faça uma especialização em administração escolar ou em gestão escolar pra poder ter uma noção da coisa, como ela funciona, se não, vai ter muita dificuldade (BOSCO, ESCOLA BETA).*

## Final conclusions

The first conclusion reached in the research is that turnover is analyzed under two different perspectives: the first, from the current principals/former principals of the schools surveyed. What reasons do they believe are sufficient for a principal to leave office, either at request or former occupation? The second, from managers of higher hierarchical levels, such as the district of education III and the Municipal Secretariat of Education (SME). What characteristics must a principal have so that he/she may or may not continue as principal? The research also concluded that the responses between the two views were divergent in some points, which made possible the figure 6, comparative below.

**Figure 6** - Similarities and divergence of those surveyed about director turnover<sup>14</sup>

Fatores	Ordem de classificação dos fatores	
	Ex-Diretores/ Diretores atuais das unidades escolares	Gestores do Distrito de Educação III / SME
Perfil do diretor escolar (formação, liderança e experiência)	2º → (58,3%)	2º → (75%)
Desempenho das avaliações externas	3º → (66,6%)	1º → (100%)
Composição da equipe gestora	1º → (50%)	3º → (75%)

Source: Devised by the author.

For the former principals and current principals of the schools surveyed, the factor that is in first place is the composition of the management team, in second place the profile of the principal in terms of formation, leadership and teaching/manager experience and lastly the performances of the students in external assessments. It is noticed that the view on the part of district III and SME, regarding the composition factor of school management, is the opposite when compared to the view of school principals. For the managers of the district of education and the education department itself, the discourse is practically the same, with some complementary perceptions about the factors that contribute to the dismissal of a school principal are: first, the results of external evaluations; 2nd, the manager's profile with respect to leadership and; finally, the deficiency of the management team.

The second conclusion refers to the need to review the issue of principals turnover in municipal public schools in Fortaleza, so that current school managers have a school team

<sup>14</sup> We read on the first line in bold letters: Factors/ Order of Classification of Factors. In the second line: Former principals/current principals of school units/ Managers of District of Education III/ SME. We read on the first column: Profile of the principal (formation, leadership and experience)/ Performance in external evaluations/ Composition of management team.

capable of carrying out their activities, meeting an increasingly demanding demand. The turnover of principals initially causes some instability in the institution, as it is not known how the new manager will manage it, time is needed for this adaptation. However, the search for immediate results often makes this adaptation unfeasible, causing the leadership and other factors of the professional's profile to be put in doubt.

It is necessary to have a public policy that establishes a criterion for the rotation of principals, in relation to previous formation and experience, so that managers feel able to perform the task of managing an educational institution. From a historical perspective, it is possible to perceive that the school remains an environment of resistance and of maintaining the political and social character of education. Even though this has been changing over the decades by the neoliberal economic model. We do not know whether the pressures of accountability policies have made any negative contribution, that is, to remove principals from their positions, supposedly less qualified and unable to promote student learning, or if they have led to exchanges that undoubtedly have brought better results for schools. This suggests the importance of continuing to analyze the subsequent management cycles, since the policy is consolidated and becomes part of the school routine. There are still many issues to be addressed.

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