

**PEDAGOGICAL COORDINATION WITHIN THE NATIONAL POLICY ON  
TEACHER TRAINING (2007-2016): THE EXPERIENCE OF THE PROGRAMA  
NACIONAL ESCOLA DE GESTORES**

***COORDENAÇÃO PEDAGÓGICA NO ÂMBITO DA POLÍTICA NACIONAL DE  
FORMAÇÃO DE PROFESSORES (2007-2016): A EXPERIÊNCIA DO PROGRAMA  
NACIONAL ESCOLA DE GESTORES***

***COORDINACIÓN PEDAGÓGICA EN EL MARCO DE LA POLÍTICA NACIONAL DE  
FORMACIÓN DOCENTE (2007-2016): LA EXPERIENCIA DEL PROGRAMA  
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**ABSTRACT:** This article analyzes the identity and work of the pedagogical coordinator (CP) in the daily management of schools, from the Specialization Course in Pedagogical Coordination, within the scope of the *Programa Nacional Escola de Gestores* offered by the Federal University of Ouro Preto. The CP has a fundamental role in the organization and management of the school. As he is considered an educator of educators, his work is decisive for this process to be effective, in addition to strengthening the management team. The data that support the discussion come from the codification of 273 Course Conclusion Works developed by the course participants during the Program's duration. The analyzes reveal that the course participants understood and discussed issues related to school management and its performance, associated with the identity of the profession. The article also denounces the dismantling of the National Policy for Teacher Formation and, consequently, the interruption of the PNEG, after the 2016 parliamentary coup.

**KEYWORDS:** Pedagogical coordinator. Teacher formation. Educational policy. Programa Nacional Escola de Gestores.

**RESUMO:** Este artigo analisa a identidade e o trabalho do coordenador pedagógico (CP) na gestão cotidiana das escolas, a partir do Curso de Especialização em Coordenação Pedagógica, no âmbito do Programa Nacional Escola de Gestores ofertado pela Universidade Federal de Ouro Preto. O CP tem um papel fundamental na organização e gestão da escola. Por ser considerado um formador de formadores, seu trabalho é decisivo para que esse processo se efetive, além de fortalecer a equipe gestora. Os dados que subsidiam a discussão advêm da codificação de 273 Trabalhos de Conclusão de Curso desenvolvidos pelos cursistas durante a vigência do Programa. As análises revelam que os cursistas compreenderam e problematizaram as questões relativas à gestão escolar e sua

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atuação, associadas à identidade da profissão. O artigo também denuncia o desmonte da Política Nacional de Formação de Professores e, conseqüentemente, a interrupção do PNEG, a partir do golpe parlamentar de 2016.

**PALAVRAS-CHAVE:** Coordenador pedagógico. Formação de professores. Política educacional. Programa Nacional Escola de Gestores.

**RESUMEN:** Este artículo analiza la identidad y labor del coordinador pedagógico (CP) en la gestión diaria de las escuelas, desde el Curso de Especialización en Coordinación Pedagógica, en el ámbito del Programa Nacional Escola de Gestores que ofrece la Universidad Federal de Ouro Preto. El PC tiene un papel fundamental en la organización y gestión de la escuela. Al ser considerado un formador de formadores, su trabajo es decisivo para que este proceso sea efectivo, además de fortalecer al equipo directivo. Los datos que sustentan la discusión provienen de la codificación de 273 Trabajos de Conclusión del Curso desarrollados por los participantes del curso durante la duración del Programa. Los análisis revelan que los participantes del curso entendieron y discutieron temas relacionados con la gestión escolar y su desempeño, asociados a la identidad de la profesión. El artículo también denuncia el desmantelamiento de la Política Nacional de Formación Docente y, en consecuencia, la interrupción del PNEG, a partir del golpe parlamentario de 2016.

**PALABRAS CLAVE:** Coordinador pedagógico. Formación del profesorado. Política educativa. Programa de La Escuela Nacional de Gerentes.

## Introduction

This article analyzes the identity and work of the pedagogical coordinator (CP) in the daily management of schools, based on the design of the Specialization Course in Pedagogical Coordination (*Curso de Especialização em Coordenação Pedagógica* - CECP), within the actions of the National School of Managers Program (*Programa Nacional Escola de Gestores* - PNEG) at the Federal University of Ouro Preto (UFOP). The analysis is focused on the articulation of the axes that dialogue about the coordinator's role in interface with school management. The data that support the discussion come from the codification of 273 Course Completion Works (TCC) developed by CECP course participants during the duration of the Program.

According to Oliveira *et al.* (2018), by recognizing the centrality of the formation of public-school professionals as one of the pillars that would ensure the development of education in Brazil, the Ministry of Education (MEC), in the governments of Luís Inácio Lula da Silva (2003-2010) and Dilma Rousseff (2011-2016), implemented a set of policies aimed at guaranteeing the right to quality public education – the national policy for teacher formation (2007-2016). Among the various actions financed by the MEC was the PNEG,

which consisted of offering *latu sensu* specialization courses in School Management and Pedagogical Coordination in partnership with public universities.

Committed to the guiding principles for the implementation of the PNEG during its term, UFOP joined the Program in 2011 and offered formation to school leaders of public basic education in the state of Minas Gerais between 2012 and 2017, when the Program was discontinued by the Federal Government, after the 2016 coup. In this context, 450 course participants enrolled in 10 face-to-face support centers participated in the Pedagogical Coordination training and, of this total, 61% obtained the title of specialist.

According to Paro (2010), the CP has a fundamental role in the dynamics and management of the school, especially in the public one. The functions performed by this actor complement and strengthen the management team, and serve as a connection for the various actors that transit in the school, stimulating relationships, providing opportunities for partnerships, exchange of knowledge and experiences.

According to Placco *et al.* (2012), the CP is a key actor for the dynamization and improvement of the work of school management, by stimulating the group under its coordination in the search for the improvement of the work undertaken, providing spaces for exchange and/or formation moments aimed at acquisition of new knowledge, which will provide subsidies to face the challenges experienced in the school environment. Therefore, CP formation is relevant for improving the quality of education. It is in this context that the authors call attention to the need for the CP to always invest in his own formation and to constantly seek to overcome the challenges inherent to his practice. As he is considered an educator of educators at school, it is relevant to provide this actor with time to carry out his formation, since this will contribute to the process of improving educational quality in the school.

In this context, this research, of an exploratory nature, was based on the analysis of the most relevant themes in depth in 273 TCC's produced by CECP course participants at UFOP, based on four axes: (i) the role of the pedagogical coordinator in the development of education and from school; (ii) school evaluation; (iii) Political Pedagogical Project (PPP) and the organization of teaching and (iv) school curriculum.

The article is structured in three sections, in addition to the introduction and final remarks. The first section characterizes the identity of the CP and its role in the management of the school. In the second section, the PNEG is presented, in addition to the structuring of the CECP and how it fits into the PNEG design. The third section brings the analysis of the data collected from the TCC's developed by the course participants.

## The Pedagogical Coordinator as a key actor in school management

The educational reforms that began in the 1990s imposed a restructuring process on the Brazilian public school to incorporate new, more flexible and efficient forms of organization and administration. According to Libâneo *et al.* (2012), if, on the one hand, such changes are directly related to the reform of the State and with the efficiency in the provision of quality education, on the other hand, this process is also anchored in the strengthening of democratic management, indispensable for such institutions to make spaces more participatory, horizontal, organic and inclusive.

Regarding school management, Coelho (2019) states that its democratization emerges as one of the priority axes of the political-pedagogical and administrative process, through which the provision of quality public education is guided and organized. In agreeing with Nóvoa (1995) in the statement that the school is a complex arena and that its daily life is permeated by dynamic processes, however, not correctly divided between the administrative and the pedagogical, we understand that management is not limited to the function of the principal. On the contrary, there is a set of actors that act in this process, sharing decisions and contributing to the school functioning. CP is one of these key actors.

According to Abramowicz *et al.* (2011), as the public school is inserted in a context of inclusion, of the realization of rights and the notion of citizenship, its curriculum is committed to diversity and to social and cultural recognition, governed by the principles of democracy and social equality. From a pedagogical and political point of view, the work developed by the CP is strategic, and responsible for articulating the various sectors and actors that make up this universe: management, teachers, parents, students, employees, involving the entire school community.

According to Placco *et al.* (2012), when thinking about the figure of the CP in the history of Brazilian education, especially in times of educational reform, one thinks of a professional able to accompany the changes that will affect the context of schools. In Brazilian state and municipal educational networks, the CP's attributions, defined by legislation, range from leadership in the development of the PPP to administrative functions of advising the direction, but, above all, activities related to the pedagogical functioning of the school and support for teachers, in addition to continuing teacher formation.

That is why the qualification of the CP is important to give this actor conditions to better contribute to the public school offering quality education. As the CP deals with teacher formation, different legislation, issues related to the curriculum, teaching and learning

processes and the daily demands of the school, actions aimed at their continuing education are crucial for the constitution of their professional identity and to strengthen their role as part of the school management team.

Regarding the identity of the CP, several authors emphasize the nature of its functions in the school context. Gatti (2011) state that many factors marked the identity of the CP in Brazil, from the uncertainty of the emergence of this professional category to the passage through different nomenclatures and the formation processes in undergraduate courses, which have changed a lot. For Mate (1998), the CP should be the professional who articulates pedagogical and reflexive practices in the school routine and not the bureaucrat who, most of the time, works to “put out fires” on a daily basis.

When deepening this discussion, Guimarães (2007) highlights that the work carried out by the CP consists of a tangle of activities that denote improvisation and a transition between different routines that are typical of the daily dynamics of a school: covering teacher absences; monitor the entry and exit of students and teachers; assist the secretariat and management in bureaucratic activities; organize projects to serve the community; read internship reports; serve students; intervene in indiscipline problems; organize pedagogical meetings; represent the school at external meetings; in addition to a multitude of emergency activities that demand your attention. According to the author, this contingent of tasks can compromise the performance of the CP's functions.

When combining the discussion proposed by these authors, it appears that the identity of the CP is permeated by dilemmas that involve the way in which its function is interpreted and performed. In this sense, Franco (2008) points out the lack of initial formation for the exercise of the pedagogical coordination function as one of the major obstacles for these professionals to perceive themselves capable of building quality or efficient work at school. These tensions around the misalignment between the initial formation and the obstacles experienced in the school context suggest the relevance of the continuous formation of the CP, with a view to strengthening the management and ensuring the convergence between the different dimensions that make up the school routine.

### **The PNEG and the Specialization Course in Pedagogical Coordination at UFOP**

In order to strengthen the organization, democratization and pedagogical practices of Brazilian public schools, the MEC, in the Lula and Dilma governments, financed and implemented a set of teacher formation actions within the scope of the National Policy for

Initial and Continuing Teacher Formation (GATTI, 2011). Among the strategic priorities defined, there was the recognition of the democratization of school management as one of the priority axes for the strengthening of political-pedagogical and administrative processes aimed at raising the standards of quality and performance, reflected in the indicators of external evaluations, notably the Basic Education Development Index (Ideb). It is in this context that the PNEG entered.

According to Oliveira and Pena (2018), among the various actions linked to the Goals Plan “All for Education” and the Education Development Plan, the Program, established in 2004 by SEB in partnership with the state secretariats of ten states of the Brazilian federation, intended to promote the strengthening of public education by improving the IDEB of schools and municipalities served by the PNEG. Between 2007 and 2016, the PNEG integrated continuing teacher formation actions, coordinated by the MEC. The Program consisted of three courses offered in the distance modality: Specialization in School Management (400 h/c); Specialization in Pedagogical Coordination (405 h/c) and Improvement in School Management (106 h/c).

The CECP had as its target public professionals from public schools who performed the function of CP or equivalent, members of the school management teams. According to the MEC, the continuing education of the CP, offered within the scope of the PNEG, was justified by the fact that this professional plays an important role as an articulator and integrator of educational processes. By recognizing the CP as part of the management team, the MEC understood its work as decisive for the development of learning, knowledge, collective and interdisciplinary work, ethics and citizenship, in the perspective of an education and an increasingly inclusive (BRASIL, 2009).

Another justification for such an initiative resided in the strengthening of the identity of the educators who perform this function. Tonini and Oliveira (2015) argue that, despite the recognition of the importance of the PC's work for the full development of the school's function, it is known that such subjects live with difficulties and face obstacles in carrying out their task since their work it is often misunderstood by the other actors who work there. On the other hand, the dynamics of schools makes the CP assume a set of functions that make his professional performance diffuse.

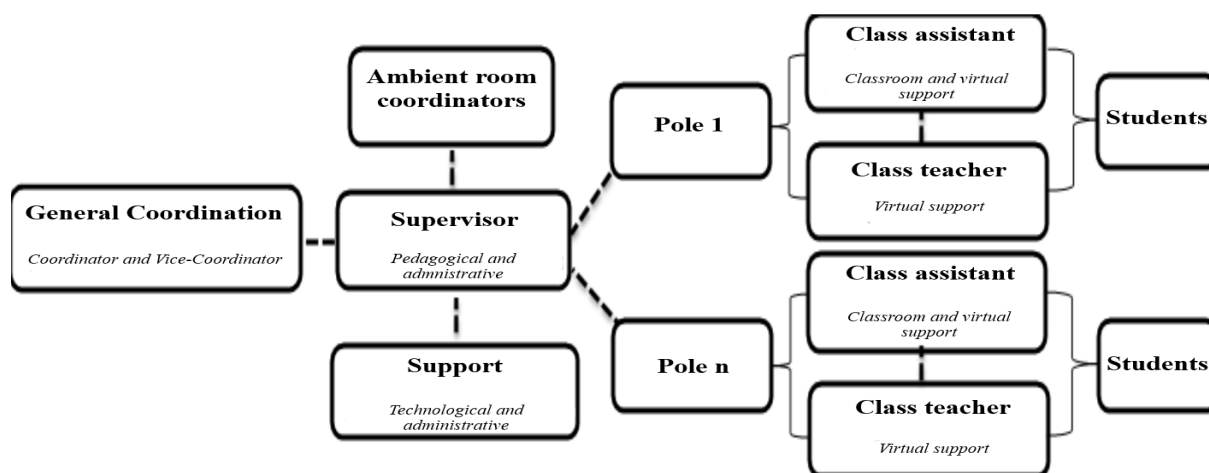
Aiming at expanding the capacities of these professionals for a more analytical and problem-solving action, better management of the elaboration, development and organization of pedagogical work and improvement of the teaching and learning process, formation at PNEG was oriented towards: promoting reflection on pedagogical work and democratic



management; to enable experiences of knowledge production processes aimed at understanding the school in its determinations; to stimulate the development of pedagogical work coordination practices favoring effective learning and improvement of school performance; contribute to the reflection and practice of CP to carry out the teaching and learning process; to enable the deepening of debates on the collective construction of the PPP, in addition to the articulation, integration and organization of pedagogical actions (BRASIL, 2009).

At UFOP, the course participants were accompanied by a multi-teaching team composed of two coordinators (doctors); class teachers (masters); class assistants (specialists), teacher educators and TCC advisors. The professionals who were part of the CECP teaching team were responsible for the teaching and learning process and their work included the organization of disciplines and content, management of the team of educators, monitoring and virtual and face-to-face guidance of students and adequacy of content to the instructional design of formation, as shown in Figure 1:

**Figure 1 – PNEG poly-teaching team**



Source: Martins *et al.* (2016 *apud* OLIVEIRA *et al.*, 2017)

Regarding the design of the CECP within the scope of the PNEG, the course participants, during the training period carried out in the distance modality, participated in face-to-face meetings in the city of Ouro Preto aimed at presenting the course, training oriented to the use of the Virtual Learning Environment (AVA), closing of the first block of disciplines, conducting face-to-face assessments and presenting the TCC's.

With a view to promoting reflection on the different spheres of CP performance, the CECP curriculum proposal prioritized reflection on theory from practice, valuing CP

experience and knowledge, in line with the discussion developed by Tardif (2014). The CECP was organized by themes gathered in nine ambient rooms, as shown in table 1:

**Frame 1 – Ambient Rooms of the Specialization Course in Pedagogical Coordination**

<b>Ambient Room</b>	<b>Workload</b>
Introduction to the Course and the Virtual Environment	15 hours
School Reality and Pedagogical Work	30 hours
Political-Pedagogical Project and Teaching Organization	45 hours
Curriculum, Culture and School Knowledge	45 hours
School evaluation	45 hours
Practices and Communication Spaces at School	45 hours
School Learning and Pedagogical Work	45 hours
Educational Policies and Pedagogical Management	45 hours
Special Topic	45 hours
Scientific Work Methodology	45 hours
<b>Total</b>	<b>405 hours</b>

Source: Adapted from Tonini and Oliveira (2015)

Hosted on the Moodle Platform, the ambient rooms served as virtual spaces for synchronous and asynchronous interaction and communication between course participants, or between them and the formation team, giving meaning to the formative processes throughout the course. All this journey culminated in the elaboration of the TCC's, an activity that articulated and gave meaning to the thematic axes of the CECP and to the intervention project conducted in each school, object of the next section.

**TCC's and the meanings of formation at UFOP**

According to Santanna *et al.* (2016), the TCC was designed and developed throughout the formation process. Guided by a mentor teacher, the course participants developed a pedagogical intervention project that was implemented in the school where they worked. The elaboration of this project was intended for the course participant to develop a clear vision on concrete issues related to the daily life of his school and the coordination work performed by him. The course participant implemented the project and, at the end, wrote a report of the actions developed in the field. In the last phase of the process, the supervisors helped us in writing the TCC, in the form of an article, a mandatory requirement for approval and certification. This process, materialized in this course, intended to make the course participants able to, dialectically, temporarily distance themselves from their daily practice to put themselves in the place of researchers, with an 'outside', critically forged look.



According to data compiled by Santanna *et al.* (2016), 273 works were presented. The articles were developed from four thematic axes that structured and supported the development and implementation of the intervention project, as shown in table 1:

**Table 1** – Thematic approaches of the TCC's developed in the Pedagogical Coordination course

Thematic axis	Number of TCC's	%
i. The role of the pedagogical coordinator in the development of education and school	125	45.78%
ii. School evaluation	76	27.83%
iii. Pedagogical Political Project and the organization of teaching	55	20.14%
iv. School curriculum	17	6.25%
<b>Total</b>	<b>273</b>	<b>100%</b>

Source: Devised by the authors based on data from Santanna *et al.* (2016)

Within the four axes studied, Santanna *et al.* (2016), listed the sub-themes most developed by the course participants. In terms of the *role of the pedagogical coordinator in the development of education and the school*, the most recurrent themes found were: 1) *pedagogical coordination as a teaching advisor and articulator of pedagogical practices that promote learning* (34 works); and 2) *the performance of pedagogical coordination and the challenges faced in the school institution* (26 works). Regarding the first sub-theme found, the authors clarify that, in the articles, specific issues were addressed related to the pedagogical performance of the coordinator, his role as an articulator of actions that seek to overcome everyday problems faced at school and his role as a trainer for teachers.

This finding corroborates the three dimensions that define the role of the CP in the daily life of the school, listed by Almeida and Placco (2009): (i) articulator – offering subsidies so that teachers can work collectively on curricular concepts; (ii) educator – promotes conditions for teachers to deepen their knowledge in specific fields and (iii) reality-transformer – enables questioning about the teacher's practice through a reflective and critical process.

In this direction, Azevedo *et al.* (2012) argue that the CP is a fundamental professional for the management of the school, since the relationship established between him and the teaching staff makes it possible to build a culture of quality formation in the school, from the moment the teacher CP manages to encourage the teaching staff to make them researchers of their practice, motivated and entrepreneur of well-formulated strategies so that quality educational work really happens. For Silva (2017), this professional is the partner that helps

teachers in lesson planning and contributes by offering pedagogical support to teachers, opening paths to achieve school success.

In the second axis most studied by course participants, school assessment, Santanna *et al.* (2016) found sub-themes that addressed more intensely *the reflection on school evaluation practices with a focus on changing the look/objectives of evaluations* (32 works) and *early childhood education and its evaluative specificity* (12 works). Such works show that the evaluation process is an issue that requires interventions from the CP to help in the teacher's pedagogical planning.

According to Lück (2009), the verification and monitoring of a school's results represent the specific interest of management in student learning and involves carrying out coordination processes and practices aimed at improving its results and performance. In this perspective, Paro (2010) states that it is up to the manager and his team to awaken in the other actors the motivation so that the school can improve its levels of performance and attendance of its students.

Within this reality, where evaluation results are highlighted, whether they are related to the internal or external evaluation system, the principal is primarily responsible for the school and has a complete view of the stratagems that enable, articulate and integrate the various sectors and resources towards the offer of quality education. And, walking by its side, is the CP, who, according to Libâneo (2004), is responsible for the feasibility, integration and articulation of the pedagogical-didactic work in direct connection with the teachers.

In this joint work, the appropriation of data from external evaluations by the principal and the CP can significantly and effectively contribute to the reflection on all areas of management of a school and to the realization of its social function in contemporary society, democratizing and guaranteeing quality education for students.

Returning to the data presented in table 1, the axis *the pedagogical political project (PPP) and the organization of teaching* had 11 sub-themes, being *the restructuring of the PPP and the participation of the school community* (12 works) and *the collective construction/re-elaboration of the PPP and teaching planning* (nine works) were the ones that received the most attention from course participants. For Santanna *et al.* (2016), these themes indicate that the PPP can be a strong political device in the action of (re)thinking the pedagogical practice of the school, reinforcing the central role of the CP in this process.

For Placco and Souza (2012), the work of the CP is defined around the axes of articulation, transformation and formation, so that the articulating role is characterized by the mediation of interpersonal relationships, by the planning, organization and conduct of

pedagogical meetings and by the joint elaboration of the school's PPP. It is up to the CP to help the principal understand that he is not alone in joining forces and in articulating a team that supports him in the search for alternatives that provide participatory, democratic and quality management in the school.

According to Coelho (2019), the issue of the democratization of school spaces and the success of democratic and efficient school management involves the question of the participation of the entire school community in the elaboration and monitoring of the guidelines that guide the actions of a school. Consequently, the presence of the CP takes place in the sense of articulating and intermediating the relationships between the interested parties in the elaboration and execution of the norms and guiding rules of the practices and school conducts. In the case of the PPP, the CP emerges as a strategic actor in order to ensure the decentralization of power and the autonomy of teachers.

The last major axis, *school curriculum*, was divided into nine sub-axes. Of these, *inserting in the curriculum a new methodological approach or content* and *reflection on the ludic in the early childhood and elementary education curriculum* had four works each. According to the authors, the works indicate that the course participants highlight the role of the CP for the formulation of pedagogical actions that support the teachers' practices.

In this direction, Almeida and Placco (2009) argue that the CP, as a transforming subject, must be committed to questioning, that is, it must lead the teacher towards critical reflection in relation to their practice. Their participation in the school collective must be characterized by the stimulus and permission to the question, to doubt, to creativity, to innovation, which will make the school establish itself, not only as a space for the implementation of the curriculum, but also as an open space to curricular changes needed and desired by teachers.

From the analysis of the articles produced in the four axes, one can see the importance and contribution of formation in the sense of providing course participants with the possibility of reflecting on their own practice, analyzing it critically and (re)signifying it, in a way to overcome the obstacles encountered. In the same way, the works evidence the concern of the course participants with the identity of the CP in the school context. In this direction, Franco (2006) states that the professional identity of the CP is contingent upon a multiplicity of interdependent factors, resulting in a series of representations that this professional has of himself and the functions he performs. According to Tardif (2014), this professional activates knowledge linked to their personal life history; concrete working conditions; to the recurring imaginary about their profession; to the genesis and development of the function in the history

of Brazilian education and in the discourses that circulate in the social and cultural context in the school routine.

### Final considerations

Although the evaluation conducted by Santanna *et al.* (2016), indicate that the UFOP experience can be considered successful, the issue of formation of school professionals cannot be understood only at the micro level or as a mere formative action, disconnected from a set of strategic objectives. On the contrary, it must be understood as a guiding element of public action, especially when the school and the performance of education emerge as priority issues for the social development of the country.

The governments of Luís Inácio and Dilma Rousseff advanced on this issue since, despite several limitations and imperfections, there was a policy for teacher formation implemented in the country. However, according to Oliveira *et al.* (2018), at the end of 2016, due to the need for fiscal adjustments, several teacher formation actions suffered a significant reduction in resources during the government of Dilma Rousseff. With the impeachment, the government of Michel Temer (2016-2018) deepened the cuts due to the severe fiscal adjustment undertaken, causing several of these actions to be discontinued. Among these, the end of the PNEG was announced, and in this way, the CECF had no other classes offered by UFOP or any other university in Brazil.

With the clear break in the educational agenda aggravated by the election of Jair Bolsonaro in 2018, concerns about funding and strengthening basic education have increased, including the training of teachers who face, on a daily basis, the challenges faced by Brazilian public schools. We defend that the initial and continuing formation of education professionals, in its various dimensions, must return to the public agenda through a set of actions that, when articulated, constitute a formation policy implemented at the national level, with the support of states, municipalities and public universities.

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