NOVA GESTÃO PÚBLICA, EDUCAÇÃO E GESTÃO ESCOLAR

NUEVA GESTIÓN PÚBLICA, EDUCACIÓN Y GESTIÓN ESCOLAR

NEW PUBLIC MANAGEMENT, EDUCATION AND SCHOOL MANAGEMENT

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RESUMO: "Democratização da escola pública de qualidade como direito de todo cidadão" é expressão que marca o discurso legal que dá suporte ao novo modelo de gestão pública proposto no Brasil na década de 1990. No entanto, proclamar direitos é diferente de efetivá-los. De fato, grande parte da literatura acadêmica aponta dificuldades na organização e na gestão escolar dentro deste modelo. Por intermédio de exploração legal e bibliográfica, este artigo objetivou ampliar a discussão sobre a nova gestão pública e suas repercussões na educação, em especial, no exercício da gestão escolar. Conclui que, baseado na racionalidade, eficiência e na cobrança por resultados por meio de avaliações externas, o novo modelo desconsidera diferenças regionais, econômicas e culturais; há necessidade não só de políticas, mas de ações afirmativas que de fato promovam a educação inclusiva; as condições postas aos gestores de escolas não correspondem aos múltiplos papeis que lhes são atribuídos.

PALAVRAS-CHAVE: Nova gestão pública. Democratização e educação de qualidade. Políticas educacionais. Gestão escolar, autonomia e avaliações externas.

RESUMEN: "La escuela pública de calidad como el derecho de todos los ciudadanos" es una expresión que marca el discurso legal que respalda el nuevo modelo de gestión pública propuesto en Brasil en la década de 1990. Sin embargo, proclamar los derechos es diferente de realizarlos. De hecho, gran parte de la literatura académica apunta a dificultades en la organización y gestión escolar dentro de este modelo. A través de la exploración legal y bibliográfica, este artículo tuvo como objetivo ampliar la discusión sobre la nueva gestión pública y sus repercusiones en la educación, especialmente en el ejercicio de la gestión escolar. Concluye que, basado en la racionalidad y la eficiencia, el nuevo modelo ignora las diferencias regionales, económicas y culturales; Hay una necesidad no solo de políticas sino de acciones afirmativas que realmente promuevan la educación inclusiva. Las condiciones impuestas a los administradores escolares no corresponden a los múltiples roles que se les asignan.

PALABRAS CLAVE: Nueva gestión pública. Democratización y educación de calidad. Políticas educativas. Gestión escolar, autonomía y evaluaciones externas.

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ABSTRACT: *"Quality public school as the right of every citizen" is an expression that marks the legal discourse that supports the new model of public management proposed in Brazil in the 1990s. However, proclaiming rights is different from realizing them. In fact, much of the academic literature points to difficulties in school organization and management within this model. Through legal and bibliographic exploration, this article aimed to broaden the discussion about the new public management and its repercussions on education, especially in the exercise of school management. It concludes that, based on rationality and efficiency, the new model disregards regional, economic and cultural differences; there is a need not only for policies but for affirmative action that actually promotes inclusive education. The conditions placed on school managers do not correspond to the multiple roles assigned to them.*

KEYWORDS: *New public management. Democratization and quality education. Educational policies. School management, autonomy and external assessments.*

Introduction

Through a theoretical-legal investigation as a methodological proposal, this study aims to broaden the discussion on the implications in the area of education, especially in school management, of the new management model proposed to the country in the 1990s, seeking to understand the role and attributions of the school manager in guaranteeing the right to education within the so-called "new public management". The secondary objectives of it have emerged: a) to present the legal foundations of the official discourse on the new public management, with emphasis on its repercussions in the area of education; b) to compare such fundamentals with theoretical and academic studies on the subject; c) explore the role and attributions of the public school manager in the implemented model, as well as the limits placed on the realization of this longed for quality public school.

Despite the past 30 years, it is still possible to observe difficulties in school organization and management within this model, which is pointed out by much of the academic literature on the subject.

In developing this text, we took the following question as a guide: It is in the legal and academic horizon that the democratic and quality public school is the right of all citizens, but is it possible for school management to ensure that this actually occurs? We start from the assumption that affirming something as a right is different from making it concrete. In addition to this introduction, the article brings the topics presented below, it is emphasized that they mix together legal aspects and theoretical contributions, divided here for the sake of textual organization: The new public management model and the education; Quality education: an open topic; Educational policies and school management; School management, autonomy and external assessments; The role of the school manager. Finally, our final remarks and references.

The new public management model and the education

The new public management model introduced in Brazil since the 1990s, result of a process of spreading neoliberal ideas around the world, is explained by the aim of improving social governance linked to management effectiveness. As stated by Bresser-Pereira (1998, p. 36):

> After the great crisis of the 1980s, a new state is being built in the 1990s. This new state will be the result of profound reforms. These reforms will enable the state to perform the functions that the market is unable to perform. The goal is to build a state that responds to the needs of its citizens.[3]

The efforts made to establish a new administration emerged in response to criticisms of the dominant bureaucracy in public administration. The need to restructure the state, decentralizing it, and the urgency to implement policies to reduce poverty and expand social insertion were reasoned in its defense, as recommended by important world organizations, such as the World Bank and the Economic Commission for Latin America and the Caribbean (ECLAC).

In the context of social movements, it should be noted that, in Brazil, after the period of military rule (1964-1985), the "Diretas Já" movement (1983-1984) strengthened the yearnings for education, housing, health, work and popular participation and strongly mobilized the population, especially the youth, in the fight for direct elections for the presidency of the republic. The affirmation of social rights was effectively included in the Federal Constitution (CF) approved in 1988, in its art. 6th:

> 6th. Are social rights education, health, food, work, housing, transportation, leisure, security, social security, maternity and childhood protection, assistance to the destitute, in the form of this Constitution (BRASIL, 2015).[4]

However, even in the face of dissatisfaction with the state expressed in the manifestations, the process of democratic transition was long and the popular appeal for direct elections was only effectively met in 1989.

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[3] Depois da grande crise dos anos 80, na década dos 90 está sendo construído um novo Estado. Este novo Estado será o resultado de profundas reformas. Estas reformas habilitarão o Estado a desempenhar as funções que o mercado não é capaz de desempenhar. O objetivo é construir um Estado que responda às necessidades de seus cidadãos.

[4] Art. 6º. São direitos sociais a educação, a saúde, a alimentação, o trabalho, a moradia, o transporte, o lazer, a segurança, a previdência social, a proteção à maternidade e à infância, a assistência aos desamparados, na forma desta Constituição (BRASIL, 2015).

In education, the new management would respond to the struggle of social movements for free and quality public schools, which was also stated in CF/1988, in art. 205:

> Art. 205. Education, the right of everyone and the duty of the State and the family, will be promoted and encouraged with the collaboration of society, aiming at the full development of the person, their preparation for the exercise of citizenship and their qualification for work (BRASIL, 1988).[5]

The remodeling of public administration brought changes in the ways of organizing and managing school systems and schools, changes that were justified basically by the need to modernize management in order to meet egalitarian and universalist guidelines set out in CF / 1988. Through measures that increased decentralization, the attribution of greater autonomy to systems and schools and the democratization of organizational processes, it was intended to achieve greater transparency in the management of public affairs, as well as to ensure the participation of those involved.

Thus, the right to school education appears as one of the foundations for national development and as a basic instrument for building a more just society. In this perspective, education is recognized as a social right of access to a public good, therefore, related to the fundamental principles of human dignity and the exercise of citizenship. As a social right, it is the duty of the state to guarantee it to all citizens in order to respond and attend to the aspirations and desires of society, and the concept of education for citizenship imposes itself as a political and pedagogical requirement for the school fulfills its social function.

However, between the lines, the intention to transpose into the public sphere the notions of efficiency, productivity and rationality inherent to the logic of the capitalist company, which are nonetheless important notions, as long as it is considered that education does not manufacture products, but its main objective is to train people.

It is observed that the Law of Guidelines and Bases of National Education (LDB, BRAZIL, 1996), in his art. 8 provides that "The Union, the states, the Federal District and municipalities will organize, in collaboration scheme, their education systems"[6], pointing out in its two paragraphs that the coordination of national policy is the responsibility of the Union and establishing a relative freedom to educational systems.

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[5] Art. 205. A educação, direito de todos e dever do Estado e da família, será promovida e incentivada com a colaboração da sociedade, visando ao pleno desenvolvimento da pessoa, seu preparo para o exercício da cidadania e sua qualificação para o trabalho (BRASIL, 1988).
[6] "A União, os Estados, o Distrito Federal e os Municípios organizarão, em regime de colaboração, os respectivos sistemas de ensino"

> § 1 The Union will be in charge of coordinating the national education policy, articulating the different levels and systems and exercising a normative, redistributive and supplementary role in relation to other educational instances.
> § 2 The education systems will have freedom of organization under the terms of this Law. (BRASIL, 1996).[7]

The coordination of the national education policy, reaffirmed in art. 9 of LDB, is in charge of the Union, with specific or collaborative attributions, among which we highlight those that are of most interest to the present study. The Union has specific duties: to organize, maintain and develop the official bodies and institutions of the federal education system and that of the Territories; download general rules on undergraduate and graduate courses; ensure the existence of the National Education Council, with normative and supervisory functions. These are duties that must be exercised in collaboration with the states, the federal district and the municipalities: preparing the National Education Plan; establish the guidelines that guide basic education curricula in order to ensure common basic formation; ensure the national performance evaluation process in primary, secondary and higher education. In particular, the emphasis is placed on the development of national systems for assessing school performance for all levels of education, which aim to achieve the goals proposed externally by schools and systems. And, by the way, they are becoming increasingly sophisticated.

We recall that considering education as a social right is part of an international movement, outlined since the Universal Declaration of Human Rights (1948), and detailed in the World Declaration on Education for All, resulting from the World Conference on Education for All (UNICEF, 1990), when it was admitted that, in general terms, school education then given in many countries had serious deficiencies, and it is necessary to raise it to a more relevant position among social concerns. The Declaration defined, among other principles, that school education:

- is a fundamental right of all, women and men, of all ages, worldwide and must be universally available;
- contributes to a safer, healthier, more prosperous and environmentally cleaner world;
- favors social, economic and cultural progress, tolerance and international cooperation;
- is of fundamental importance for personal and social progress.

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[7] § 1º Caberá à União a coordenação da política nacional de educação, articulando os diferentes níveis e sistemas e exercendo função normativa, redistributiva e supletiva em relação às demais instâncias educacionais.
§ 2º Os sistemas de ensino terão liberdade de organização nos termos desta Lei. (BRASIL, 1996).

In addition to the aspect of personal development, education is seen as one of the fundamental factors for the socioeconomic development of a country, understood as a social practice responsible for the socialization of culture and the knowledge historically produced by humanity. Therefore, education is a fundamental social and political factor, as it is credited with the ability to transform reality through public policies that respond to the needs of universal access, permanence and success of students.

The assumption is that the reorganization of the educational system, coupled with the dictates of the new public management, aims to guarantee quality education for all citizens, especially those of school age. This is what we discuss in the next item.

Quality education: an open topic

A topic that is in evidence for a long time means that it is not exhausted. This is what happens with *quality education*. Therefore, we decided to resume it. What is meant by the quality of school education is a controversial subject, considering that:

> The study of the quality of education has a historical character insofar as the concepts, conceptions and representations on the theme change in time and space, especially if we consider the most pressing transformations in contemporary society, given the new demands and requirements resulting from the changes that underlie the ongoing productive restructuring, mainly in the member countries of the Summit of the Americas (DOURADO; OLIVEIRA; SANTOS, 2007, p. 29).[8]

According to Dourado, Oliveira and Santos (2007), the analysis of the quality of education can only happen from a polysemic perspective, which involves intra-school and extra-school factors, including the different individual and institutional actors, in order to give precision to the desirable attributes to teaching and learning process, with a view to acquiring the fundamentals for the exercise of citizenship.

Regarding intra and extra-school factors, Eyng and Pacievitch (2012) highlight the grouping, in four categories, made by Maria Abádia da Silva (2009):

> a) Socioeconomic factors, such as housing conditions; employment or unemployment situation of those responsible for the student; family income; child and adolescent work; distance from home and study.

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[8] O estudo da qualidade da educação tem um caráter histórico na medida em que os conceitos, as concepções e as representações sobre a temática alteram-se no tempo e espaço, especialmente se considerarmos as transformações mais prementes da sociedade contemporânea, dado as novas demandas e exigências sociais, decorrentes das alterações que embasam a reestruturação produtiva em curso, principalmente nos países membros da Cúpula das Américas. (DOURADO; OLIVEIRA; SANTOS, 2007, p. 29).

b) Sociocultural factors, such as family education; time devoted by the family to the cultural formation of the children; reading habits at home; travel, technological resources at home; social spaces frequented by the family; forms of leisure and use of free time; expectations of family members regarding studies and the future of children and young people.
c) Adequate public financing, with resources planned and implemented; collective decisions regarding school resources; ethical conduct in the use of resources and financial and administrative transparency.
d) Central managers' commitment to the good formation of teachers and education staff, allowing them to enter through public examinations, their continued formation and the enhancement of their careers; environment and conditions conducive to good pedagogical work; knowledge and mastery of evaluation processes that reorient actions (EYNG; PACIEVITCH, 2012, p. 3).[9]

Dourado, Oliveira and Santos (2007) point out that studies and research[10] have allowed observations about an effective relation between school education and integral human development. Such findings highlight the importance of public social and educational policies in terms of three elements. The first refers to the nation project that is established when the guidelines and bases for the educational system are established. The second concerns coping with extra-school issues that interfere in the educational process. The third, implies the definition of the purposes of the curriculum and its articulation with the students' historical-cultural trajectory.

At this point in the discussion, we are going to qualify quality with the term "social". School education, as a public good and as a public policy, in the perspective of the inclusion of all citizens, is committed to social quality, as stated by Belloni (2003, p. 232):

A social quality education is one that serves public interests and is committed to formation with a view to human and social emancipation, with the primary objective, at any level of the educational system, the formation of citizens

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[9] a) Fatores socioeconômicos, como condições de moradia; situação de trabalho ou de desemprego dos responsáveis pelo estudante; renda familiar; trabalho de crianças e de adolescentes; distância dos locais de moradia e de estudo.
b) Fatores socioculturais, como escolaridade da família; tempo dedicado pela família à formação cultural dos filhos; hábitos de leitura em casa; viagens, recursos tecnológicos em casa; espaços sociais frequentados pela família; formas de lazer e de aproveitamento do tempo livre; expectativas dos familiares em relação aos estudos e ao futuro das crianças e dos jovens.
c) Financiamento público adequado, com recursos previstos e executados; decisões coletivas referentes aos recursos da escola; conduta ética no uso dos recursos e transparência financeira e administrativa.
d) Compromisso dos gestores centrais com a boa formação dos docentes e funcionários da educação, propiciando o seu ingresso por concurso público, a sua formação continuada e a valorização da carreira; ambiente e condições propícias ao bom trabalho pedagógico; conhecimento e domínio de processos de avaliação que reorientem as ações (EYNG; PACIEVITCH, 2012, p. 3).
[10] The authors consider the perspective of the member countries of the Summit of the Americas, as well as multilateral organizations, such as the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Bank, which have considerable influence on the formulation educational policies in the Latin American and Caribbean regions.

> capable of building a society founded on the principles social justice, equality and democracy.[11]

In terms of ideas, school education is understood as a process of citizen insertion, permeated by democratic, just and isonomic principles, a foundation for the personal and professional development of the subjects and, consequently, for local, regional and national development. It is understood, therefore, that education, as a right of citizenship, implies the formation of critical people, aware of their rights and duties, autonomous to define their life projects and co-protagonists in the dynamics of social interaction and in the definition of collective projects of development in the public and private spheres. Thus, thinking about the social quality of education implies ensuring a pedagogical process guided by efficiency, efficacy and social effectiveness, in order to contribute to a successful learning of the students, in conjunction with the improvement of the living and formative conditions of the population (DOURADO, 2007).

The search for quality in the educational process is supported by a series of legal provisions that reveal the tasks assigned to schools, as stated in art. 12, item I of the LDB:

> I - to elaborate and execute its pedagogical proposal;
> II - manage its personnel and its material and financial resources;
> III - ensure compliance with the established school days and class hours;
> IV - to ensure compliance with the work plan of each teacher;
> V - provide means for the recovery of students with lower grades;
> VI - articulate with families and the community, creating processes of integration of society with the school;
> VII - inform the father and mother, living or not with their children, and, if applicable, the legal guardians, about the frequency and performance of the students, as well as the execution of the school's pedagogical proposal (Wording given by Law no. 12,013, 2009);
> VIII - notify the Municipal Guardianship Council of the list of students who present absences above 30% (thirty percent) of the percentage allowed by law (Wording given by Law no. 13,803, 2019);
> IX - promote measures to raise awareness, prevent and combat all types of violence, especially systematic bullying, within schools (Included by Law no. 13,663, of 2018);
> X - establish actions aimed at promoting a culture of peace in schools (Included by Law no. 13,663, of 2018) (BRASIL, 1996).[12]

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[11] Uma educação de qualidade social é aquela que serve aos interesses públicos e é comprometida com a formação com vistas à emancipação humana e social, tendo como objetivo primordial, em qualquer nível do sistema educativo, a formação de cidadãos capazes de construir uma sociedade fundada nos princípios da justiça social, da igualdade e da democracia.

[12] I - elaborar e executar sua proposta pedagógica;
II - administrar seu pessoal e seus recursos materiais e financeiros;
III - assegurar o cumprimento dos dias letivos e horas-aula estabelecidas;
IV - velar pelo cumprimento do plano de trabalho de cada docente;
V - prover meios para a recuperação dos alunos de menor rendimento;
VI - articular-se com as famílias e a comunidade, criando processos de integração da sociedade com a escola;

The search for the social quality of education is part of public educational policies and has implications for school management, our next item.

Educational public policies and school management

Currently, the reality of Brazilian school management presents a precarious balance between the transposition of concepts, methods and techniques of business administration to the school context, in an attempt to adapt to the new public management model, and the need to overcome these same concepts through the recognition that education is a social, political and democratic act, thus it is instituted as public policy in the concrete space of the school.

While recognizing the difficulty of reaching a satisfactory definition of what a public policy is, as the expression carries multiple meanings, sometimes inaccurate and ambiguous, especially when used in everyday language, it is important to make clear what we mean by public policy.

Let's start with Oliveira (2010), for whom the best way to understand this definition is to dismember the meaning of each word. "Politics" is a word of Greek origin (*politikó*) that expresses the condition of participation of free people in decisions about the direction of the city (*polis*). "Public" is a word of Latin origin (*publica*) that means people, of the people. It follows, then, that a public policy is formulated by those who lead decision-making considering the interests of the people and resulting from their participation.

Based on this genesis, "public policy" is being understood as the set of State objectives that shape programs of actions in a given area and condition their execution. In this sense, policies are always public, because they refer to decisions taken by the government in any of the three spheres (executive, legislative, judicial), within each of the spheres of power (federal, state, municipal).

Despite the difficulty of definition, we highlight some consensus that outline an acceptable common meaning for the expression. First, public policies are made up of the set of rules (laws, regulations, guidelines, plans and budgets) of the government for areas that involve

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VII - informar pai e mãe, conviventes ou não com seus filhos, e, se for o caso, os responsáveis legais, sobre a frequência e rendimento dos alunos, bem como sobre a execução da proposta pedagógica da escola (Redação dada pela Lei nº 12.013, de 2009);
VIII – notificar ao Conselho Tutelar do Município a relação dos alunos que apresentem quantidade de faltas acima de 30% (trinta por cento) do percentual permitido em lei (Redação dada pela Lei nº 13.803, de 2019);
IX - promover medidas de conscientização, de prevenção e de combate a todos os tipos de violência, especialmente a intimidação sistemática (bullying), no âmbito das escolas (Incluído pela Lei nº 13.663, de 2018);
X - estabelecer ações destinadas a promover a cultura de paz nas escolas (Incluído pela Lei nº 13.663, de 2018). (BRASIL, 1996)

the lives of the group of citizens (of a country, of a state, of a municipality), aiming at certain objectives and implemented in actions. Second, public policy priorities emerge from the demands of civil society. Finally, the definition of a public policy reflects conflicts of interest, negotiations and arrangements made in the spheres of power that permeate state, non-state institutions and society as a whole (FALSARELLA; FONSECA, 2009).

A public policy is revealed not only in the decisions that a government makes but also in those that it fails to make; in this way, public policies can be translated into actions as well as in their absence, with both situations provoking results - positive or negative - for the community.

When we talk about public policies for the area of education, we are referring to the objectives and state actions that seek to regulate and/or implement legal norms and procedures that cause changes in public education (FALSARELLA; FONSECA, 2009). Although it is common to use the expression in the singular and in the plural in an undifferentiated way, it is worth clarifying. With regard to education, our area of study, we highlight the following differentiation: Educational Policy (with initials in capital and singular) is a branch of Political Science applied to education and refers to theoretical reflection, to an object of study; educational policies (in the plural), relate to governmental ideas and actions in relation to specific areas of education (early childhood education, basic education, etc.). Educational policies (with lowercase and plural) are multiple, diverse and alternative, located in a given historical moment and in a given geographical space and respond to the interests of the population.

It is in the context of the school, conceived as a locus of equitable distribution of knowledge, dialogue and reduction of socioeconomic differences and inequalities, that public educational policies should consolidate themselves as responses to the interests and desires of society, which, in fact, is not even consolidated in the legislation. As stated by Libâneo (2012, p. 323):

> In Law 4,024, of December 20, 1961, the first LDB, the term system is guided by the administrative criterion applied to teaching, the same occurring with Law 5,692, of August 11, 1971. In LDB/1996, this term refers to the administration in several spheres: federal, state or municipal education system. It is concluded that there is no education system, as a result of the conditions and characteristics mentioned above, but only administrative structures to which the law refers.[13]

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[13] Na Lei 4.024, de 20 de dezembro de 1961, a primeira LDB, o termo sistema é orientado pelo critério administrativo aplicado ao ensino, ocorrendo o mesmo com a lei 5.692, de 11 de agosto de 1971. Na LDB/1996, esse termo refere-se à administração em diversas esferas: sistema de ensino federal, estadual ou municipal.

When drawing a line of articulation between public educational policies and school management, we infer the idea of a cyclical feedback network, since it is up to the policies to formulate, implement, monitor and evaluate the proposed solutions to the challenges of education, considering the situations imposed by society's interests. The school, as a space for the consolidation of these policies, presents, in the practices of organization and management, the experience of its implementation in daily life, and shows which proposals are successful and which require reformulation.

In its art. 211, which says that "The Union, the States, the Federal District and the Municipalities will organize their educational systems in collaboration"[14], CF/1988 defines competences and highlights the need for the organization of educational systems with co-responsibility between the federal entities, which makes the elaboration of public policies essential.

Both CF/1988, in its art. 206, as to LDB/1996, in its art. 3, indicate principles for the educational process to take place effectively, namely: equal conditions for access and permanence at school; freedom to learn, teach, research and disseminate thought, art and knowledge; pluralism of ideas and pedagogical concepts; free public education in official establishments; guarantee of the quality standard; valorization of school education professionals and democratic management of public education.

It is worth remembering that the democratization of education is not limited to access to school or to participatory management, since the quality of teaching goes through the school's ability to instruct the population, allowing them perspectives to raise standards of living, personal fulfillment and professional and social participation. In other words, it is necessary to ensure that students are able to stay in school and learn, that the educational process is an opportunity for democratic exercise, that the school trajectory continues without interruption, that there is respect for human development, diversity and knowledge. Despite proclaiming the democratic management of public education, according to Freitas (2000), the national education system remains centralized in terms of both laws - CF/1988 and LDB/1996.

Thus, although CF/1988 and LDB/1996 present the democratic management of the public school as a pillar of the educational system, it has been difficult to put democratic management into practice in the daily practice of the school. Still in 1991, Mello already warned

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Conclui-se que não existe um sistema de ensino, em consequência das condições e das características apontadas anteriormente, mas apenas estruturas administrativas às quais a lei se refere.

[14] "A União, os Estados, o Distrito Federal e os Municípios organizarão em regime de colaboração seus sistemas de ensino"

that the quantitative expansion was not being accompanied by an institutional reorganization of the school or by the provision of minimum conditions for its functioning. As the number of schools increased, the central controls to order, from the center to the periphery of the system, the operation of the thousands of school units increased, and also diversified, featuring a centralized way of managing the systems.

In order to make the subjective public right to school education effective and offer quality education to the population, too many challenges were attributed to those in leadership roles at school, highlighted by Menegat, Sarmento and Rangel (2018, n/p):

> The implementation of democratic management, the development of a culture of human rights, the structuring of safe and healthy learning environments; the existence of a political-pedagogical project based on humanistic values; the articulation between educating and caring; a pedagogical practice based on the principles of freedom, equality, equity and diversity; skills development; promoting learning; the evaluation of educational quality; formation, professional qualification and valuing education professionals.[15]

In the field of school management, the transposition into the public sphere of the notions of efficiency, productivity and rationality, specific to the capitalist company, is a clear indicator of centralized management in terms of conceptions, and decentralized in terms of practices and demands, which points out, contrary to what was expected, for a low pedagogical efficacy, resulting from hybridism in terms of conceptions, practices and results.

Now, running a school goes beyond simply applying the methods, techniques and principles of business administration; as a social institution, its organizational logic and purposes are demarcated for political-pedagogical purposes. Educational policies that come out of the boxes ready do not automatically trigger the effective involvement and commitment of the different actors who must implement them, especially when defining education as a process of creation, innovation and appropriation of the culture historically produced and in permanent construction by humanity.

School management, seen from the perspective of social relations in which the conditions for its realization are created, must be guided by democratic principles and, therefore, by recognizing the importance of the participation of those involved in decision-

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[15] A implantação da gestão democrática, o desenvolvimento da cultura dos direitos humanos, a estruturação de ambientes de aprendizagem seguros e saudáveis; a existência de um projeto político-pedagógico alicerçado em valores humanistas; a articulação entre o educar e o cuidar; uma prática pedagógica pautada pelos princípios da liberdade, da igualdade, da equidade e da diversidade; o desenvolvimento de competências; a promoção da aprendizagem; a avaliação da qualidade educacional; a formação, a qualificação profissional e a valorização dos profissionais da educação.

making processes. In other words, by the way the rules that guide the actors' actions and the ways in which they take ownership of and transform them are produced and applied.

By democratizing the processes of organization and coordination of actions, the school seeks its level of autonomy, balancing itself between the specificities of the education system and the community culture of the locality to which it belongs. We understand that democratization is not just about management, with the creation of councils and the possible election of the school principal and other team members, but it must spread throughout the school organization, reaching the classrooms, in a way to create an interactive environment and atmosphere at school.

The democratization of teaching and the participation of those involved in the school process is reinforced in art. 15 of LDB / 1996, which provides for the granting of progressive degrees of pedagogical, administrative and financial management autonomy to schools. Now, having autonomy means building a space of freedom and responsibility to think about your own work, which definitely does not fit with the imposition of unified assessments, as we will see later. We fell into another discussion, which concerns how to guarantee the school's autonomy considering that it is permanently evaluated externally.

School management, school autonomy and external assessments

Officially, an external evaluation is a regulatory mechanism, providing indicators that are used to establish goals to be achieved by the institutions. External evaluation programs, in general, focus on a managerialist conception oriented towards rationalization, imputing to schools the responsibility for actions and responsibility for results, but without participation in the formulation. The effectiveness of management is thus linked to large-scale exams, in which the good result of student performance becomes a reference for the evaluation of schools, without considering the regionality and specificities of each school and its surroundings.

It is known that, despite all the idealistic discourse, in the process of access and expansion of school education to the most vulnerable sectors of the population, what is most observed is a precarious insertion that does not consider the right to education as a right to citizenship. The lack of basic conditions, human, material and cultural resources, shows how unevenly the school presents itself to the poorest. Although this picture of inequality is recognized, the educational system uses control and regulation mechanisms for all schools in order to monitor their efficiency based on academic merit, that is, large-scale evaluations are

applied in a similar way, disregarding differences and peculiarities, to all schools, measuring the performance indicator based on the results of the students' tests.

The responsibility of the school for the application of programs, projects, curricula and the levels of evaluation (of the system, the school and the classroom) does not seem to guarantee the permanence, success, inclusion and also the social quality of teaching.

In this regard, it is emphasized that decentralization occurs in the instance of "doing" while the task of "thinking about" is in charge of the higher authorities in the systems chart. Thus, Libâneo (2012, p. 323) highlights:

> Although the terms system and structure are used interchangeably, both referring to a set of elements, the second does not present the requirement of intentionality, coherence, or elements articulated with each other. In the administrative sense, to which the educational laws allude, the term "educational system" is understood as the set of educational institutions that, without forming a unit or giving priority to their collective character, are interconnected by norms, by educational laws, and not by intentionality.[16]

In this scenario, the school manager is faced with great and contradictory challenges, as highlighted by Oliveira (2015, p. 632).

> The enactment of the Law of Guidelines and Bases of Education in 1996 (LDB 9394/96) represented the culmination of this contradictory movement, as its text mirrors the demands for greater democratization of education with social equity, reflecting the expansion of social rights, guaranteeing the expansion of schooling and the recognition of difference, while reinforcing new school rationality, giving centrality to the evaluation processes as a regulatory mechanism and greater administrative flexibility for schools and the system.[17]

The role of the school manager

In an expanded perspective regarding the management function, it is relevant to bring the skills expected of the manager into the context of the discussion. To this end, we seek support in Lück (2009), which points to the complexity of the management function.

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[16] Conquanto os termos sistema e estrutura sejam usados como sinônimos, referindo-se ambos a um conjunto de elementos, o segundo não apresenta o requisito da intencionalidade, a coerência, nem elementos articulados entre si. No sentido administrativo, ao qual as leis educacionais aludem, entende-se a expressão "sistema de ensino" como o conjunto de instituições de ensino que, sem constituírem uma unidade ou primarem por seu caráter coletivo, são interligadas por normas, por leis educacionais, e não por uma intencionalidade.

[17] A promulgação da Lei de Diretrizes e Bases da Educação em 1996 (LDB 9394/96) representou a culminância desse movimento contraditório, pois seu texto espelha ao mesmo tempo as demandas por maior democratização da educação com equidade social, refletindo a ampliação dos direitos sociais, garantindo a expansão da escolaridade e o reconhecimento à diferença, ao mesmo tempo em que reforça nova racionalidade escolar atribuindo centralidade aos processos de avaliação como mecanismo regulador e maior flexibilidade administrativa às escolas e ao sistema.

Fundamental competences in education and school management
1. It guarantees the full functioning of the school as a social organization, with a focus on formation of students and promoting their learning, by respecting and applying national, state and local legal requirements, in all their educational actions and practices.
2. It applies to school management practices and the orientation of work plans and actions promoted at school, consistent educational fundamentals, principles and guidelines and in accordance with the demands of learning and formation of students as autonomous, critical and participative citizens.
3. It promotes a sense of social vision at work in the school and high expectations in relation to its educational results, as a condition to guarantee social quality in the formation and learning of students.
4. Defines, updates and implements quality standards for school educational practices, with a comprehensive and future vision, according to the formation demands promoted by the social and economic dynamics of the country, the state and the municipality.
5. Promotes and maintains at school the integration, coherence and consistency between all dimensions and actions of educational work, with a focus on realizing the social role of the school and the quality of educational actions aimed at its main objective: the learning and formation of students.
6. It promotes a sense of unity in the school and guarantees high standards of teaching, guided by inclusive principles and guidelines, of equity and respect for diversity, so that all students are successful at school and develop as fully as possible.
7. Articulates and encompasses the various dimensions of school management and educational actions, as a condition to guarantee the unity of work and balanced development of all segments of the school, in the achievement of its objectives, according to an interactive and integrative perspective.
8. Adopts in its school management performance a comprehensive view of the school, a school management system and an interactive orientation, mobilizing the talents and skills of the participants of the school community, in promoting quality education (LÜCK, 2009, p. 15).[18]

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[18] **Competências de fundamentação da educação e da gestão escolar**
1. Garante o funcionamento pleno da escola como organização social, com o foco na formação de alunos e promoção de sua aprendizagem, mediante o respeito e aplicação das determinações legais nacionais, estaduais e locais, em todas as suas ações e práticas educacionais.
2. Aplica nas práticas de gestão escolar e na orientação dos planos de trabalho e ações promovidas na escola, fundamentos, princípios e diretrizes educacionais consistentes e em acordo com as demandas de aprendizagem e formação de alunos como cidadãos autônomos, críticos e participativos.
3. Promove na escola o sentido de visão social do seu trabalho e elevadas expectativas em relação aos seus resultados educacionais, como condição para garantir qualidade social na formação e aprendizagem dos alunos.
4. Define, atualiza e implementa padrões de qualidade para as práticas educacionais escolares, com visão abrangente e de futuro, de acordo com as demandas de formação promovidas pela dinâmica social e econômica do país, do estado e do município.
5. Promove e mantém na escola a integração, coerência e consistência entre todas as dimensões e ações do trabalho educacional, com foco na realização do papel social da escola e qualidade das ações educacionais voltadas para seu principal objetivo: a aprendizagem e formação dos alunos.
6. Promove na escola o sentido de unidade e garante padrões elevados de ensino, orientado por princípios e diretrizes inclusivos, de equidade e respeito à diversidade, de modo que todos os alunos tenham sucesso escolar e se desenvolvam o mais plenamente possível.
7. Articula e engloba as várias dimensões da gestão escolar e das ações educacionais, como condição para garantir a unidade de trabalho e desenvolvimento equilibrado de todos os segmentos da escola, na realização de seus objetivos, segundo uma perspectiva interativa e integradora.
8. Adota em sua atuação de gestão escolar uma visão abrangente de escola, um sistema de gestão escolar e uma orientação interativa, mobilizadora dos talentos e competências dos participantes da comunidade escolar, na promoção de educação de qualidade (LÜCK, 2009, p. 15).

It is in the universe of each school, with its peculiar culture, that the manager acts. The organizational culture internal to the school, its specificities, needs and resources need to be considered in the elaboration of educational policies and, consequently, the results of unified evaluations cannot be used as the only instruments for measuring the performance of the school and the efficiency of teachers and managers (LÜCK, 2009). The discussion on organizational culture starts from the assumption that, regardless of the articulation with the macro context of the system, the school produces an internal culture, expressed by the expectations, values and beliefs of its members (NÓVOA, 1999).

It is necessary, therefore, to know these elements that influence and receive influence from the school management. But that, is already a subject for an upcoming discussion.

Final considerations

It is from the perspective of school organization and coordination to achieve improvements in the educational process that school management has a demarcated and defined role. In the context of everyday school concreteness, the members of the management team are responsible for organizing and coordinating the pedagogical process, which leads us to the discussion of the distinction between formulation (field of ideas) and implementation (field of reality) of public educational policies.

Through this text we set out to expand the discussion on the new public management and its repercussions on education, especially in the exercise of school management. We hope to have achieved this objective and we present below a summary of the conclusions we have been able to reach.

- The trajectory of educational policies in Brazil is marked by the contradiction between discourse and practice and the lack of long-term planning; consequently it is characterized by discontinuity and the absence of consistent actions that meet the concept of education as a social right guaranteed by the CF/1988;
- The changes proposed by the new public management in the educational context, reaffirm the rationality of educational policies, which treat everyone as equal without considering regional, economic and cultural differences, and disregard that the guarantee of fairer educational and social results depends on investments and not only of speeches and imputation of duties and charges to schools;
- There is a need not only for policy formulation, but also for affirmative actions that actually promote inclusive education;

- The conditions placed on school managers to exercise their function do not correspond to the multiple roles assigned to them.

Finally, we believe that the school makes a difference in the reduction of inequality processes produced outside it, which can lead to equity through the processes developed in it, or, on the contrary, it can act in a negative way, increasing social inequality. The attitude of school managers has a decisive influence on this issue. Management, in addition to complying with legal provisions, needs to be attentive to ways of interacting, working, acting and thinking about educational practices with the school community.

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