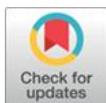


## Education Improvement Program in the municipal network of Parauapebas/PA: implications for educational management



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### Abstract

The article analyzes the Education Improvement Program, promoted by the Itaú Social Foundation, and its implementation in the municipal education network of Parauapebas, Pará, Brazil. The research seeks to understand the program's implications for the management of the municipal education network. To this end, a qualitative approach was used, including a bibliographic review and an analysis of the main documents produced by Itaú Social Foundation during the implementation process. The theoretical framework is primarily based on the studies of Adrião (2018), Freitas (2018) and Peroni and Caetano (2015), which address public-private partnerships in educational management. The study concludes that the program influenced management by introducing private sector benchmarks as strategies to improve educational outcomes and implement a managerial model.

### Keywords

Education Improvement Program; public-private partnership; education management.

### Programa Melhoria da Educação na rede municipal de Parauapebas/PA: implicações para a gestão educacional

### Resumo

O artigo analisa o Programa Melhoria da Educação, promovido pela Fundação Itaú Social, e sua implementação na rede municipal de ensino de Parauapebas, Pará, Brasil. A pesquisa busca compreender as implicações do Programa na gestão educacional da rede municipal. Para isso, foi utilizada uma abordagem qualitativa, incluindo revisão bibliográfica e análise dos principais documentos elaborados pela Fundação Itaú Social durante o processo de implementação. O embasamento teórico fundamenta-se, principalmente, nos estudos de Adrião (2018), Freitas (2018) e Peroni e Caetano (2015), que discutem as parcerias público-privadas na gestão educacional. O estudo conclui que o Programa influenciou a gestão ao introduzir referenciais do setor privado como estratégias para melhorar os resultados educacionais e implementar um modelo gerencial.

### Palavras-chave

Programa Melhoria da Educação; parceria público-privada; gestão educacional.



## El Programa de Mejora de la Educación en la red municipal de Parauapebas (PA): impactos para la gestión educativa

### Resumen

El artículo analiza el Programa de Mejora de la Educación, promovido por la Fundación Itaú Social, y su implementación en la red municipal de educación de Parauapebas, Pará, Brasil. La investigación busca comprender las implicaciones del Programa en la gestión de la red municipal de educación. Para ello, se utilizó un enfoque cualitativo, que incluyó una revisión bibliográfica y un análisis de los principales documentos elaborados por la Fundación Itaú Social durante el proceso de implementación. El marco teórico se basa principalmente en los estudios de Adrião (2018), Freitas (2018) y Peroni y Caetano (2015), que abordan las asociaciones público-privadas en la gestión educativa. El estudio concluye que el Programa influyó en la gestión al introducir referentes del sector privado como estrategias para mejorar los resultados educativos e implementar un modelo gerencial.

### Palabras clave

Programa Mejora de la Educación; asociación público-privada; gestión educativa.

## 1 Introduction

This study analyzes and reflects on the Education Improvement Program of the Itaú Social Foundation (FIS), implemented from 2021 onwards in the municipal network of Parauapebas, Pará (PA). The Program aims to carry out actions aimed at improving the quality of public education, with emphasis on the performance of educational indices. To this end, it offers support to the Departments of Education that demonstrate interest and alignment with this proposal.

The article is the result of a broader research, carried out within the scope of an academic master's degree, which investigates the implementation of the Program in the aforementioned municipal network. It should be noted that the Program is the result of a partnership between FIS and the Municipal Department of Education (SEMED) of Parauapebas/PA. Based on the first reflections from the documentary analysis, we raised the following question: "What are the possible implications of the Education Improvement Program for the educational management of the municipal network of Parauapebas/PA?".

As this is a discussion about a Program developed in the context of a partnership between the public and private sector, which advocates improvements in the quality of public education, we adopted as a reference the studies of Adrião (2018), Freitas (2018), Peroni (2018), Peroni and Caetano (2015), among others, which offer a critical basis for

reflecting on the public-private partnership in education. With the study, we seek to contribute to the debate on confronting the privatization of education.

From this perspective, it is essential to understand the broader context in which the State and the economic system are articulated in the development of social policies, within a neoliberal trend that impacts global relations. Considering that neoliberalism encompasses both finances and mentalities, it functions as a connection of shared interests between the different manifestations of capital under state structures (Ball, 2014), interfering directly in public administration.

The inclusion of private actors in public education is a historical process, based on privatization as a public policy, since the global power held by capital is consolidated in several ways (Peroni, 2018). In this way, new ways of defining the State and, consequently, society are established in public activities.

In the 1970s, specifically in 1973, the economic crisis established in the global context of capital restructuring significantly affected the economy, generating impacts on the State, with the recession in revenues and the redefinition of its role being more evident (Abrucio, 1997). The global tensions experienced during this period significantly altered the function of the state, while neoliberal ideals expanded around the world (Harvey, 2008). In this scenario, “[...] new ways of controlling the budget and public services” emerged (Abrucio, 1997, p. 5), that is, new management paradigms that reconfigured the relationship between the market and the State.

From this, a universal rhetoric was strengthened that questioned the effectiveness of the State, boosting the adoption of the so-called New Public Management (NGP). This model began to challenge the quality of public services, while intensifying the process of composition and implementation of public-private partnerships in social areas (Abrucio, 1997). The incidence of this phenomenon in Brazil is connected with the reform of the State in the 1990s.

In education, according to Miranda and Azevedo (2020), this logic focused on cost optimization made the targeting of public funds and tax exemptions, conceived as innovative methods of financing and expanding education, become an integral part of educational policy. This articulation between public policies and business interests has consolidated a relationship in which the market directly influences the provision of public services, such as education, health and safety, under the argument of improving their

quality and efficiency. With the combination of these factors, “[...] the State started to act together with other non-state public organizations in the provision of services such as education, health and security” (Miranda; Azevedo, 2020, p. 5). Thus, market assumptions were strongly integrated into state activities, under the argument of improving the quality of public services and promoting mechanisms to control these actions.

In this context, education tends to be influenced by market dynamics (Peroni *et al.*, 2014). Thus, we propose to deepen the discussion on the Education Improvement Program, analyzing both the effects on network management and the broader interests related to educational development and disputes involving the performance of the private sector in public initiatives.

Therefore, in addition to the methodology, the article presents two moments of the discussion. The first consists of a brief description of the Education Improvement Program, taking into account its conceptual and political foundations, allowing us to understand it as an inseparable component of its supporting institution, the FIS. Next, we discuss the application of the Program in the municipal network of Parauapebas/PA, considering the reflexes of this partnership for educational management. And, finally, in the final considerations, we point out the main points addressed in the study and the elements for broadening and deepening the proposed debate.

## 2 Methodology

In light of the proposed question, which examines a Program inserted in the list of public-private partnerships, we carried out a literature review, an inseparable stage of all research (Prodanov; Freitas, 2013). We opted for a qualitative investigation of a documentary nature, whose analytical procedure is based on content analysis, as suggested by Bardin (1977). The qualitative approach is especially relevant, as it allows us to apprehend both events and their causalities, since “[...] it works with the universe of meanings” (Minayo, 2009, p. 21).

The documentary analysis was conducted from the perspective of Lakatos and Marconi (2003), since this resource allows a comprehensive understanding of the investigated topic. In this article, we consider materials produced by Semed de Parauapebas/PA and FIS, given that the documents “[...] are not only a source of

contextualized information, but arise in a given context and provide information about that same context” (Lüdke; André, 1986, p. 39). Therefore, “[...] the choice of documents is not random” (Lüdke; André, 1986, p. 40).

Thus, the documents examined in this article were obtained through consultations on the *website* of the FIS Improvement Program and Semed of Parauapebas/PA. The main documents are: the notice of the Education Improvement Program (FIS, 2021), the Strategic Plan of the Municipality of Parauapebas/PA (2021), the Quality Reference of Education Management in the Municipal Network (FIS, 2022) and the FIS Bylaws (FIS, 2020). According to Cellard (2008), the analysis of a document must be elaborated in a conceptual and political way, as these sources are products of society and carry intentions that reveal a lot about the context in which they were conceived and produced. Therefore:

A good understanding of the context is therefore crucial at all stages of documentary research, both at the time of preparing a problem, choosing the following clues to discover the main file bases, and at the time of the analysis itself (Cellard, 2008, p. 300).

In this understanding, we explored the documentary sources of the Education Improvement Program, carefully reading the origin of these materials, the quality and importance of the information presented. Authorship linked to the FIS was also a central element in the analysis of these instruments, since part of the information extracted from the documentary base is possibly shaped from the perspective of this institution and the trajectory of public-private partnerships.

### 3. Results and Discussion

As mentioned, the Education Improvement Program is administered by the FIS, so the proposal to improve education presented by the Program is presumably based on the political-administrative ideals of the FIS itself. Thus, it is essential to understand the objectives of this institution and its process of action focused on public education and other social areas. This provides a broad view of the Education Improvement Program and its implications for the educational management of the Parauapebas/PA network.

The FIS, by its very name, carries a global level representativeness. In its bylaws, article 6 ensures that “[...] Itaú Unibanco Holding S.A. is the main maintainer of the foundation” (FIS, 2020). It is, therefore, a structure that reflects the parameters of this

financial group, which encourages projects and programs with the objective of improving public education in the country. Although the slogan of “improving education” may converge with the intentions of the public state, it should not be lost sight of that:

The funds invested in FIS programs and projects are mostly obtained from income from financial investments of FIS resources and donations from Itaúsa Holding S.A., which is entitled to exemption from taxes and levies from donations made under incentive laws (Morgan, 2020, p. 124).

Thus, FIS calls itself a non-profit organization. Its initiatives are directed to social areas, carried out in partnership with public and private institutions that unify to operationalize actions aimed at the public sector (FIS, 2020). However, while supporting public policies aimed at basic education, acting in partnership with the public sector, FIS benefits from constitutionally guaranteed tax immunity (Morgan, 2020).

Robertson and Verger (2012), when analyzing the international scope, suggest that partnerships are established by a network of business actors as a central policy for social development, thus building an ideal of management and a stable political environment, “[...] because, while the underlying purpose and logics of education management are guaranteed according to the market logic, the State ensures the most important: resources” (Robertson; Verger, 2012, p. 1143).

From this perspective, Valente (2009) argues that directing partnerships through own resources is a strategy adopted by several companies as a social development policy. In fact, “[...] all investment made in social programs is reversed in reducing the income tax of partner companies” (Valente, 2009, p. 6). In the same sense, the Education Improvement Program is positioned within the logic of partnership between the FIS and the Departments of Education.

As we have seen, this type of agreement is quite common in the Brazilian context, having gained strength since the 1990s. In this scenario, entities that work in social areas participate from a collaborative perspective with public policy management. Although called non-profit, such entities operate in a context of economic and social competitiveness, seeking to adopt more effective strategies for the organization of society in the struggle involving social projects linked to the economic system (Peroni, 2018). Education is possibly a substantial component of this whole process.

Expanding these reflections, what is observed in the association of the public with the private in the context of the Brazilian State is that “[...] the alliance in the form of a partnership between these two sectors occurs through agreements, terms of commitment and cooperation that follow the logic of the market” (Souza *et al.*, 2023, p. 3). Similarly, the Parauapebas/PA network joined a cooperation agreement with the Itaú Foundation on a partnership basis during the 2021-2024 period, according to the Program notice (FIS, 2021). Still, professionals from the Secretariats of any location in the country can access the Program's tools for free through its digital page.

The insertion of programs of this nature in basic education can generate consequences related to the privatization of education, especially management. In fact, “[...] the privatization of the management of public education refers to the subordination to the private sector of the processes related to the definition of the means and ends of this education” (Adrião, 2018, p. 12). This means that, in search of educational improvements, education networks supposedly become permeable to perspectives that profoundly alter management standards as a centralized power body of the network.

By making use of a specific notice for the direct partnership with the FIS, the Education Improvement Program establishes conditions for the Departments of Education to participate in the selection and, thus, request adherence. It is worth noting that this Program has been in operation in public education since 1999, when it was created. Throughout its trajectory, it has undergone reformulations to support municipalities and territories in promoting high standards of quality and equity, in line with the Foundation's understanding of the multifaceted concept of quality in education (FIS, 2021).

The actions of the Program, which precede the 2021 public notice, prioritized the preparation of managers to carry out the situational diagnoses of the education networks, so that this procedure could subsidize the preparation of municipal education plans (FIS, 2021). However, to implement educational technologies, whose objective is to raise quality parameters according to the understanding of the Itaú Foundation, the Program was structured so that more education actors could be accessed by its training dynamics.

The operational character of the Program seeks not only to map the management of education in the municipal education network, but also to intervene in it. Thus, the Education Improvement Program delegates three structuring dimensions so that the Departments of Education understand how the technologies of each axis can contribute to

the needs of the network. Such dimensions, summarized in Table 1, constitute the fundamental basis of Education Improvement: planning and administrative management; pedagogical management; and communication, participation, collaborative actions and social control.

**Table 1** – Strategic dimensions of the Education Improvement Program

Shafts	Actions
<b>Administrative planning and management</b>	This dimension is organized according to a plan that promotes the efficient management of the Department of Education, focusing all its actions on student learning. This planning involves the processes of managing people, resources, as well as the necessary conditions to ensure equal conditions of access and educational opportunities, such as transportation, food and didactic support material for students.
<b>Pedagogical Management</b>	This dimension refers to the teaching-learning practices and processes of students with equity. The technologies of this axis seek to strengthen didactic practices, investment in the training of education professionals, such as teachers, pedagogical coordinators and school managers, in addition to involving the teams of the Secretariats.
<b>Communication, participation, collaborative actions and social control</b>	This dimension involves processes that contribute to the strengthening of dialogue, participation, social control and democratic management as strategic mechanisms for improving the quality of education in a school network. For this, the technologies of this axis seek to strengthen the relations of dialogue, the construction of bonds and the participation between the different actors involved in the educational process, such as families and the school community.

**Source:** Prepared based on data from the Education Improvement Program *website*<sup>1</sup>.

It is remarkable that each dimension, by its very naming, carries an understanding of its usefulness in education. To respond to the demands of each Secretariat, these actions serve as guidelines in the application of the Education Improvement Program. In addition, these elements constitute a diagnostic basis for the Departments of Education to carry out a broad reading of their own actions. In each dimension of analysis, there are technologies that can be implemented in the interested network. Let us see:

Educational Technologies are a set of training actions, support content, methodological guidelines and implementation instruments aimed at strengthening the management processes of education departments, in order to improve access, permanence and learning with equity for all adolescent and young children (FIS, 2023).<sup>2</sup>

<sup>1</sup> Source: <https://melhoriadaeducacao.org.br/>.

<sup>2</sup> FIS. Available at: <https://melhoriadaeducacao.org.br/biblioteca-tecnologias/todas-tecnologias>. Access on: April 12, 2024.

In this logic, the Departments of Education can take advantage of these technologies as if they were solutions for the validation and development of quality education. Caetano and Peroni (2022) warn about the acquisition of programs linked to non-state institutions, such as the FIS Program, since this measure can lead to changes in the purpose of education. In addition, “[...] institutions operate through the installation of a series of market tools in the very functioning of public policy” (Caetano; Peroni, 2022, p. 7). from this point of view,

[...] Improvement can modify the content of the educational proposal of the various municipalities that it is a partner, changing in practice the principles of democratic management by the principles of managerial management, however, it maintains in its documents the democratic principles such as those followed (Sandaniel, 2021, p. 245).

This is supposedly because there is a certain concern of the FIS to adjust its policy of action to the parameters of globalization, associating the quality of education with the variability of elements that lead educational systems to promote equity in access to education and to minimize inequalities. As Caetano and Peroni (2022, p. 3) address, “[...] this influence occurs through the direction and execution of educational policy and, in some cases, both processes”.

In this context, the Education Improvement Program is now seen as a support tool for the mission of “improving education”. However, the delegation of some criteria for the FIS to assist the Departments of Education in making this resource available becomes a process of dispute, because, in this logic, it would not be the neediest municipalities that would be served, but those that most conform to the rules established in the notice, as in the case of the partnership in Parauapebas/PA.

FIS provides training assistance during the selection process and in the implementation of the Program. In addition to advising, the Foundation is responsible for monitoring the evaluation of the Program's performance on the network. However, Macêdo (2019) warns that FIS focuses on training leaders to work in formal public education systems and, for this, values the quality of management, while other education professionals are seen as supporting this process.

In this sense, Freitas (2018) warns about mercantilist orientations in public education. For the author, “[...] it does not seem ethical that education be placed at the service of the interests of a sector strongly determined to control the contents, methods

and purposes of education, that is, the business community and its foundations” (Freitas, 2018, p. 125). Thus, education is susceptible to the principles of these institutions and privatization strategies. "A first way in which the privatization of the educational offer is materialized is related to the validity of public subsidy mechanisms to private organizations through contracts, agreements, terms of partnership and cooperation" (Adrião, 2018, p. 13).

The arguments are a warning, since *Melhoria* is part of an organization that relies on political and conceptual ideals, predominantly marketing. For Morgan (2020), the FIS is like a social member of its majority owner, that is, Banco Itaú, a major representative of the global financial system. Thus, through the Program, business values about the quality of education are expressed, and the concept of effective management with managerial foundations tends to be reinforced (Sandaniel, 2021).

The fixation by management is an issue that, for the Program, is evident as an alternative to solve issues in education. Despite these parameters, Improvement of Education is based on the principle of democratic management as the basis of its political structure and its application. In this context, the Program expresses priorities in identifying weaknesses to intervene in the network (FIS, 2021), as in Semed in Parauapebas/PA, which obtained advice and technical support directly from FIS.

### **3.1 Integration of the Program in the Municipal Network of Parauapebas/PA**

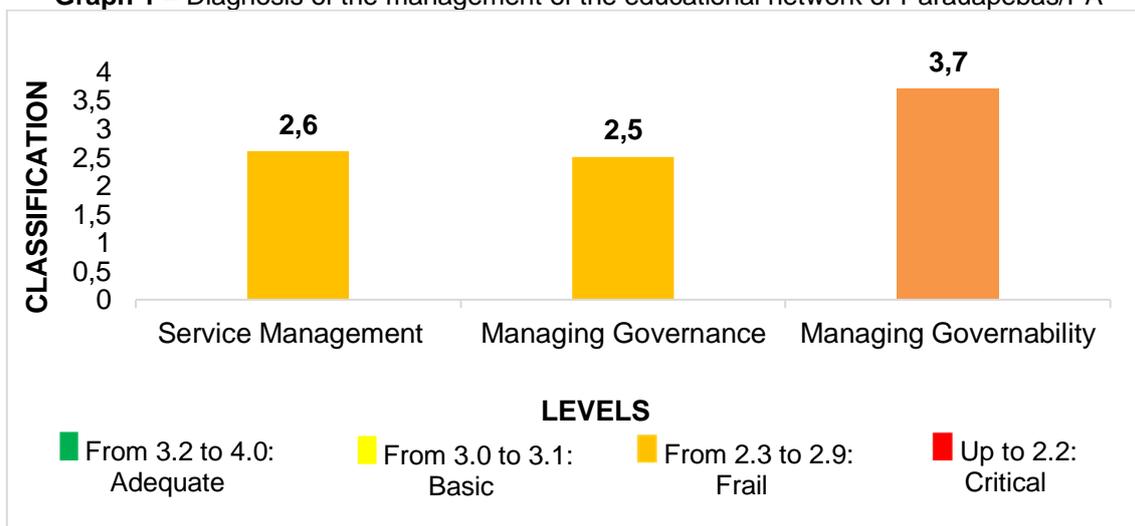
By prioritizing the implementation of educational technologies through the Program, FIS (2021, p. 1) ensures “[...] contributing to the improvement of Brazilian public education, structured by two pillars of action: training of education professionals and strengthening of civil society”. The focus on management is of great importance because, although educational issues may be diverse, in the Education Improvement proposal, the documents indicate that educational solutions are presented through management. On the other hand, “[...] education is isolated from its social bonds and starts to be seen as a purely management issue” (Freitas, 2018, p. 37).

Through the Improvement of Education, the Itaú Foundation helped Semed de Parauapebas/PA to carry out an evaluation of the network, with the purpose of developing a Strategic Plan and consolidating improvements in local education. It is worth mentioning

that, in Parauapebas/PA, the approximations with *Melhoria* began in 2021. The Program registered a total of 227 applications for the 2021-2024 term. At each stage of the selection process, inclusion criteria were observed: Basic Education Development Index (IDEB) below the national and state average, municipalities with up to 550,000 inhabitants and urban enrollment above 10,000 (FIS, 2021).

Bringing these elements together, the management of the education network in Parauapebas/PA was evaluated by the following aspects: 1) service management; 2) governance management; and 3) governance management. Based on a question-and-answer system and on the observation of educational statistics, the network obtained the indicative of "fragile" in dimensions 1 and 2 and "adequate" in dimension 3, as shown in Graph 1.

**Graph 1** – Diagnosis of the management of the educational network of Parauapebas/PA



**Source:** Strategic Plan of Parauapebas (2021) and FIS (2022).

The results of the network (Graph 1) were produced within a broader context. Given the limitations of this text, we selected a general sample to highlight the circumstances in which the Improvement of Education Program occurred in this school system. In this regard, Curi (2014, p. 131) considers the evaluation process fundamental for the direction of policies, but warns that “[...] unfortunately, the evaluation of the effectiveness of public policy often does not achieve what has not been done”.

In the elaboration of the diagnosis, the answers to the evaluative questions were transformed into variables and classified by levels of complexity in the implementation. Finally, these variables became concepts that add values to both the items evaluated and

the municipal network (FIS, 2022). This is a detailed and careful procedure, according to FIS (2022), focused on measuring the quality of the network. These aspects maintain multiple determinations, having, “[...] in addition to the evaluative function, an induction function, because they play the role of establishing a model of excellence for the secretariat's routine” (FIS, 2022, p. 20). That is, they serve as references for the educational management of the evaluated network to follow.

This purpose of improving management is linked to Itaú Social's understanding that it is due to the mismanagement of the public education system that public education cannot achieve high levels of development and results in large-scale evaluations. Thus, if educational management is improved, consequently, education will also improve (Sandaniel, 2021, p. 194-195).

In this context, the quality parameters that guided the evaluation process are established by a Quality Reference of Education Management in the Municipal Network (RQGE), which decides the standards on network management (see Graph 1): fragile, critical, basic and adequate (FIS, 2022). Like this:

[...] the implementation of a policy or program corresponds to the proposal negotiation process, since it is at this stage that the actions and measures initially planned in the formulation phase begin to be executed, with the purpose of achieving the established objectives and goals (Santos; Silva, F.; Silva, L., 2019).

However, the RQGE is a strict control instrument, created by an institution governed by private law, used to evaluate and qualify the effectiveness of public policies in education. It is a device that “[...] establishes parameters for management, which is consistent with administrative, budgetary and business aspects themselves, but this rationality expands and reaches the conception of education itself” (Auer *et al.*, 2024, p. 9).

Based on this, it is considered that the construction of a diagnosis on education is a necessary proposal. In fact, “[...] evaluation can also be a valuable mechanism for expanding educational policies, insofar as it enables the participation of other actors, from other arenas, in the process of identifying insufficiencies” (Curi, 2014, p. 138), but apparently, the evaluation of the studied network was elaborated without the protagonism of the other executors of the educational policy, leaving aside all those who should be involved in the educational process.

Thus, the Education Improvement Program gradually disseminates actions, following the logic of advice, flexibility, monitoring and evaluation. These principles are part

of all the support found on the website and in the documents that support the Program (FIS, 2022). They are proposals produced in the understanding of the private sector to direct actions that interfere in the development of public policies and in the formal education system (Auer *et al.*, 2024). Perhaps this is justified because, historically:

The search to correct the asymmetries in the educational offer centered its focus on school management to optimize the use of public resources, in a decentralized model, which resulted in expressive concern about the efficiency of the system in a context of state restructuring centered on NGP (Oliveira, 2015, p. 641).

In this context, the Education Improvement Program connects the quality of education and public education to the good performance of resource management, people, learning, etc. Principles similar to the management administration model, which incorporates mercantile awareness in administration in general and in public education, since “[...] its central assumption is the search for results, through systematic evaluations, with emphasis on total quality” (Santos, 2014, p. 228). Thus, educational management seems to be the central policy that moves the Program, in such a way that this component structured its application in the Parauapebas/PA network. As a result, the Program's guidelines were integrated into SEMED's activities based on the situational diagnosis.

From this point of view, Macêdo (2019) again draws attention to the role of business groups in the educational field, because, in the context of the partnership between the public and the private, there are strongly articulated strategies that aim to transform not only the practice of social subjects, but also the vision of quality in the educational sector. These practices

[...] have been intensified in the relationship between the business sector and the education departments, which assume the agenda of several educational consultancies and become executors of the policies implemented, so that the private sector prevails over the public, which calls into question the very meaning of ‘partnership’ (Macêdo, 2019, p. 119).

As in the proposal of the Education Improvement Program, which enables access to educational management, but can have impacts on teaching. An example of this is the Strategic Plan prepared with the assistance of the FIS, which serves as the basis for the applicability of the Program in the Parauapebas/PA network. This instrument concerns the evaluation and measures to be taken during the course of the Program, which, among its

objectives, aims to “[...] implement effective management in order to streamline decisions and processes of educational processes” (Parauapebas, 2021, p. 48).

The Strategic Plan, therefore, brings together intentions that involve both the public and private sectors. There is a risk that the public sector will be made invisible by the characteristics of the private sector, affecting the proposal of educational management, because, although private institutions apparently call themselves partners of the public, they will not leave aside their initial condition of existence, and it is essential that the management of the network inserted in this dynamic has clarity of its role and firmness in its identity. After all, “[...] for the survival of the public, it is necessary to radically distinguish between public and private” (Freitas, 2018, p. 54).

When it comes to the implementation of programs in educational networks, a deep debate is needed to identify local challenges and needs, “[...] often ignored due to the urgency of results” (Macêdo, 2019, p. 125). This argument reinforces the concern of Souza *et al.* (2023), who highlight that these alliances between the public and private sectors can generate consequences, such as reducing the autonomy of public management, making it less critical and more prone to adopt strategies that are not always the most appropriate for regional circumstances.

The Program seems to have provided the municipal network of Parauapebas/PA with guidelines to rethink new paths on quality in education. Guidelines for educational management aimed at improving educational outcomes, which, at Semed in Parauapebas/PA, translated into the re-signification of values that structure the agency's identity base (Parauapebas, 2021). However, the fundamentals of the Education Improvement Program follow private sector perspectives.

From this point of view, the application of Improvement implied strategies for the educational management of the Parauapebas/PA network that were configured as corrective measures to minimize failures in results and achieve success in management. However, this process, which questions the quality of the public sector, starts from principles developed in the private field, with proposals that grow on a global scale and aim to become common to education, interfering with the organizational structure (Peroni; Caetano, 2015).

The historical context of Brazilian educational management indicates familiarity with these private sector influences. However, it is considered that the Education

Improvement Program can intensify business practices. Such practices have a significant impact on the educational management of a school network, as exemplified by Semed of Parauapebas/PA, which, when seeking improvements in education, identified its vulnerabilities and made room for the participation of private agents in the conduct of its educational policy.

The situational mapping of the network, however, does not explain the weaknesses, it only exposes the failure on the management aspect. Perhaps, an attempt to demonstrate the inability of the public sector to achieve the quality of education under the objective logic of the market. As a resolute measure, the FIS indicates the technologies feasible to the problems highlighted, "[...] as if presenting management techniques, all problems will be solved" (Peroni *et al.*, 2014).

According to Ball (2014, p. 157), packages that "[...] offer consulting, training and support, improvements and management services" may represent the commercialization of politics as a commodity. As much as the Program adopts the "free" offer policy, it is worth mentioning, as pointed out by Robertson and Verger (2012), public-private partnerships are funded by the State. However, the absence of a financial agreement does not eliminate the possibilities for FIS, through the Program, to act following the same pattern as the private initiative, whose parameter is connected to profitable action, contrary to participatory and public management.

Adrião (2018) raises dialogues about the intensification of private actors in the Brazilian scenario competing beyond funds, that is, for the control of educational policies. In the configuration of these private groups, those that focus on profit openly and use marketing as a central strategy stand out. The action of these entities, therefore, cannot be considered neutral, since they have elements to emerge the market conditions. Therefore, the application of the Program in the network suggests an effective management proposal that is adjacent to it, implying business purposes for the public system. Simultaneously, the image of the Foundation, belonging to the Itaú group, is promoted.

#### 4 Final Considerations

When investigating the possible implications of the Education Improvement Program for the educational management of the municipal network of Parauapebas/PA, it

was evidenced, from the documentary analysis, that the Program established measures that reorganized the dynamics of the administrative work of Semed of Parauapebas/PA, in such a way that the management was led by the political panorama of this Program. This reorganization issued incisive values in the development and evaluation of the network. Thus, the application of the Program linked to the FIS remained a possibility of restructuring, implying requirements for educational management with little room for objections.

In the same context, the association of the quality of education with statistical indices, such as IDEB, as part of public educational policy, does not collaborate with the confrontation of this rational logic in the management of education. In fact, this may have motivated the Department of Education of Parauapebas/PA to engage in its statistical needs, without focusing on the consequences of this policy for a more autonomous management of this network. In addition, the promise of improvements in education and the eventual advice of the Foundation may have instructed measures that led educational management to implement the Parauapebas/PA Network Program in public-private partnership with FIS.

Although the article has focused on the implication of the Program, focusing on management, the other areas are not exempt from the effects of this policy that covers public-private partnership, because, by the reference used, it is understood that the unified idea that the role of education is fulfilled by the increase of pre-established synthetic numerical indicators and promotes a competitive and disproportionate load among the numerous social aspects that education houses. Therefore, the network in its entirety can be affected, because it is essential that, through management, others involved in the educational process commit to promoting improvements in education focusing on results.

Regarding the Parauapebas/PA network, the implications of the Program for educational management are translated into the maximization of internal weaknesses, allowing itself to be taken by contextualized parameters of the private sector, but this is not a singularity of the studied network, because, as we have seen, public-private partnerships are part of the state and educational policy conjuncture. It is clear that the Improvement of Education is inserted in a political-economic context that, to a greater or lesser extent, reflects the reflections of the market. It is challenging to break with these interests, and it is necessary to provoke educational management to promote itself collectively.

We consider that the proposal to “improve education” covers complex and unmeasurable aspects of social development and human formation. However, given the short period of application of the Program, this reflection requires data density and theoretical deepening. Thus, the possibility for the topic to be discussed in other contexts, beyond the scope of educational management, is not exhausted in this discussion.

One issue raised refers to the fact that, with the elaboration of the Strategic Plan, the Education Improvement Program became part of the network's internal policy. This implied a significant reproduction of assumptions highly compatible with the management management model, but this does not mean that the promotion of these principles was not already in operation. Even if the Education Improvement Program has its deadline set, the marks of this policy can reinforce this old practice of the system.

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