Management in the Integrated School: between new demands and training proposals

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ABSTRACT. This paper presents results of a research carried out with school managers who implemented programs to expand the school day in the Elementary School level. The objective was to analyze the relationship between the new demands that are presented for management in these contexts and the proposals for continuing education offered by the education systems for school managers. In the methodological path, a bibliographic and documentary study was carried out and, subsequently, interviews and ethnographic observation were carried out in the schools researched. It starts from the perspective that two important movements have been observed in Brazilian education in the last few decades, the adoption of a managerialist model in its management and the definition of the school as a space to promote policies to combat poverty. In this sense, new and complex demands are presented for the school management, which becomes the focus of actions to implement this new agenda. The conclusions point to scenarios in which the focus of the school manager's work and training are based on strategic planning to achieve externally defined goals, on financial and personnel management assuming a central role in schoolwork and distance from the democratic management perspective.

Keywords: school management; full-time school; training of managers.

Gestão na Escola Integrada: entre as novas demandas e as propostas de formação

RESUMO. Este artigo apresenta resultados de pesquisa realizada com gestores de escolas que implementaram programas de ampliação da jornada escolar na etapa do Ensino Fundamental. Como objetivo, buscou-se analisar a relação entre as novas demandas que se apresentam para a gestão nesses contextos e as propostas de formação continuada ofertadas pelos sistemas de ensino para os gestores escolares. No percurso metodológico, foi realizado um estudo bibliográfico e documental e, posteriormente, realizaram-se entrevistas e observação etnográfica nas escolas da pesquisa. Parte-se da perspectiva de que dois movimentos importantes são observados na educação brasileira nessas últimas décadas, a adoção de um modelo gerencialista em sua gestão e a definição da escola como espaço de promoção das políticas de enfrentamento à pobreza. Nesse sentido, novas e complexas demandas são apresentadas para a gestão da escola, que passa a ser o foco das ações de implementação dessa nova agenda. As conclusões apontam para cenários em que o foco do trabalho e da formação do gestor escolar se assentam na planificação estratégica para o alcance de metas definidas externamente, na gestão financeira e de pessoal, assumindo um papel central no trabalho na escola e no distanciamento da perspectiva da gestão democrática.

Palavras-chave: gestão escolar; escola de tempo integral; formação de gestores.

Gestión en la Escuela Integrada: entre nuevas demandas y las propuestas de formácion

RESUMEN. Este artículo presenta resultados de una investigación realizada con gestores de escuelas que implementaron programas de ampliación de la jornada escolar en la etapa de la Educación Primaria. Como objetivo, se buscó analizar la relación entre las nuevas demandas que se presentan para la gestión en estos contextos y las propuestas de formación continua ofrecidas por los sistemas de enseñanza para los gestores escolares. En el transcurso metodológico, fue realizado un estudio bibliográfico y documental y, posteriormente, se realizaron entrevistas y observación etnográfica en las escuelas de la investigación. Se parte de la perspectiva de que dos movimientos importantes son observados en la educación brasileña en las últimas décadas, la adopción de un modelo gerencialista en su gestión y la definición de la escuela como espacio de promoción de las políticas de enfrentamiento a la pobreza. En este sentido, nuevas y

complejas demandas son presentadas para la gestión de la escuela, que pasa a ser el foco de las acciones de implementación de esta nueva agenda. Las conclusiones apuntan a escenarios en los que el enfoque del trabajo y de la formación del gestor escolar se asientan en la planificación estratégica para el alcance de metas definidas externamente, en la gestión financiera y de personal asumiendo un papel central en el trabajo en la escuela y en el distanciamiento de la perspectiva de la gestión democrática.

Palabras clave: gestión escolar; escuela de tiempo integral; formación de gestores.

Introduction

In the last decades, the Brazilian basic education school has been called upon to link itself more effectively to the fight against poverty and social vulnerability, seeking to act on its effects on the persistence of educational inequalities. The compensatory policies implemented with this objective assume different configurations and purposes, having as a premise breaking the perverse cycle of intergenerational poverty through schooling. This education policy format was established in the midst of the transformations observed in the scope of the reforms implemented from the 1990s onwards, when the processes of decentralization, deconcentration and accountability place the school as a management space.

This displacement, pointing to the possibility of a management closer to each school reality, will bring school management closer to the local context, strengthening the community discourse and choosing the territory and its singularities as the space of public action for social equity and improvement of the quantitative indicators of the quality of education, with the school being responsible for changing its reality and its surroundings, whether from the creation of local projects or by joining programs of a diverse nature (Ben Ayed, 2012; Nóvoa, 2008).

Among the policies, those that aim to increase the length of stay of students in school stand out, offering, for the most part, what has been called, in Brazil, full-time school or integrated school. This format is justified both as a strategy to raise the quality of education, understood as a possibility of improving learning indicators, and for equity, on the assumption that it could act to reduce the effects of social inequalities on educational inequalities when it elects the most vulnerable students as a priority in participating in the extended school day (Moehlecke, 2018; Cavaliere, 2014).

By establishing as an objective, the permanence of students in the counter shift, the programs that derive from this format of education policy demand a restructuring of the internal organization of the school to guarantee its execution. In this sense, new teachers, new ways of organizing time and space and, above all, new and diverse demands of work and training for school managers are incorporated into the school routine. These are changes that contribute to amplifying the complex nature of management, demanding acting as a teacher, educator and manager, managing pedagogical projects, system goals, interactions with the school community and issues that arise in the school's daily life. This can all be largely inflated for managers who perform this function in schools located in territories of high social vulnerability, characteristic of the schools surveyed.

It is in the perspective of a better understanding of this scenario that this study is situated, developed from research results that investigated management in full-time schools[1]. The objective is to learn about the demands and challenges that policies to extend the school day present for school management, also analyzing the demand and offer of continuing education for these managers. In this sense, this paper discusses the relationships and tensions that arise in the triangulation between compensatory policies, school management and training proposals.

The research was developed in two public schools located in Belo Horizonte, capital of the state of Minas Gerais, Brazil, which offer the Elementary School level. The schools participate in programs to expand the school day promoted in their networks, one in the *Escola Integrada* Program [Integrated School Program] (known by the acronym PEI) that is developed in the Municipal Education network of Belo Horizonte and another that integrates the *Educação em Tempo Integral* Project [Full-time Education Project] (known by the acronym PROETI) of the State of Minas Gerais Education network.

The methodological design of the research comprised the following phases: bibliographic and document review; ethnographic observation in schools and interviews with school managers[2]. The documental survey focused on the legal and normative frameworks that guide the implementation of extended working hours programs and the programs of training courses for school managers offered at the federal, state and municipal levels. The bibliographic research included papers and different documents, such as reports, official statistical databases dealing with these programs and pedagogical material referring to the training offered to managers.

Interest was concentrated in the following dimensions: project perception; organization of time and space; work process; strategies used in mediation between the subjects of regular and extended time schedules; the adequacy between the demands and offers of continuing education for managers.

The choice of schools was determined by the offer of a full-time program, by administrative dependence and by their geographical location, both being located in regions considered to be of priority attention, according to the municipal vulnerability indicator called Social Vulnerability Index (*Índice de Vulnerabilidade Social – IVS*)[3].

In order to organize the presentation of the main results of the research, this text is structured in three parts: the first presents the context of emergence of programs to expand the school day in Brazil and in the contexts of the research, highlighting the tendencies, objectives and evolution in recent years; the second part is dedicated to research data; and the third part deals with the programs and initiatives of educational networks for the training of managers.

The integrality in Brazilian education

The concept of a Full-Time School, based on extending the time students stay in school, is a relatively new format, although the notion of full-time education dates back to not-so-recent periods. Understandings of a different nature of what Full-time Education would be, can be located in the educational thinking of the 1920s and 1930s, when, on the one hand, the liberal perspective stood out, with proposals for expanded education, contemplating the affective, cultural, political, cognitive dimensions and the strengthening of the school as an institution. On the other hand, more moralizing propositions emerge, such as the integralist perspective, which values discipline, sacrifice and obedience, aiming at the development of the school as the distributing institution of individuals in the social hierarchy (Cavaliere, 2014; Moll, 2010; Teixeira, 2007).

During the second half of the 20th century, some experiences of full-time education are observed, but it is in the 2000s that the current model was consolidated. The final period of the 20th century presents a displacement of the ideal of integrality, which takes on new outlines, approaching the confrontation of social and educational inequalities, with the dimension of time overlapping the others as a guide for actions. It is in this scenario that the full-time school model gains strength to reach the current format. The legal and normative frameworks referring to the theme were configured as an important source of understanding the concepts of integral education and full-time education as discursive and pedagogical elaborations in movement, which sometimes complement each other and sometimes distance themselves, promising an integral education and, often, not being able to go beyond a full-time school (Libâneo, 2014).

The increase in the length of stay for students at school is put on the agenda after the approval of the National Education Guidelines and Framework Law (*Lei de Diretrizes e Bases da Educação Nacional* – LDB) – Lei n. 9.394, 1996), and endorsed in the National Education Plan of 2001-2010 (Lei n. 10.172, 2001). The year of 2007 was an important milestone for programs to expand school hours with the approval of the law establishing the Fund for the Maintenance and Development of Basic Education and the Valorization of Education Professionals (*Fundo Nacional para a Manutenção e Desenvolvimento da Educação Básica e Valorização dos Profissionais da Educação* – FUNDEB) (Law no. 11,494, 2007), which started to allocate more resources to states and municipalities that have full-time students in schools. In the same year, the Federal Government also launched the Education Development Plan, within the Education for All Commitment Goal Plan, to which several programs are associated, among which the *Programa Mais Educação* (More Education

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[2] The research was approved by the Research Ethics Committee (COEP/UFMG) according to Opinion nº 64873/2012.

[3] The *IVS* is calculated by the Municipality of Belo Horizonte, for its calculation the following dimensions were considered: 'Environmental' (household quality, household density and infrastructure); 'Cultural' (relative education index); 'Economic' (access to income, formal and informal occupancy rate); 'Legal' (access to legal assistance); 'Survival security' (neo and postnatal mortality, malnutrition, public welfare benefits). The measurement scale ranges from 0 to 1, with the lowest value representing the best situation (higher level of inclusion), and the upper limit, the worst situation (greater exclusion or lower inclusion) in the variables and indicators that make up the index (Nahas, 2000).

Program) stands out and the latter being responsible for promoting full-time education for students through financial and technical support to Brazilian public schools. The National Education Plan of 2014-2024 (Lei 13.005, 2014) consolidates this type of enrollment, with full-time education being normatively established as one of its goals. Goal 6 is about offering full-time education, with 50% of public schools covering at least 25% of students (Clementino, 2013; Moehlecke, 2018). The number of enrollments in this format confirms this evolution, in 2011 there were 3,164,544 students enrolled on a full-time basis and, in 2019, this number rose to 5,002,641, with 334,503 in Minas Gerais (Ministério da Educação, Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira [MEC/INEP], 2019).

Considering the Brazilian education systems, differences can be identified between the programs that extend the school day. In the state networks of Minas Gerais and municipal schools in Belo Horizonte, where the schools investigated are located, the extended school day is consolidated through *PROETI* (state network), created in 2007 with diversified objectives: to improve the learning of Elementary School students; reduce failure rates; to provide cultural and sports experiences, from the expansion of the student's permanence time in school, reducing their permanence in contexts of social vulnerability. The *PEI* (municipal network) was implemented in the same year, in 2007, with the objective of integral formation of Elementary School students, offering diversified activities after school hours, with enrollment priority for students who live in areas of greater social vulnerability.

In the next section, the results of the interviews and observations carried out with the managers of the two schools will be presented and, considering the guidelines of ethics in the research, they will have their confidentiality protected and will be identified as: *PEI* Director and *PROETI* Director.

The administrative management

One of the demands that the expansion of the school day presents for the management of the school is that its character of permanence in the after-hours period is restricted to students, with no provision in the *PEI* and *PROETI* of an increase in the workload of teachers in the regular shift, nor the incorporation of new professionals to the management team. In this way, it is up to school managers to deal with an expanded workforce, without the necessary support.

> Here at the school, the total number of workers is 120 people, including everyone. Of this total, there are teachers, canteen workers, cleaning staff and inclusion assistants. The *PEI* team is also in this total of 120, there are between 25 and 30 people among workshop workers, trainees and tutors. The hiring of *PEI* workers is done here at the unit itself, the vice principal and I interviewed and looked at the curriculum according to their abilities in art and culture, sports and we also have trainees who are the ones taking an undergraduate course and work on the project to count as an internship. On a daily basis, the work increased because we have to take care of all the contract, payment and frequency of attendance paperwork. There are still fortnightly meetings that are held with the *PEI* team from the Program Management (*PEI* Director).

> Our school only serves from the 1st to the 5th year, so there were 50 employees including a secretary, cleaning and canteen staff and coordination teachers, then with *PROETI* another 18 people entered, the number varies between 15 and 20 employees in *PROETI*. The workshop instructors, monitors and pedagogical support interns entered. The selection was made right here, most are from the community, because the salary is low and not worth it for those who live far away. At work, the project has its demands, interviewing, drawing up the contract, transportation vouchers, the uniform and also the payment (*PROETI* Director).

The increase in the number of employees generates an increased workload for managers, even more so if we consider the personnel layoffs observed over the last few years in the public sector. According to data from the Director's questionnaire, applied as one of the contextual instruments in the *Prova Brasil* (2017)[4], with 69,562 respondents, the lack of management support staff is a reality in public schools, in the answers to questions about human resources 50% of school directors responded that there is a lack of administrative staff and 48% reported a lack of pedagogical support staff for management (supervisors, coordinators, advisors). In addition, 84% of the project workers, considering the two research schools, have temporary contracts without any employment relationship, which according to the managers contributes to a high turnover, making the entire selection and hiring process be repeated a few times during the school year. It is

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[4] *Prova Brasil* – is a national evaluation held every two years on all students from urban public schools. Portuguese language and Mathematics are evaluated. The information collected refers to contextual questionnaires that are answered by managers who work in schools offering the Elementary School stage and which have enrollments of more than 20 students in the 5th and 9th grades.

important to point out that some of the administrative routines of the programs (contracts, frequency of attendance management, transportation vouchers, material control) are repeated for the management of regular shift workers.

The increased demands reflect on the working time of managers, in the same contextual questionnaire (QEdu, 2017), 26% report working more than 40 hours per week. In the ethnographic observation in schools, it was possible to perceive that a significant part of the managers' working time is dedicated to external meetings in different bodies (Departments of Education, Health, Social Assistance, Supply, Regional Management, Guardianship Council, among others).

The management and organization of work at school

Here, the organization is understood as the way that the work in the school is structured in order to achieve the goals of the school or the system. Thus, the organization of schoolwork refers to the way activities are broken down, how the schedule is divided, the determined pace, the distribution of tasks and competences, the hierarchical relations that reflect power relations, among other characteristics inherent to the way work is organized (Oliveira, 2002).

However, this organization of work has been established on a diversified and dynamic basis in recent decades. The school with a principal, teachers, cleaning staff, canteen and, sometimes, a janitor, gave way to a more complex organization, with a diverse contingent of workers, as is the case of full-time schools:

> The insertion of new teaching subjects in full-time education can be understood as a broader process, which has its genesis in Brazil in the educational reforms of the 1990s. During this period, it is observed the inclusion of new professionals working in activities aimed at responding to the demands brought about by the social programs undertaken by the school and aimed at the poorest. This process entailed new attributions for teachers and promoted the restructuring of pedagogical work, with direct repercussions on working conditions at school (Clementino & Oliveira, 2017, p. 101).

For school management, the repercussions of changes in the composition of the staff also translate into new demands, intensifying work, because in addition to administrative and pedagogical attributions, relationships in the school become more complex when considering the heterogeneity of subjects involved in extending the school day. One of the most affected dimensions is time, and although the workload at school is intensified, it is clear that administrative demands overlap in relation to the pedagogical dimension, as pointed out by the school directors:

> The schedule doesn't have a certain workload, there are days I stay at school about 12-13 hours, it's not always, but it can happen, and when there's activity on the weekend, the workload is much higher than 40 hours a week. My work is not always in the school, there are many external meetings which end late, and I stop by the school afterwards to see if everything is OK or if there is a problem that has arisen. On the pedagogical level, we are a bit distant, in the past I knew the names of almost all the students, and I kept up with this part of the classroom more, now it is more distant, the Coordination is mainly the one that takes care of it (*PEI* Director).

> My life is at school, I open the gate in the morning and on the days that there is a social project of a volunteer police officer who teaches soccer on the court, I only leave the school after 21:00. On weekends I take turns with the vice principal, because there are workshops for the community, and we cannot miss them. If I'm going to count the hours correctly, there are no weeks that I work 40 hours, it's always a little more, even more so now that the pedagogical meetings take place at night or on Saturdays. In terms of pedagogy, I try to follow and be aware of everything that happens with the students and follow up with the teachers, but that is possible only when there is time (*PROETI* Director).

In the ethnographic observation, it was possible to see that despite the increased time of permanence, the managers have a diversity of activities that compromise their equitable dedication to the administrative and the pedagogical part. The school director acts in a contradictory role, since he/she has to exercise the role of educator, in view of the educational objectives of the school, and, at the same time, manage the school in terms of the guidelines of the education system, which, many times, are bureaucratic in nature and take up a long time from the director's work, even causing the resolution of the daily problems of the school unit, going beyond the structural and material levels, to the personal.

In this scenario, the role of educator of this director is relegated to a secondary level. In addition, the school director is also exposed to different situations, involving school workers, students and their parents,

with different demands for better working, teaching and pedagogical assistance conditions. Furthermore, is also exposed to the public authorities in different spheres, since, as an employee, has to comply with superior guidelines (Paro, 2015).

In addition, the diversity of subjects and activities in the *PEI* and *PROETI* format establish a new division of work in the school, bringing different subjects into the school, admitted through equally diverse forms of contracting. The activities developed and the initial training of workers in these programs determine the new hierarchies, the preference in the use of spaces and the degree of autonomy in carrying out the activities.

> The regular schoolteachers complain about the project, not all, there are some that their children even participate in, they criticize the noise, say they lost the space in the court, the video room and the patio. And they also say that the monitors are not qualified and cannot control the children. After the pedagogical support workshop started, they liked it, because now they have someone to help with the homework, but the workshop is not for that, it is to encourage reading and make some interventions for the students with difficulty. But the teachers leave tasks and treat the monitors as helpers, as if they were their assistants and this creates conflicts, they complain (*PROETI* Director).

> Here at the school, the space is large so there is not much confusion because a teacher wants to use a space and it is reserved for the Project, especially since the school uses external spaces for the activities of the integrated school. There are some who complain about the noise, they even say that if they ever become directors, they will end the project at school. The biggest problem is that some treat the "boys" (monitors) as subordinates, call them to help with activities and, sometimes, even send an undisciplined student to stay on the project, which cannot happen, the project is not for that. There was already conflict, but today I consider it to be calmer (*PEI* Director).

It is possible to perceive in the reports of the managers and in the format of the programs to expand the school day, that the management of the school is the *locus* of carrying out actions and attributions that seem to extrapolate the school establishment and the teaching function itself. The activities performed are located in different dimensions and in different nature: in financial administration; personnel management with different functional frameworks; pedagogical management; dialogue with bodies of the direct administration; improvement of the school's performance in assessments and in the dialogue with students and family members. The focus of all managerial action in education is centralized in the school, a movement that began to be outlined in the reforms of the 1990s, from the actions of decentralization, deconcentration and transfer of responsibilities from central bodies to the school.

In addition, with the aim of modernizing and improving the efficiency of educational systems and school performance, external evaluation mechanisms are implemented, which, linked to the reformist actions already described, induce management to adhere to the Federal Government's plans and proposals without the due discussion with the school community, a process that helps in understanding the centralization of decisions in the figure of the manager and the consequent accumulation of activities. The desired modernization enters the scene with the adoption of a managerial model, with the result overlapping the process and the collective construction of management. The fulfillment of externally defined goals is much closer to a managerial system model than to a democratic and participatory one. In this scenario, the involvement of the school community in decisions regarding local peculiarities is compromised (Cabral Neto, Castro, & Barbalho, 2014). From this perspective of structuring the education policy and the need to adapt school management to the new model, in the 2000s, it is possible to observe the offer of training programs for managers at the three levels of government.

Initial and continuing education for school management

The nature of school management and the initial training profile of its managers are defined within the framework of the National Education Guidelines and Framework Law (Lei n. 9.394, 1996), which defines in Article 3, item VIII, the democratic character of school management (as defined in the Federal Constitution of 1988, democratic management is also reaffirmed in the National Education Plan (2014-2024), which clarifies among its goals the promotion of democratic management of public education. As for the initial training of managers, the Law no. 9,394/1996 defines in its Article 2 of § 67 that school management is a function of the teaching profession and can be exercised by Basic Education teachers and education specialists.

In the case of the research schools, the two networks to which they are linked regulated democratic management in their own law and adopted the election of director as one of their instruments. Despite this

legal premise being maintained, some changes have taken place in the scope of management, especially, as already mentioned, from the second half of the 2000s onwards, with changes in the process of choosing candidates for the position of manager, with the introduction of a proof that certifies candidates (in the State network) and the implementation of continuing education.

> I consider that training is necessary in all fields, but a more in-depth school training also for management... I would not say that the main thing would be this training, this training can take place in the management process, I realize, for example, colleagues who do not have specific training in school management, but who have a sensitivity and a commitment, have a managerial vision and end up looking for this complementary training. The problem is that before there was a small sector that was the *Caixa Escolar*[5]. Today there is a medium-sized company with a lot of financial resources and that the director has to manage, that is, this comparison makes clear the demands of financial management, today, that were not assigned before, which doubled the manager's work, it has already occurred having to manage more than ten bank accounts. There isn't even time for training, I started twice myself and had to stop, because it's not just the financial part, there's the rest too (*PEI* Director).

> To be a school director, one has to enjoy working, because it's not enough to have training, it's not enough to have a license, you have to have the will, right! Willingness to transform, has to be a job qualification. Because the school has many demands, now what weighs more is the accountancy, the financial part, because there are many accounts and they have to be managed separately, I do it, but there are months when an accountant helps me. With the integrated school, the bills increased a lot because there is lunch, snacks, tours, employees, monitors, everything is a separate bill. Training for all this, the secretariat offers every year and has different topics, but it's online, and where's the time? They are good, but I do it when I can (*PROETI* Director).

The offer of these trainings is justified by the adoption by the State of new rationalities, which are at the base of education policies and the consequent choice of managers as the central agents in this process. They are the ones who should incorporate into their daily lives the normative matrices of efficiency and effectiveness, which guide these new models of organization and administration of the State and its social policies. Research in the field of Education and, more precisely, school management, point out some of the main tendencies that help us understand the reality presented by managers. We list here two of these tendencies, with the objective to understand the role of the manager as the main agent of the execution and diffusion of the education policy in the managerial State and, also, to verify the possible relations of this role with the proposals of training of managers.

The school as an organization and the school director/manager

From the reforms of the 1990s and the desired 'modernization' of the State and its education policy, an approximation with the theories of business administration can be observed. One of the strands of this thinking sought to understand school management from the perspective of Organizational Theory, which consisted of developing a set of concepts that allowed the description of administrative situations, which, in order to be scientifically useful and replicable for any context, should be operational, that is, its meaning should correspond to observable facts or situations. Thus, by establishing decision-making on a rational basis, it was possible to establish decision-making, organizational and behavioral patterns, homogenizing the establishments, without necessarily taking into account their trajectories, values, characteristics and profile of the school community. The transposition of models, unparalleled in diffusion, proposes the transposition to school management of theories that, on the one hand, for their ease and, on the other hand, for their internal diversity, have been critically gathered under the generic designation of managerialism, defined such as management orientation, excess or abuse in resorting to management theories of business extraction (Barroso, 2005; Lima, 2018).

It is observed that this theory was at the base of studies on school effectiveness and the dissemination of good management practices, defining the explanatory variables of a good school, of good management, thus determining the parameters to be followed by all. Considerations of values, purposes, ethical and moral choices, as well as the knowledge of the practitioners' experience are not incorporated. A technical and instrumental view of the school, the teacher and the school team predominate, whose job would be to precisely follow the rules and actions previously defined (Moehlecke, 2018).

One of the main characteristics of the managerial state in education is the adoption of quantitative goals for student performance, regulation by results and the construction of universalizing and comparable scales

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[5] Translation note: Legal institution, private and non-profit, whose basic function is to manage the financial resources of the school, coming from the Union, states and municipalities, and those collected by the school unit.

over time, both in the national and international context, as tools for management support. This perspective has guided the creation of national assessment systems in most countries, which are necessary to feed regulation by results.

The managerial State brings a new form of justice, school justice, underlying its structuring, because by establishing self-centered indicators – which disregard the objective and subjective dimensions that differentiating between schools – the perception elaborated is that the improvement of education depends on each school improving its indicator, moving the system away from this process and strengthening the centrality and responsibility of school managers (Derouet, 2009).

Strategic planning and school management

From the 2000s onwards, strategic planning became the guide of school management, it is clear that planning, in this period, occurs with the government acting as an inducer of policies and actions in the school, however, without completely leaving aside the autonomy of managers, reinforcing the central role of the manager. However, externally defining models and methods of action for the improvement of performance indicators and making managers responsible for their compliance. The programs implemented by the Federal Government point that way, such as the School Development Plan (known as *PDE-Escola*) in 2001; the Education Development Plan in 2007 (Decreto 6.094, 2007); the Education for All Commitment Goal Plan (2007), within the scope of the Education Development Plan; the Growth Acceleration Program (*Programa de Aceleração do Crescimento – PAC*), characterized as the Education *PAC*, in 2007 and the *Mais Educação* Program, in the same year.

Most of them have as a mechanism of action the establishment of agreements between schools and the Federal Government, revealing the development of a mechanism of accountability for the control of results and for the administered competition, in which public agencies are subjected to competitive processes and predetermined goals persecution in strategic planning. In the educational context, due to the modernization of public management, the policies implemented present the strategic planning model as a fundamental instrument of management (Cabral Neto et al., 2014).

Interfaces between the integrated school and continuing education

Tensions and demands are increased within schools with extended working hours, since all this contractualization that managers assume when adhering to plans and programs occurs in double, with the demands of regular and integrated schools being met by the same manager. Difficulties arise in the research as a constant demand for training on the part of managers, who have a perception that, given the complexity that the function assumes, their training is not enough, which is corroborated by most managers of Basic Education (QEdu, 2017), who in the responses to the contextual questionnaire indicated that: having participated in some training in the last two years (82%), considered that the training had a strong impact on their work (26%), would like to participate in more training (90%). To Lück (2009), it is necessary to observe that one of the difficulties in the training of school directors is built by the complexity of the activities to be carried out, because there are several dimensions involved in management, which requires multiple knowledge, skills and attitudes.

Training programs for managers begin to gain strength when defined as one of the actions that are part of the Education Development Plan (Decreto n. 6.094, 2007). Within the scope of the Ministry of Education, the School of Basic Education Managers National Program was created, with objectives very close to the desired management profile: "The Program emerged from the need to build school management processes compatible with the proposal and the conception of the social quality of education, based on the principles of modern public administration and advanced management models of public educational institutions" (Ministério da Educação, 2020).

In the state of Minas Gerais, the training course for managers has been offered since 2001 with the objective of "[...] valuing and supporting school managers, fundamental actors for the success of educational policies" (Secretaria de Educação de Minas Gerais, 2020). In the same way, Belo Horizonte started offering training for managers in 2014: "[...] the course is offered with the objective of strengthening management and capacitate managers for all dimensions of school daily life. [...]" (Prefeitura de Belo Horizonte, 2017). We present in Table 1 a summary of the syllabus of the three training courses.

A look at the content of the training programs for managers, offered at the three levels of government, points to an approximation of training with the characteristics expected for the manager in the managerialist model. The proposals meet the demands of the systems much more than the needs of the schools. It is noticed that the three proposals are far from the reality of the schools, with no differentiation between those that offer the extended school day and the rest. In addition, the different forms of organization with regard to the division of labor, which can be different between establishments, is treated in the homogeneous perspective of people management and, finally, the discussion about the school community, its relations with the school and the more democratic perspectives of management also do not appear as relevant topics in training.

Table 1. Professional Development Programs for Managers.

Administrative Division	Topics covered	Pedagogical Format
Belo Horizonte Municipal Network	People Management-Coaching and Leadership Assertive Communication and Feedback Conflict and Decision Making Strategic planning	In-person
Minas Gerais State Network	Administrative management Financial Management of *Caixa Escolar* People management	Remote
Federal Government	Public school and current challenges School planning and organization: Collegiate democratic management and quality of education Financial management in educational institutions	Remote

Source: Elaborated by the author.

Final considerations

The impressions obtained in the observation of the work routine and in the development of the other stages of the research made it possible to highlight the management in full-time schools, as a space made up of dimensions and propositions of different and, sometimes, contradictory nature and objectives. In carrying out their daily work, the school managers seek to fulfill the objectives proposed externally through student performance goals, assume strategic planning as a management tool and elaborate the complexity of the new division of work, as a result of the extended day, in the homogeneous perspective of people management.

At the same time, it is possible to perceive in their 'statements', the reinforcement of the singularities, vulnerabilities and specific needs of the community in which the school is inserted. It was also observed that the contradiction is presented in the recognition/denial of what is singular to the detriment of what is generalizing, a contradiction present in the managerial State itself, which establishes a hybrid model when seeking equity without abandoning the universalizing idea of equality. Formulating and implementing focused and compensatory policies and programs in vulnerable territories and, on the other hand, defining homogeneous goals and performance rankings. In both cases, the responsibility for improving education and fighting inequalities is transferred to the school and its management, spreading an idea that improving education depends on each school increasing its performance indicator and that each manager takes the lead and does his/her part.

Finally, it is concluded that the homogenization of management methods and goals combined with the complexity of financial management, the time required by the manager in meetings and external activities and the training model end up centralizing decisions in the figure of the manager. Moving, this way, the community away from this management, leaving it, most of the time, with the bureaucratic function of endorsing notes and documents, distancing the management from the principles of participation and collective construction, founding principles of democratic management of education.

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