

ELEMENTS OF THE COGNITIVE ANALYSIS OF PUBLIC POLICIES IN THE UNDERSTANDING OF SCHOOLING ACTIONS IN DIFFERENT TERRITORIES AND THEIR TERRITORIALITIES

ELEMENTOS DA ANÁLISE COGNITIVA DAS POLÍTICAS PÚBLICAS NA COMPREENSÃO DAS AÇÕES PARA A ESCOLARIZAÇÃO NOS DIFERENTES TERRITÓRIOS E SUAS TERRITORIALIDADES

ELEMENTOS DE ANÁLISIS COGNITIVO DE LAS POLÍTICAS PÚBLICAS EN LA COMPRENSIÓN DE LAS ACCIONES PARA LA ESCOLARIZACIÓN EN LOS DIFERENTES TERRITORIOS Y SUS TERRITORIALIDADES

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ABSTRACT: This work intends to present discussions related to the foundations of cognitive analysis of public policies through a conceptual theoretical framework that includes decisions, instrumentation and regulation that reverberate in the complexity of schooling in Brazil and, in a second place, based on such reflections, conceptualize the scholar institution and schooling in the context of territoriality. In view of the considerations presented based on a qualitative perspective, and with the purpose of reflecting on the bases of cognitive analysis of public policies, considerations about Brazilian education are addressed, aiming at a contextualized understanding of the concepts of cognitive or normative matrices; the action of public actors and public agents toward education policies; public policy instruments and modes of regulation; the relationship between decentralization/deconcentration; the responsibility of the State, public actors and public agents; and, finally, reflections on the concepts of territory and territoriality considering schooling, seeking to glimpse some possibilities within this scope.

KEYWORDS: Schooling. Public education policies. Responsibility. Territoriality.

RESUMO: *Este trabalho intenciona tecer discussões relacionadas aos fundamentos da análise cognitiva das políticas públicas por meio de enquadramento teórico conceitual que contempla decisões, instrumentação e regulação que reverberam na complexidade da escolarização no Brasil e, num segundo momento, a partir de tais reflexões, conceitualizar a instituição escolar e a escolarização em contexto de territorialidade. Ante às considerações apresentadas, pautadas numa perspectiva qualitativa e tendo como propósito refletir acerca das bases da análise cognitiva das políticas públicas, são abordadas ponderações acerca da educação brasileira visando uma compreensão contextualizada dos conceitos de matrizes cognitivas ou normativas; a ação dos atores e agentes públicos ante as políticas de*

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educação; instrumentos de políticas públicas e os modos de regulação; a relação entre a descentralização/desconcentração, a responsabilidade do Estado, dos atores e agentes públicos; e, por fim, reflexões sobre os conceitos de território e territorialidade considerando a escolarização, buscando vislumbrar algumas possibilidades dentro desse escopo.

PALAVRAS-CHAVE: *Escolarização. Políticas públicas de educação. Responsabilidade. Territorialidade.*

RESUMEN: *Este trabajo pretende tejer discusiones relacionadas con los fundamentos del análisis cognitivo de las políticas públicas a través de un marco teórico conceptual que incluye decisiones, instrumentación y regulación que repercuten en la complejidad de la escolarización en Brasil y, en un segundo momento, conceptualizar la institución a partir de tales reflexiones, la escolarización y la escolarización en el contexto de la territorialidad. A la luz de las consideraciones presentadas a partir de una perspectiva cualitativa y, con el propósito de reflexionar sobre las bases del análisis cognitivo de las políticas públicas, se abordan consideraciones sobre la educación brasileña, buscando una comprensión contextualizada de los conceptos de matrices cognitivas o normativas; la acción de los actores y agentes públicos frente a las políticas educativas; instrumentos de política pública y modos de regulación; la relación entre descentralización / desconcentración, responsabilidad del Estado, actores y agentes públicos; y, finalmente, reflexiones sobre los conceptos de territorio y territorialidad desde la escolarización, buscando vislumbrar algunas posibilidades dentro de este ámbito.*

PALABRASCLAVE: *Escolarización. Políticas públicas de educación. Responsabilidad. Territorialidad.*

Introduction

From the outset, it is necessary to understand that public policies are produced as actions, works or acts that involve the vision, beliefs and interests interpreted from circumstantial situations of certain realities, not intended for solutions to problems that are located outside them, being in themselves modes, procedures, processes that conceive worldviews, belief systems, referential, among others (BARROSO; AFONSO, 2011). Thus, for this understanding, it is necessary to be clear, according to the authors cited, that these productions conceived of them are the result, in general, of conflicts in controversial contexts of negotiations between different actors involved because of how each one of them thinks and interprets their reality by virtue of their own beliefs, as well as the organizational environment in which they are produced. Therefore, it is important to note that the conflicts and consensuses that occur in these negotiation contexts represent antagonistic forces among organizations and players belonging to different social groups, which will design the

promotion of public policies in the State's function, according to the interests of those who control it in the circumstance of the aforementioned negotiation.

In this sense, the question is: how do public policies through instruments and regulations reverberate in education, especially in schooling? Well, education is understood, especially by progressive educators, as a duty of the State and a right of the citizen. Thus, the way or manner in which governments conceive their public policies for the educational area and offer them as a service by the State reverberates directly in the school institutions and in the schooling of the population, that is, the way they elaborate the instruments and regulations is the result of their political options and interests, which do not always translate into better quality in the classroom floor, considering the different realities in which the schools are built, as well as their territorialities. Such reflection leads us to "infer that the political propositions of actions and regulation of the Brazilian State are, apparently, without effectiveness in its purpose of meeting the demands of schooling for the current society in Brazil" (LEMES, 2021, p. 2, our translation). In view of this statement, what is at stake is the need to make clearer to those who implement educational policies for schooling, how the systems of action present in the processes of decision and implementation of public policies that impact on the school locus work and how the State's action, that is, the action of public policies through its regulatory instruments impact on the diversity and concreteness of the different realities of Brazilian schools. Therefore, the elucidative role of cognitive analysis of public policies to understand the complexity of how education happens in our country.

From the perspective of a qualitative approach to the reflections presented and, aiming at the conceptual theoretical framework on decisions, instrumentation and regulation related to the foundations of cognitive analysis of public policies and considering the purposes of this text, it is necessary to contextualize the understanding of concepts such as: What are cognitive or normative matrices? Who are the actors and public agents before education policies? Who are the instruments of these policies and the modes of regulation? What is the relationship between decentralization/deconcentration and the role and responsibility of the State, the actors and public agents? In this way, we seek to reflect on the concepts of territory and territoriality considering the schooling.

A brief historical approach to Brazilian public education to understand some concepts of public policies

The design of public education in Brazil began with the expulsion of the Jesuits in 1759. With the Proclamation of the Republic in 1889, the Brazilian public school was born and, with it, came the intentions of proposals and promulgation of laws by the public authorities to organize education. Thus, in the course of the historical trajectory of Brazilian public education, in December 1996, eight years after the promulgation of the Federal Constitution of 1988 (BRAZIL, 1988), the current Law of Directives and Bases of National Education - LDB nº 9.394/1996 (BRAZIL, 1996a) is sanctioned, which in its article 87, provides for the creation of the National Education Plan - PNE (BRAZIL, 2014), as well as defines the existence of a National Common Curricular Base - BNCC (BRAZIL, 2018). These instruments of public policy, and others arising from them, conceived in these last two and a half decades, sometimes by force of class interests of society for a more qualified schooling, and sometimes perhaps by a bias of political voluntarism that possibly was present in reflection in the history of the Brazilian public school, both cases, apparently were configured amid conflicts and negotiations of political interests and in representations and beliefs, and for this reason, have a high degree of complexity and difficulty of implementation in school spaces, especially in this current pandemic scenario experienced in the beginning of the second decade of the XXI century.

By establishing a parallel with this brief contextualization of Brazilian public education, it is possible to understand that the educational policies produced throughout its history were constituted from thoughts, ideas, knowledge, beliefs, mental representations, and also interests of each of the actors or social groups that were or are part of them in their development and execution. These cognitive elements are highly representative, since they make up cognitive or normative matrixes, that is, general principles that define the world view of each of the players and their referential when participating in the configuration and dynamics of policies. Therefore, it is not only the interests of particular actors or social groups that generate conflicts in the production or operationalization of policies, but also their referential, Jobert (1994), Muller (2002), and paradigms, Hall (1993), which translate into beliefs, values, and global social norms, Muller and Surel (2002), which they share. Thus, when analyzing the production of education policies in Brazil, from the approach of cognitive and normative matrices, we realize that "transformations or inflections in public policies or in policy fields result almost invariably from changes that operate in the referential, paradigms or belief systems"(GIOVANNI; NOGUEIRA,2018, p. 35, our translation), of those who

conceive them. This analysis leads to the inference that in education, as we have observed, State policies do not endure, but those of governments.

Approach to the concept of actors and public agents related to education

The transformations or changes of position that occurred throughout history in public education policies were produced by the actions of actors that depended on their historicity and territoriality, beliefs and interests in the way they represented or acted in their contexts. In the public policies scenario, the actors represent and act according to their interests, therefore, they use strategic skills and rationality in their choices, since their actions always have some objective in themselves. Thus, in education they can be represented by any professionals in the area, by systems, networks, schools, class entities, or by groups of teaching professionals who operate actions with some "consequence in any political process," as Giovanni and Nogueira (2018, p. 95, our translation) state.

Taking as a reference the historical context of Brazilian public education, it is identified that the modes of action of the different actors who were and are part of history took and takes into account the motives and interests that give meaning to their actions and their expectations, and it takes place around what is at stake and circumscribed in a given policy. For a clearer understanding, "checking who, in fact plays significant roles in the dense web of consultations, pressures, negotiations, conflicts and boycotts that accompany the production of a public policy, from the first formulation to its implementation and evaluation" (REGONINI, G.2001, p. 316 apud GIOVANNI; NOGUEIRA, 2018, p. 96, our translation), leads us to understand what interests, strategies and choices, which from their beliefs are at stake considering their goals. But, for the realization and effects of these policies in the different territories with their respective territorialities, it is necessary to understand what the function and who the public agents are. For better understanding, the public agent, as conceived, can be understood as someone or an individual who has an action and who acts in relation to something. Therefore, it is the one who has a public function, which is a public service charge, and performs it within the scope of the State. In the case of education, we can consider as public agents the teacher, the school principal, pedagogical coordinators, student inspectors, school agents, teaching supervisors, and others.

That said, when implementing policies in education, these public agents need to develop technical-administrative skills and knowledge, as well as relational skills to resolve situations of conflict, resistance, inconvenience, uncertainty, and occurrences not foreseen in

the regulations that involve different actors present in the process (CURRIE; PROCTER, 2005). Thus, when they make their decisions, they are influenced by the social context in which they operate, and generally, they can alternate in a degree of discretion (PIRES, 2009) of variable amplitude depending on the autonomy they have and the existence of clear norms or rules that delimit the behaviors and decision-making. Lotta (2014), Lotta, Pires and Oliveira (2018), Oliveira (2012), Pires (2009).

To understand the action of different actors and public agents in the context of education policies in Brazil, it is necessary to look back at the history of Brazilian schooling since its emergence with the Republic, as well as at the centralizing action of the State acting as a protagonist in the elaboration of educational policies. This highly incisive and persevering centralizing action in education from the end of the 1930s until the re-democratization of the country in the 1980s, still continues with strong reflexes and influence today.

In this scenario, actors and public agents experienced proposals from governments that had outlines of clientelism with uses of education resources to subsidize political-party alliances and benefits to companies in different sectors, which aimed to provide services and products aimed at schooling being offered to the population as benefits of governments and not as policies of right. After more than four decades, today, great changes in educational policies resulting from the re-democratization of the country and the legislation to ensure the principles of the right to quality education, the universalization and free public education, and the appreciation of teaching professionals have slowly promoted a sensitive perception of schooling as a right in the civil society. Thus, considering the historical course, we understand that actors and public agents act under the varied effects and impacts of government policies, and the way of perceiving and acting upon them is being constituted in beliefs throughout their trajectories that, along with their interests and the inefficiency of the programs and projects themselves, materialize into practices that translate into results that are not always satisfactory. As is the case of the structural precariousness of schools, lack of technological equipment, non-existent or poor access to the internet, inadequate teaching materials, ineffective school management, inefficient continuing education, poor quality teaching, learning far from satisfactory, and other consequences, especially in the pandemic context of the years 2020 - 2021.

As previously discussed, public actors and agents act under various determinants established in government policies, but it is necessary to understand which action devices

produce these determinants. Therefore, it is essential to understand these devices from the definition of what the instruments of public action are.

The instruments of public action as determinants in education

The instrumentation of public action can be understood as "the set of problems posed by the choice and use of instruments (techniques, means of operation, devices) that allow the materialization and operationalization of government action" (LASCOUMES; LE GALÈS, 2012, p. 20, our translation). Based on this definition, when inferring about the choice and use of instruments one cannot naively deduce that they simply constitute technical options. This understanding allows broadening the view on the instrument of public action beyond its function, i.e., they are technical-social tools loaded with value, social interpretation, conceptions and representations in accordance with what it is intended. Also according to the authors, Lascoumes and Le Galès (2012, p. 20, our translation), these characteristics of the instruments indicate "that they are not neutral, that they do not concern only the search for agreements between rulers and ruled about means and objectives", because they also produce effects and "risks to public action".

As an example of the most recent history of Brazilian education, focusing on the teaching legislations, the LDB nº 9.394/96 (BRAZIL, 1996a), normative documents such as the PNE of 2014 (BRAZIL, 2014) and the BNCC of 2018 (BRAZIL, 2018), all of them are instruments of political action that in themselves produce effects on social and political actors. These, like any other instruments aim to somehow command, determine actions and behaviors, and the actors involved, in turn, are guided by normative cognitive matrices that when operationalizing in practice these instruments generate other effects that often appear as power relations, privileges, inefficiencies, distortions, misunderstandings, superficialities, satisfactory results or not, depending on their ability to act before the instrument. It is, therefore, these effects that are considered risks to the purpose of public action based on the instruments.

As also cited by Lascoumes and Le Galès (2012, p. 20, our translation) "the more public action is defined by its instruments, the more questions of instrumentalization run the risk of highlighting conflicts between different actors, interests, and organizations. From this perspective, it is possible to analyze through another logic the instrumentalization of public action, in the case of education, beyond its functionality.

Consequently, in the face of this logic,

it can be interpreted that these instruments, in the context of public actions for education in Brazil, are the materializers of political intentions and, at the same time, the regulators of the process triggered by the decisions taken by the governments as the established power (LEMES, 2021, p. 5, our translation).

In this sense, when analyzing the implementation of instruments of public action, it is necessary to ponder about its role and its regulatory functionality in the conduct of public policies. These regulatory instruments, specifically considering the educational system, according to Barroso (2005, p. 733, our translation), have the "function of ensuring balance, coherence, but also the transformation of the system itself. Therefore, it can be concluded that regulatory instruments should fulfill the purpose of ensuring efficiency and effectiveness in results.

As an example of regulatory instruments common to the Brazilian educational routine, we can mention the System of School Performance Evaluation of the State of São Paulo (SARESP), the National Literacy Evaluation of the System of Basic Education Evaluation (SAEB), the National High School Exam (ENEM), which emerged in the late 1990s, under the influence of international studies on the quality and effectiveness of public action, taking these instruments and their results as possibilities of regulation and transformation of schooling from the data generated to enable educational policies. It is important to emphasize that in this historical period the country is engaged to the principles of liberalism, which led to adherence to liberal ideologies that began to direct the Brazilian State, today, called post-bureaucratic State.

The regulatory state and accountability for results

The technical rationalization of services provided by this regulatory state minimizes its action and favors the power of governments that imprint a culture of proposing educational policies based on the accountability of public actors and agents. These policies are presented with a strong appeal to quantify the performance results of schools without, however, offering regulatory instruments that enable the consideration of contexts and different cultural, structural, and territorial realities in which these schools are built, which according to Lemes (2021), the regulatory state is responsible for accountability, but not for the shortcomings of programs and processes.

The regulatory devices as they are known and experienced in education seem to demonstrate more prescriptive, supervisory, and control characteristics than system

transformation, not enabling the empowerment of agents and players in favor of the success of public action proposals, since interests, beliefs, and logics influence the negotiations, This is the case of the use that is made of the data collected from the application of system evaluations to be in favor of the quality of teaching and learning.

By making inferences about this framework, taking as a compass the foundations of the cognitive analysis of public policies, a path is opened to understand more clearly "the references" and "beliefs" that permeate the definitions and execution of regulatory instruments of education policies and their dispersion in relation to the place of application, that is, the school and its territoriality. Inevitably, these reflections lead to the questioning - What is the relationship between decentralization/deconcentration and the role and responsibility of the State, public actors and agents?

Decentralization/deconcentration, the responsibility of the State, public actors and agents

Decentralization can be understood in a more general way, as a legal occurrence in which the State distributes or externally transfers powers or duties to other institutions of power, whether physical or legal. Decentralization, on the other hand, can be understood as the distribution or transfer by the State of competencies or duties within its sphere of action, that is, within its level of power.

That said, decentralization/deconcentration, seen here in an instrumental dimension, must be interpreted in its implementation from the standpoint of the contextual circumstances in which it is applied, thus, it must be understood on what basis it is constituted, whether in a conservative or progressive view. Another aspect to be taken into consideration in the reflection presented here is that, in the field of education, it was the decentralization proposals as instruments of public policy that spread widely in a worldwide context, since the mid-1960s. In the face of this phenomenon, it is important to ponder, according to Casassus (1990), what is the intentionality of governments in divesting themselves of their competencies and duties by transferring these powers to other instances.

In a worldwide consensus, according to the ideas of the same author, under the influence of cultural representation, the concept of decentralization has been approached and linked to the concepts of diversity and democracy. However, when we analyze historically the options of the governments for decentralization, we identify that these have not come from local or regional instances, but from the central power. Thus, it can be seen that the

decentralization policies initiated by governments as a State action are not only the manifestation of technical rationality, but also reveal the expression of complex deliberative processes involving political positions and technical criteria defended by various actors and agents, as well as the interests of the State apparatus itself.

In the case of education, decentralization put into practice as government policies and not as State policies, in many cases prove to be not very efficient, since they do not involve the local instances in their decisions, and these, for not recognizing themselves in these propositions, show resistance in executing such policies, either because they defend their own interests or because the training programs offered do not meet the local specificities and, as a consequence, the responsibility of those involved in the different instances tends to be inadequate, thus compromising the schooling process in terms of learning results.

The decentralization in Brazil, in the last two decades, was instituted in the form of municipalization of education, in the case of the State of São Paulo, having as a triggering factor the implementation, in 1998, of the Fund for Maintenance and Development of Elementary Education and for the Appreciation of Teaching Staff - FUNDEF - Law 9.424/96 (BRAZIL, 1996b), which came into force on January 1, 1998, offering resources to municipalities on the funds constitutionally linked to education. The municipalities would have the possibility of withdrawing this resource by adhering to the municipalization proposal according to the number of students at the stage of education defined by the legislation.

The issue of decentralization in the Brazilian context is still fragile, with the need for the State to act in a strategic position to ensure national unity and equity in the provision of conditions for an equitable education, while reducing its role as a service provider.

According to Barroso (2013), the arguments in favor of decentralization are based on the following objectives: bringing decision-making bodies closer to the place of application; considering local characteristics in the proposals; enabling users of public services to participate in management; reducing state bureaucracy; stimulating creativity by promoting innovation in teaching practices. However, these advantages of decentralization today, more than two decades later, have not been efficiently realized, which indicates to us that there is much to be built in terms of conceptualization of the theme, clarity in the distribution of State functions and recognition of the inherent properties of the place of application - territory and its territoriality.

The concepts of territory and territoriality considered in basic schooling

More than conceptualizing territory and territoriality, it is necessary to reflect considering a becoming of these concepts for the practice in the educational field, more specifically in the schooling of Brazilian basic education, since schooling, taking into account public education, according to Lemes (2021, p. 11, our translation), is subjected to "contradictions and analytical incompleteness by structural determinants of the state itself" that from the organizational structural point of view is closed in "rigid processes of operational and budgetary control", inhibiting "effective actions of democratization of the school environment in its relations with society itself.

Faced with such a reality, it is urgent to have a perspective view on a new modus operandi of the State's organizational structural relations in its policies towards basic education, from a clearer understanding of the concept of territory and territoriality and its effects when applied to education.

The most widespread understanding of the concept of territory brings the conception of a space of governance, defined as the territorial areas of the country, states and municipalities. However, contemporarily this understanding has been expanded beyond the limits of territorial areas and governance space, which according to Fernandes (2018 apud GIOVANNI; NOGUEIRA, 2018, p. 999, our translation), dialectically integrates social relations in their modes of "production and creation of new spaces and territories", where this territory is no longer just the "base" or place where the social interactions and experiences that build "forms and the contents of territories" take place, becoming an "inseparable set of processes, systems, relations, movements, possessing materiality and immateriality, being creator and creation, producer and product, subject and object", thus constituting territoriality as an attribute of territory.

Based on the conceptual ideas exposed above, and relating them to the democratization of education, as advocated by the Law of Directives and Bases of National Education (LDB) No. 9.394/1996 (BRAZIL, 1996a), which establishes some principles for democratic management, among them, the participation of school and local communities in school councils or equivalents and, further, in Art. 3 that education will be provided based on the "democratic management of public education in the form of this Law and the legislation of the education systems", we can see a conceptual convergence, but with visible inconcretude in practice by structural determinants of the state itself (LEMES, 2021, p. 11, our translation) that, through its public policy instruments and its characteristic technical

inevitably make the effective democratization of the school environment unfeasible (LEMES, 2021, p. 11, our translation).

It is important, in this sense, to pay attention to the founding principles of the Law, since it is the basis for education. The absence of this awareness and of paying attention to them leads to the non-resolution of problems that are already deep-rooted in the context of Brazilian education and are materialized in the learning results revealed by means of the various instruments of systemic evaluations applied nationwide. However, it is worth a parenthesis about the system assessments as an instrument of regulation characteristic of post-bureaucratic regulation, according to Barroso (2013, p. 19, our translation), "based more on results than on standards", and such assessments have been treated exclusively with the aim of results, by education systems and schools as bulwarks of educational reforms and educational proposals that aim to meet them without, however, considering in their processes the different local realities.

Recognizing the existence of different local realities and perceiving the local as a territory and place of application, participation, interdependence, and competition, as well as a multidimensional and multiregulated space where decisions are made and policies are built, is relevant in the current context of Brazilian education and, above all, enables the becoming for a "new local educational order", as stated by Ben Ayed (2009, p. 158, our translation). This "new educational order", it is important to clarify, is not a political construction from decentralization instruments, but it is understood as the feasibility of developing and implementing local policies, defined by limits of intervention that are also local and regulated by law. In this perspective, the recognition of the territoriality that is an attribute of the territory, by the organized society that comes to propose government and State actions, will have the strength to enable a becoming that sometimes promotes the assumption of a scenario of "contextualized realization of national policies" and sometimes assumes a scenario of "production of its own community-based or institutional policies" (PINHAL, 2012, p. 272, our translation).

To extend these reflections and better understanding, considering the policies of educational action, it is worth bringing the words of Barroso (2013, p. 19-20, emphasis added, our translation), which present the "great purposes" of territorialization:

-contextualizing and localizing educational policies and action, counterposing to the homogeneity of norms and processes, the heterogeneity of forms and situations;

- conciling public interests (in the search for the "common good" for the educational service) and private interests (for the satisfaction of students' and their families' own interests);
- to ensure that in the definition and execution of educational policies, the actions of the actors are no longer determined by a logic of submission, but rather by a logic of implication;
- Moving from a relationship of authority based on "vertical", monopolistic, and hierarchical control of the State, to a negotiated and contractual relationship, based on the demultiplication and "horizontalization" of control (central and local).

The debates about territory and territorialization of public policies have been on the agenda since the early 1990s in some countries, which have implemented processes of territorialization of educational policies, generating different models of application that have triggered different interpretations and criticisms that have raised suspicions "of the intentions of governments and central administration agents" regarding the "process of devolution of competencies to local instances. In other cases, it was seen as a form of "privatization of the public school" or as a "transfer to the periphery of the management of the contradictions that the center cannot solve", or even, as "manipulation of the state in financing locally what it determines by itself" (BARROSO,2013, p. 20, our translation).

These different views and criticisms should be analyzed from the foundations of cognitive analysis of public policies, because it enables the understanding and comprehension of the ways of acting of the different actors and agents involved in the decision-making and implementation processes according to their intentionalities, beliefs and interests and conflicts, as already discussed in this text. Thus, it is inferred that these criticisms are not specific to the territorialization process.

Therefore, when reflecting on the concepts of territory and territoriality considering the principles of quality in schooling, the democratic management of education in the perspective of a becoming, must be understood as an effort of mobilization and local construction, of negotiation, discussion and contractualization of individual interests for collective ones in favor of the transformation of the territory through educational actions that truly consider the school community and the territory where it is inserted, and not with measures imposed vertically, from top to bottom, with delimited spaces for action predetermined centrally and distant from the school reality.

We live in times of paradigmatic ruptures in all social fields, especially in education. Thus, according to Ben Ayed (2009, p. 11, our translation), for "territorial semantics to be effectively associated with the language of rupture", and that it is also necessary to focus where "lies the true originality of the territorialization process", making it possible to

understand the "educational territory" as "place of construction of public policies" resulting from the involvement and integration "by discussing, negotiating and contracting the individual interests of different actors in common interests" (BARROSO, 2013, p. 21, our translation).

Final remarks

The argument developed in this text from a qualitative approach was intended to provoke inference and reflection on the relevance of considering the foundations of cognitive analysis of public policies to understand how the processes of elaboration, decision and implementation of instruments and the modes of regulation occur of these policies. Thus, calling into question in this discussion, the need to make clear to the executors, actors and public agents of the implementation of educational policies how the action systems present in the decision and execution processes in the different school territories work and the way in which the action of the State impacts on the diversity and effectiveness of the different realities of Brazilian schools.

When establishing a parallel between Brazilian public education and the implementation of public policies, it was observed that they are constituted from thoughts, ideas, knowledge and mental representations and interests of actors and agents involved, therefore, references and paradigms that translate into beliefs. This discussion proposed to provoke the perception that in Brazilian education, unlike in other fields, State policies do not last, but government policies.

In this sense, this discussion made it possible to infer that the dimension of human action interferes in the processes of implementation of public policies, since the absence of consent or adherence to the purposes and rules of these policies can lead to failure or success in their implementation. That said, when inferring about this context, taking as a guide the foundations of the cognitive analysis of public policies, it opens the way to understand more clearly "the references" and "beliefs" that permeate the definitions and execution of instruments to regulate public policies for the education and its dispersion in relation to its applicability, therefore, to the school and its territoriality.

As for the reflections presented on decentralization/deconcentration, it was observed that in Brazil, decentralization was instituted in the form of municipalization of education, based on the valorization of technical rationality centered on financing. However, when the municipalities took responsibility for the implementation, they ran into challenges attributed

by the decentralization itself, which, given their lack of preparation, did not always present conditions to solve with due efficiency, which, even today, it appears that decentralization in the Brazilian context shows weaknesses, with the need for the State to act in a strategic position to guarantee national unity and equity in the provision of conditions for an equitable education, at the same time that its role as a service provider is diminished. In this way, we observed that the municipalization process occurred as a result of the valorization of technical rationality focused on financing, because by associating resources with the number of students, municipalities saw the opportunity to expand the possibilities of improving the quality of education. However, in assuming such responsibility, they ran into some challenges that decentralization ended up assigning, such as autonomy to municipalities in managing the resources received, in the technical training of teachers and education technicians who, as already reflected, were not always able to solve problems efficiently.

Since the beginning of the implementation of the municipalization modality, the proposals have not yet been efficiently materialized, which indicates that there is much to be built in terms of conceptualization of the theme and clarity in the distribution of State functions and recognition of the properties inherent to the place of application - territory and its territoriality.

Facing this scenario of such complexity and diversity in which the daily labors and challenges of basic education schools are located, it is necessary to recognize the existence of different local realities and perceive the local as a territory and place of application, participation, interdependence and competition, as well as a multidimensional and multiregulated space where decisions are made and policies are built, is relevant, especially in the current context of Brazilian education and, perhaps, may lead to a new local educational order as presented by Ben Ayed (2009), and reverberate in qualitative gains for students' learning.

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