

**EDUCATIONAL MANAGEMENT AND COGNITIVE AND NORMATIVE
REFERENCES IN PUBLIC POLICY**

***GESTÃO EDUCACIONAL E OS REFERENCIAIS COGNITIVOS E NORMATIVOS EM
POLÍTICA PÚBLICA***

***GESTIÓN EDUCATIVA Y MARCOS COGNITIVOS Y NORMATIVOS EN LAS
POLÍTICAS PÚBLICAS***

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ABSTRACT: This study aims to understand the cognitive and normative matrix developed by the dynamics between the agents involved of educational actions from a reference represented by the Education Plan. This is an empirical and inductive research using the theoretical framework of cognitive analysis of public policies from the perspective of public action. The study identified that educational management can be understood as an interactive dynamic space moved by axes that determine decision-making. It can be seen as a structure consisting of agents, processes of mobilization of resources, repertoire of action, representations, institutions, and results.

KEYWORDS: Educational management. Cognitive and normative matrix. Public action. Referential.

RESUMO: O objetivo deste estudo visa compreender a matriz cognitiva e normativa construída pela dinâmica das interações entre os agentes envolvidos com as ações educacionais a partir de um referencial representado por Planos de Educação. Trata-se de uma pesquisa do tipo empírica e indutiva utilizando o referencial teórico de análise cognitiva de políticas públicas na perspectiva da ação pública. O estudo mostrou que a gestão educacional pode ser compreendida como espaço dinâmico que se movimenta por eixos que determinam as tomadas de decisões formando uma estrutura constituída por: agentes, processos de mobilização de recursos, repertório de ação, representações, instituições e resultados.

PALAVRAS-CHAVE: Gestão educacional. Matriz cognitiva e normativa. Ação pública. Referencial.

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RESUMEN: *El objetivo de este estudio es comprender la matriz cognitiva y normativa construida por la dinámica de interacciones entre los agentes involucrados en las acciones educativas a partir de un referente representado por los Planes de Educación. Esta es una investigación de tipo empírica e inductiva que utiliza el marco teórico del análisis cognitivo de las políticas públicas desde la perspectiva de la acción pública. El estudio mostró que la gestión educativa puede ser entendida como un espacio dinámico que se mueve a lo largo de ejes que determinan la toma de decisiones, formando una estructura compuesta por: agentes, procesos de movilización de recursos, repertorio de acciones, representaciones, instituciones y resultados.*

PALABRAS CLAVE: *Gestión educativa. Matriz cognitiva y normativa. Acción pública. Referencia.*

Introduction

This study presents the extract of a doctoral thesis developed in the Postgraduate Program in School Education at the campus of Universidade Estadual Paulista, Unesp de Araraquara-SP, from a new vision of analysis of educational public policies, presented by Professor Doutor Sebastião de Souza Lemes, in the course "Fundamentals of Cognitive Analysis of Public Policy: the decision, instrumentation and regulation of education" held in the first half of 2017. This is an empirical and inductive research using the theoretical framework for analysis of public policies from the perspective of public action, developed by the French Pierre Muller, Yves Surel (2002), Pierre Lascoumes and Patrick Le Galès (2012b), seeking to explain the dynamics of interactions between public, political and social agents involved with education municipal.

It is noticed that the municipalities as autonomous federated entities, historically, have been trying to organize their education systems from the democratization of the country in order to guarantee the quality of education. As educational management is responsible for guaranteeing democratic principles capable of mediating the controversies present in the spaces of debates that seek to interfere in the action agendas of the education secretariats and in the formulation of educational policies.

According to Barroso (2006, p. 13), the modes of regulation of an education system, put into practice by the educational authorities, bring together a “set of mechanisms for guidance, coordination, control of actions, institutions, professionals within the system”. educational”, determined by the interactions of the groups, of the agents involved in the decision-making processes.

Understanding this set of mechanisms resulting from the interactions produced between the agents that work in the public education system and in the process of implementing the policy that was instituted with the implementation of the municipal education plan, driven by the National Education Plan, is a necessity in the field. of educational research, from the point of view of cognitive analysis.

The dynamic process of interactions between agents is what characterizes public action, since public policy, when put into action, involves putting into play global representations referring to beliefs, paradigms and references. Thus, according to Lascoumes and Le Galès (2012b), the analysis of public action can be carried out from five interrelated elements: agents (or actors), processes, institutions, representations and results.

Muller and Surel (2002) postulate that the global representations present in the way of thinking of agents form a system of meanings that are adopted as a reference, which guides their positions, facing the resolution of public problems. This process of interactions results in the elaboration of instruments understood as “institution”, which are related to rules, norms and procedures, to sequences of coordinated and mandatory actions, which govern the interactions between individuals in the system for the construction of new regulations. The effects of public action, in this sense, during and after the dynamics of interactions, generate “results”.

According to Lemes (2016), the ideas and representations of the agents who work in Organs administrative bodies of education are part of the process of interaction between them, becoming determining factors for the construction of a cognitive and normative matrix, which is characterized in the regulatory instruments. The interaction between these actors is permeated by resources and action repertoires, which the authors call “capacity to act” and “exercise of power”, inside and outside the political-administrative scope (LASCOUMES; LE GALÈS, 2012a). The concept of cognitive and normative matrix was defined by Muller and Surel (2002), which is based on three other conceptual models defined by Jobert and Muller (1987), Hall (1993), Sabatier and Jenkins-Smith (1999): referential, paradigm and *advocacy coalition* (belief systems).

In this way, the cognitive and normative matrix related to the strategies of the municipal education plan, which are grouped according to the levels of perception, is under construction by the agents involved in the process of carrying out the actions. It means that the phases of formation of the cognitive and normative matrix work in a cyclical movement revolving around the problems, when there is a debate, what Muller (2005) calls problematization, device of stimulation, stabilization and mobilization of action repertoires takes place.

In this sense, public action in public education systems produces order and is the result of the dynamics of interactions between different agents with different cognitive structures and is supported by references. It is consolidated through the instruments for being an organizing device of the specific social relations between the public power and its recipients, depending on the representations and meanings that it carries (LASCOUMES; LE GALÈS, 2012a).

Therefore, studying instruments allows analyzing the political power in exercise, the authority and the power of the agents, because “each instrument is, therefore, a condensed way of knowing about social power and the ways of exercising it” (LASCOUMES; LE GALÈS, 2012a, p. 202). Each instrument has a different character, identifiable by the degree of coerciveness, automatism and visibility, since “the instruments are not neutral and produce specific effects, independent of the objectives pursued, which structure, according to their own logic, public action” (LASCOUMES; LE GALÈS, 2012a, p. 181).

The regularities provoked by these instruments shape the behavior of public and social agents, which are obtained by the cognitive and normative matrices. In other words, the instrument of public action as an institution has a regulatory, normative and cognitive dimension. The public education system is formed by the set of schools, implying the definition of organizational, pedagogical and curricular principles, guidelines and norms.

Organizational guidelines, normative instruments, are carriers of intentions, ideas, values, attitudes and practices (cognitive and normative matrix) that will influence the agents' ways of thinking in the configuration of their practices. Agents can join, resist or dialogue with them and formulate, in a collaborative way, new proposals.

Therefore, the paradigm shift evoked by a reference implies the construction and use of instruments that allow the translation of the political text for application in practice.

The relationship between two references: the national and municipal education plans

The national education plan is understood, in this study, as the global referential, due to its scope to achieve the ideal of a quality education that reaches all citizens. For its success, it is essential the articulation between the federal, state and municipal education systems, and the participation of society in its discussion, monitoring and evaluation.

The guidelines, goals, and strategies determined by Law No. 13.005, of June 25, 2014 (BRAZIL, 2014), guide the educational policies to be developed at the local level. The goals of this global referential are structured in four axes: 1) guaranteeing the right to quality basic education (universalization of literacy and expansion of schooling and educational

opportunities); 2) reducing inequalities and valuing diversity and equity; 3) valuing education professionals; 4) higher education. These goals show that democratic management and financing of education are the dimensions that articulate the institution of the National Education System (SNE). The idea of building a municipal education plan was consolidated with the approval of this referential regarding the duty to elaborate or adapt state and municipal education plans, in line with its guidelines, goals, and strategies.

As such, in order to understand this dynamic of building educational actions, it is necessary to understand the perspective adopted of public action and not public policy, to refer to the development process of the municipal education plan.

Public action

The use of the term "public action" is due to the change of perspective for the study of public policies. Public policies have always been one of the great paradigms of the Social Sciences for the analysis and compression of the regulation processes of all societies. Yves Mény and Jean-Claude Thoenig (1989, p. 129) defined public policies as "the product of the activity of an authority invested with power, public and governmental legitimacy". With this definition, their analysis was gradually separated from administrative science, to integrate with political science approaches.

Historically, the models for analyzing public policy emerged with the modernization of national and industrial societies, with the State as a specific political model. The State today is being replaced by capitalism, which imposes needs for new forms of regulation (BARROSO, 2006; COSTA, 2015; LEMES, 2016). Businesses and financial institutions have developed, as a result of globalization, in such a way that they interfere in public policies. In this sense, the expression "public policy" has been replaced by "public action" (LASCOUMES; LE GALÈS, 2012b). The actors involved in public action are individuals or legal entities that act in decision-making, and are the agents capable of developing strategies that modify and improve actions.

In this sense, public action applies to the performance of the public administration and public, political, and social agents who act jointly in search of the guarantee of social rights. Lascoumes and Le Galès (2012b, p. 39) state that the sociology of public action is also a political sociology that is interested in the articulation of social and political regulations, conflicts, financial resources, political activities, and issues of legitimacy of actors, especially public servants, governments, and rulers.

The transfer of new powers to local authorities mischaracterizes the action of the centralized State. This evolution leads to a multiplication and diversification of the actors involved in policy-making for each local authority (LE GALÈS, 2003). Then, public policies in action come to be understood as the construction of reality; they are not intended to solve problems that are outside them, but are processes that build intelligibility structures, worldviews, belief systems, and referentials for problem solving.

With this in mind, public agents and politicians develop arguments, in competition, seeking to define a problem through a language that corresponds to their values, beliefs, interests, positions, and organizational characteristics. In this way, public policy became restricted only to the intervention of the state, to government actions and to the actions of the authorities, because the classic model of conceiving public policy is outdated, due to the interactions between public, political and social agents and the actors, who participate in the various institutions, organizations, that interfere in the agenda and in the execution of social projects (LASCOURMES; LE GALÈS, 2012b).

Muller (2004) emphasizes that public administration will never be a business, but we are in the presence of a form of trivialization of the state, and for him the cognitive and normative framework in which public action is thought is changing: the notion of public power becomes an uncommon concept and that of public service increasingly justified by the efficiency/effectiveness combination, reference criteria for evaluating administrations.

Cognitive and normative referential as a perspective of change

The municipal education plan is constituted as a public policy understood as an instrument of public action, which concentrates principles, strategies, actions and mobilizations, forming an action standard; it is the cognitive and normative reference for the development of the schooling process (LEMES, 2016). It is normative because of its legal structure, since it consists of a set of norms that give meaning to public action programs, defines the selection criteria and methods for assigning objectives. It is both a cognitive process based on a diagnosis that allows understanding the real (limiting its complexity) and a determining process, in order to allow acting on the real (MULLER; SUREL, 2002).

The concept of referential is part of the cognitive analysis of public policies, from the perspective of public action developed in France in the last twenty years. Public policies, according to this approach, are not only spaces where actors confront each other according to their interests, but they are also the place (the referential) where a given society builds its

relationship with the world, being possible, through them, to understand the representations and act in reality as it is perceived (MULLER, 2011).

In this sense, Muller (2014, p. 555) states that "the definition of a public policy is based on a representation of reality that constitutes the referential of this policy", which involves the definition of objectives that will be defined based on a representation of the problem, its consequences and possible solutions to solve them.

Muller (2005), developed a system of meaning and reference structure of a public policy, which covers not only the legal instrument, but also mobilizes the worldview of agents and actors, in a symbolic way, in various spheres of society, based on the prevailing norms that shape their thoughts and behaviors. In this way, its structure can be divided into two elements, the global and the sectorial referential, being global-sectorial, the relationship between them, as a representation of the place and role of a sector in a given society (MULLER, 2005).

The global referential is the general representation, around which the various sectorial representations will be organized and prioritized. It consists of a set of fundamental values that refer to the basic beliefs of a society, as well as a set of norms that allow choosing among behaviors (MULLER, 2011). In relation to this, the National Education Plan can be considered a proposition of change, constituting itself as a representation of the global referential and appears, at first, as the expression of a change in the state of the world of education. Therefore, it is important to note that each interpretative structure is not just a stock of ideas, but refers to a structuring of the "global".

The sectorial referent is a representation of a sector, its first effect is to mark sectorial boundaries, its configuration, and its place in society, as these elements are the subject of ongoing conflicts in connection with controversies over control of the political agenda (MULLER, 2011).

Thus, municipal education is the sector in the society in which it is inserted, coordinated by the municipal secretary of education, which is responsible for performing the mediation between the global referential (public policy frame of reference of society in general) and sectorial (public policy frame of reference of the local society).

For Surel (2008), the referential has a double implication: 1) a reference point that serves the categorization and definition processes that allow a given sector to situate itself in society, seen as a referential of social functions; 2) seen as action actualization norms that will determine and frame public policy.

For Jobert and Muller (1994, p. 50), this understanding places the referent as a mediator that designates "the agents who make the public policy referent" and understands that mediators

are "cognitive images that determine the perception of the problem by groups present and the definition of appropriate solutions."

This implies understanding the dynamics of the process of discussions and decisions within the management of educational systems.

Educational management determined by articulated axes of action

The educational management paradigm was built in the context of the democratization and modernization of Brazil. It is a new way of conducting the destiny of organizations aiming at efficiency, efficacy, effectiveness, and relevance. The process of managing the dynamics of the educational system is called "Educational Management". This expression has been accepted and recognized for being linked to the strengthening of the democratization of education, as essential to the organization and mobilization of people aimed at efficient performance and committed to the quality of education (LUCK, 2015).

According to Luck (2015, p. 35), the concept of management is broad and complex, it is a paradigmatic conception of overcoming the concept of administration, it implies the "understanding of how our thinking is oriented to perceive the world, which, therefore, determines what we see and what we fail to see, and, consequently, how we react to reality. This conception involves understanding that global problems demand participative actions, that is, the logic of management is guided by democratic principles and is characterized by the interaction of agents in decision-making on orientation, organization, planning, and articulation of the axes that determine the actions.

Therefore, the analysis in this study was based on the five constitutive elements of the analysis of public action defined by Lascoumes and Le Galès (2012b): actors (agents), representations, institutions, processes, and results, considering them as axes that revolve around the public problems discussed in the scope of educational management, forming a structure, understood as determinants for the actions of implementation of public educational policies. From this perspective, the axes that determine the actions can be understood as an articulated structure that symbolizes the dynamics of educational management.

Thus, the framework of interpretation of the world that puts in order the different sub-universes of meaning that constitute the sector (education), is expressed in the image built by the agents and actors inserted in the problems at hand.

Public, political and social agents

From the introductory framework of the country's democratization, a new scenario emerges for organizations, modernization, democratic advancement, different demands for public actions, and the need for changes in the forms of society's participation. Then, the profile of participatory subjects called social actors emerges.

The concept of actors, defined by Darli de Souza Dias in the dictionary of public policies, comprises the following: “individuals whose participation interferes with the quality of actions that impact the quality of life of all beings that make up the various social networks” (DIAS, 2012, p. 29).

Lascoumes and Le Galés (2012b) define actors more broadly, as individuals or legal entities that act in decision-making, and that are capable of developing action strategies that modify and improve public actions.

In this study, the concept of agent was adopted, defined by Gontijo (2012, p. 21) as “one who acts, operates, who performs the action”. He can occupy three positions: that of public agent, political agent and social agent. Within the educational system, agents occupy these three positions. The public agent “is an individual, a natural person, who performs a public function within the scope of the State” (DIAS, 2012, p. 29).

In the area of education, these agents are teachers, school directors, pedagogical coordinators, teaching supervisors, and other professionals who work in the educational system, that is, they occupy a public function established by law, for the exercise of a certain activity in the education system. provision of the public service.

The political agent is “the individual who performs some public function considered superior in the hierarchy of the constitutional structure of the State” (GONTIJO, 2012, p. 21). These are the agents at the municipal level: advisors and secretaries, in the executive branch; and councilors, in the legislature.

The social agent is that “individual who operates an action within the scope of the social system, developing specific actions for the survival of the system” (GONTIJO, 2012, p. 21). The school, for example, is recognized as a social system composed of internal and external agents: internal are those who act within the system (teachers, school directors, students, administrative and pedagogical support staff), external are those who act on the system (city hall, ministry of education, municipal secretary of education, tutelary council, among other bodies), in addition to the social actors that are the community, parents and families of students.

The paradigms that form the references of the agents who work in management, whether in the school or in the system, are different because they are between two visions, the micro (school) and the macro (system). Agents and actors who live in society are responsible for inscribing social facts on the political agenda, making them a public problem. Lascoumes and Le Galès (2012b, p. 141) explain that “a problem becomes public from the moment social actors estimate that something must be done to change a situation”.

The various agents and actors of society influence decisions within the sectorial framework in search of solutions to problems. Problems, when inserted in the action agenda, drive the resource mobilization process, characterized by the means of using the power of influence that, as a group or individually, agents use to defend their interests. This is because the agents' view differs regarding the interpretation of the problem and possible solutions.

Therefore, the process of building public policies is inseparable from the action of individuals and groups involved, considering that they are capable of producing speeches and mobilizing actions.

In the following section, we present what characterizes the participation of agents and actors in the spaces of debates to defend collective interests.

Resource mobilization processes

The municipal education system, constituted by the set of schools, as a discursive space is the place where power relations are produced and reproduced between the agents that act and interact in it. The discourse is linked to the understanding that the world is created by historically constructed social representation, thus, it is the actors who attribute meanings to it through the set of social practices organized in and by social and ideological relations.

In this sense, in order to analyze public action, it is necessary to reflect on the evolutionary characteristics of public space and the dynamics of collective action. Studies that incorporate cognitive variables to the analysis of public policies, seek in relational sociology and cultural imperatives, the explanation of patterns structured by individual and collective action (LASCOUMES; LE GALÈS, 2012b).

From this perspective, Muller and Surel (2002) define two types of essential factors to characterize the participation of agents and actors in debate spaces: resources and the action repertoire. Resources refer to the ability to act, based on the power conferred in the political-administrative space. The nature of these resources is characterized according to the context in

which they are operated. Agents and actors can act defending the interests of groups, of which they are part, inside or outside the political-administrative context.

For Muller and Surel (2002, p. 80), “resources are mobilized both inside and outside, and the two logics can combine, cumulate or oppose each other”. The action repertoire is the set of means implemented for the exercise of power, that is, the influence that agents have with public decision makers. The objective of this mobilization of resources and action repertoires is to convince the largest possible number of people interested in a problem and/or a specific claim.

The legitimacy of agents and actors occurs when they manage to bring out, from the discourses, the real problem; and when it is accepted as representing the interests of the groups. With this, the mobilization of different resources will feed the collective actions, which constitute the group in the relationship between the agents. Given a public problem, the configurations of agents and actors (mobilization of resources, and structuring modes) and cognitive matrices (values, representations and beliefs, ways of operationalizing the action) gravitate around it, establishing the nature of their relationships in competing ways. The cognitive approach of public policies highlights the close links between them (SUREL, 2008).

This joint crystallization between the configuration of agents and actors and the paradigms is distinguished in four phases: the first is the problematization - a system of alliances that define the identity and problems that involve them and what they want. The second phase is the stimulation device, that is, the promotion given by the agent at the time of the problematization in search of adhesion, with the identity occurring through the values circumscribed by the original problematization. The third phase is the global process of stabilizing the set of relationships and representations, ending with the “mobilization” of agents and/or actors and the cognitive and normative matrix that was established, in order to structure and legitimize the relationships and actions of the agents. and actors involved (MULLER; SUREL, 2002, p. 84).

According to Muller (2005), the process of articulation between the desired reality (global logics) and the experienced reality (sectoral logic) is configured in the ordering of structures, norms, rules and instruments.

Institutions - structure, norms, rules, instruments

Public policies are structured by norms, budgets and institutions. The classic view of public policies is that their action is inscribed through a law. Given this position, public action is defined as “a set of legally formalized norms that designate bodies according to the program, their attributes of power and their budgetary means” (LASCOUMES; LE GALÈS, 2012b, p. 173).

This view prevailed for a long time, and after sociological studies on the subject, it was found that the actors of public action ignore the application of norms and resist them, being able to circumvent them, as well as the holders of power who violate the laws in name of maintaining power or profit. In this sense, norms function more as instruments of pressure and coercion than as resources. On the other hand, cognitive research in public policies has identified that norms discipline collective actions and behavior, producing order and meaning.

Lascoumes and Le Galès (2012b) point out three types of secondary norms: norms for the institution's interpretation, norms for adapting to demands and contexts, and norms for regulating conflicts between mediators and recipients. This view of the norm has a pedagogical and learning objective and rules accommodation, as well as building trusting relationships.

The institution is a social structure that refers to the idea of stabilized interactions between individuals in a group, defined by a constructed identity. They are translated into routine, procedures, forms of organization, that is, they are formal rules sanctioned and determined by the behavior of the actors and vary according to three main dimensions: degree of precision, formalism and normative weight. According to the classic definition of institution and institutionalization, as described by Lascoumes and Le Galès (2012b, p. 190), institutions are social and political constructions, born of conflicts and negotiations. They are rules, norms and procedures, sequences of standardized actions, more or less coordinated and mandatory, that govern the interactions between individuals, notably for the construction of public policies.

In this way, institutions can be represented as instruments of public action and represent the ways of materializing and operationalizing governmental action. Its use translates into the techniques, or means of operating the devices, which are chosen to solve the set of public problems.

From this perspective, educational management comprises the process of managing the dynamics of the education system, coordinating schools based on normative references, namely, educational guidelines and public policies, seeking to implement them, through

methodologies for organizing environments autonomous and participatory educational systems of sharing, self-control and transparency.

Therefore, educational management, both in the macro (system) and micro (school) scope, encompasses the dynamic articulation of the set of actions as a social practice, becoming the guiding focus of the organizing and guiding action of teaching. This quest to provide efficient, effective, effective and relevant organizational and administrative responses to the current demands of education systems generates results.

Results

The results in this perspective refer to the consequences and effects of public action during and after the dynamics of interactions that permeate the other four elements of actions: agents, processes, representations and institutions. According to Lascoumes and Le Galès (2012b, p. 62), “interactions trigger transfer processes, adaptation and dynamic conflicts that produce new rules, structuring an original space for public action”. For the authors, the interaction of agents and actors alters the configuration of State action, to the point of losing its centrality and monopoly in the process of public action.

In this way, the networks of actions that are organized at different levels increasingly break with the classical conception of the State. Indeed, in the municipal educational space, the exercise of power and the orientation for the elaboration of public policies are increasingly influenced by the agents' representation processes. This phenomenon was identified in the analyzes of public policies developed in recent years, and the conclusion is that top-down public policies have the capacity to transform reality.

When the government selects the challenges that will integrate the public agenda, decisions are taken in cabinets, without the participation of civil society. This model is called top down because it is based on this political voluntarism (LASCOUMES; LE GALÈS, 2012).

Lascoumes and Le Galès cite three perspectives for interpreting policy failures in this model: ineffectiveness, ineffectiveness and inefficiency. Ineffectiveness is related to the lack of regulation of laws, which makes the applicability of public policy unfeasible; ineffectiveness is when the main objective of public policy is not achieved or proves to be irrelevant; and inefficiency is related to the high cost of implementing a public policy, with negligible results. From this identification of failures in the implementation of public policies, the need arises to analyze the process of rationalization of public action, that is to say: “solving concrete problems of governments and populations”.

It is in this context of changes in public policies that have taken place in recent decades, and more recently with the adoption of a modernization and democratization framework based on the idea of efficiency, effectiveness, flexibility and innovation, that education has been reformed (LESSARD, 2016). The vision is one of articulation, following the logic of private management, meaning the reduction of State prerogatives, through decentralization and deconcentration; the need for curricular reorientation of projects and programs; the creation of exams and assessments; the attribution of education management to intermediate levels; granting greater financial autonomy to schools; the establishment of accountability processes.

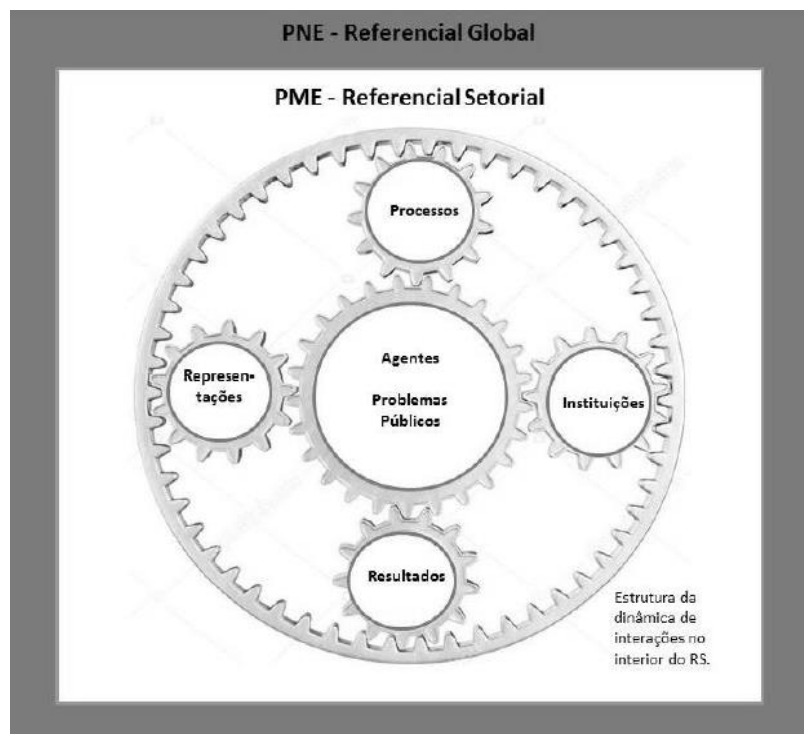
The educational quality, legitimized by the results of external evaluations, gave rise to the establishment of rankings, both of education systems and of public and private schools, with the best and worst results. Several authors such as Afonso (2005), Araújo; Almeida, Dalben and Freitas (2013), Franco, Alves and Bonamino (2007), Lemes (2015), Luzio (2005), Sousa and Oliveira (2005), Werle (2011) have studied external evaluation, its origin, the paths taken by this new mode of regulation, and the new concept of educational quality represented by the Basic Education Development Index (IDEB), implemented in 2007. This vision becomes, therefore, determinant in the actions of the agents, because they use the grades and the results as a diagnosis for action planning.

Thus, it can be inferred that the presence of a cognitive and normative referential promotes the movement and interaction of agents, which consequently moves the other axes that constitute the dynamic interaction of political actions.

Understanding the dynamics of the interaction of political actions

To understand and discuss the dynamics of the set of interactions between agents for the execution of educational actions, we created a graphic representation (Figure 1) to show the structure that is formed in the administrative-political sphere, due to the relationship between two referents, cognitive and normative.

Figure 1 – Analysis Model - dynamic process of educational public actions³



Source: Prepared by the authors

The axes of public action, which we call determinants of action, are: agents, resource mobilization processes, representations, institutions, and results. In this representation, we consider the agents and the public problems as the center of the whole process, as the axis that moves all the other axes. The other axes that move, symbolically, through the interaction of the agents are: 1) the processes of mobilization of the repertoire of action, understood as the arguments and powers legitimized by the positions that the agents occupy in the context of action; 2) the representations, which are linked to the models of management and organization of education, which form the worldview of the agents, influenced by paradigms, belief systems and referential; 3) the institutions, built in the form of regulatory instruments, constituting the rules and norms; 4) the results, which are defined by the effects of public action as to efficiency and effectiveness.

These elements in action can be understood as the dynamics of interactions, represented by a structure in motion within the sector referential, the image of the sector, that is, the educational policy, Municipal Education Plan. According to the propositions of Muller (2011),

³ Referencial global = Global benchmark; Referencial setorial = Sectorial benchmark; Processos = Processes; Representações = Representations; Agentes = Agents; Problemas públicos = Public problems; Instituições = Institutions; Resultados = Results

a public policy consists in the construction of the representation of the desired reality, thus creating an image of the reality on which one wants to intervene. This image is a cognitive construction organized by the agents according to the perception of the problem, which confront solutions and define their proposals for action, called by Muller "world view", which then constitutes the referential of a policy.

The agents are responsible for the agility of this dynamic process, which results in the transformation of the cognitive and normative matrix (image), from the global to the sectorial, which translates into change, so that the desired real is perceived in practice. In other words, the center of the whole process is in the agents as responsible for putting public problems under debate, which puts all the other axes into operation and can result in efficiency and effectiveness in educational management.

The sectorial referential is situated inside the global referential, since the global referential is constituted by the set of public policies that form the legal framework guiding education in Brazil, represented by the National Education Plan. The global referential is an imposition as a frame of reference for public policy, that is what generates elements of articulation between global and sectorial.

Thus, the thesis developed has three dimensions: The existence of a cognitive and normative referential that promotes the movement of interaction among agents, which, consequently, moves the other axes that constitute the dynamics of educational management. The order of priority for the execution of action strategies is defined by the cognitive and normative matrix, which is transformed in the dynamics of interactions produced in the educational management environment. Strategies are executed according to the pressures of public, political, and social agents who defend interests related to public problems from a specific representation of their place in society.

Finally, the study made it possible to understand the PNE and the PME as two references that symbolize the cognitive and normative matrix, one global and the other sectorial, considering the relationship between them. The space of debates and tensions, which characterize the interaction between the agents, can be said to be where action strategies and new knowledge are produced.

Final remarks

This conclusive synthesis finalizes the analytical, interpretive, and comprehensive process developed throughout the research. Based on this theory, the study showed that educational management can be understood as a dynamic space of interactions, which moves along axes that determine decision-making. It can be seen as a structure made up of agents, resource mobilization processes (capacity to act), action repertoire (exercise of power), representations (paradigms, references, belief systems), institutions (instruments), and results (effects of actions).

The interpretation that can be given is that the debates about public problems and challenges promoted by the agents are permeated by discourses mobilized by belief systems, paradigms, and referentials. These debates are led by mediators of public action, capable of establishing the cognitive and normative matrix that is disseminated through institutions, norms, rules, and instruments, which produce results.

The analysis carried out in this theoretical perspective allowed us to extract fundamental points for the discussion and understanding of the determinants that make up public action in the municipal political-administrative sphere and the moment of formation of the cognitive and normative matrix that makes it possible to move from description to inferences.

It is concluded, therefore, that studying the municipal education plan as a cognitive and normative instrument, and the image of the desired real for education, implies considering that the themes addressed in the plan should be at the center of the agents' debates so that they are in constant movement and dialogue.

The study showed that educational management is complex, beyond the organizational processes, but with respect to the formation of collective consciousnesses in which it constitutes the cognitive and normative matrix that one seeks to align with the global referential by the sectorial debate can translate into quality in education. This identification places continuing education as a necessary condition for agents to be able, through knowledge, to interpret, translate, and persuade groups to rebuild the cognitive and normative matrix in the political-administrative sphere with effects on the educational system and aimed at its reality.

The results of this research allow, from the cognitive analysis of public policies from the perspective of public action, to understand the dynamics of interactions that are established in the construction, implementation, and operationalization of public policies. The cognitive analysis of public policies presents itself as a theoretical reference and, at the same time, as an analytical procedure that makes it possible to verify and characterize the dynamics of

interactions in the system, both global and referential, which influence their unfolding and effectiveness.

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