

Gestão escolar: um olhar sobre a formação inicial dos diretores das escolas públicas brasileiras

School management: a look at the initial training of brazilian public schools' principals

Gestión escolar: una mirada a la formación inicial de directores de escuelas públicas brasileñas

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Resumo: A literatura educacional documenta recorrentemente a importância do trabalho do diretor escolar para os resultados educacionais. Contudo, os diretores são preparados em sua formação inicial para tais funções? Este artigo apresenta uma análise das matrizes curriculares de uma amostra de cursos de licenciatura, com foco na oferta de formação em gestão escolar. Discutimos a hipótese de que os cursos que oferecem a formação inicial da maioria desses profissionais não parecem prepará-los para os desafios que a função de diretor apresenta nas escolas públicas brasileiras.

Palavras-chave: Gestão Escolar; Diretores, Licenciatura.

Abstract: Educational literature recurrently documents the importance of the school principal's work for educational outcomes. However, are principals prepared, in their initial training, for such duties? This article presents a reflection about the curriculum of a sample from undergraduate courses, focusing on the available training in school management. We discuss the hypothesis that the undergraduate courses which offer the initial training for those professionals seem unable to prepare them for the challenges that the role of school principal presents at Brazilian public schools.

Keywords: School Leadership; Principals; Initial training.

Resumen: *La literatura documenta frecuentemente la importancia del trabajo del director escolar para los resultados educativos. Pero ¿los directores son preparados en su formación inicial para tales deberes? Realizamos una investigación sobre el plan de estudios de una muestra de cursos de licenciatura, centrándonos en la oferta de capacitación en gestión escolar. Debatimos la hipótesis de que los cursos de educación superior que ofrecen la formación inicial de la mayoría de esos profesionales no parecen prepararlos para los desafíos que el rol de director presenta en las escuelas públicas brasileñas.*

Palabras clave: *Gestión escolar; Directores; Licenciatura.*

INTRODUCTION

Understanding school administration as an important factor for the achievement of educational quality, this study proposes an analysis of the initial qualification of administrators of Brazilian public schools from the study of the curricular matrixes of their professional training. We bring to the discussion a look at the initial training of these actors, proposing a reflection on the focus given to school administration in graduate courses in the education area, considering the provision of subjects that could serve this knowledge area.

In recent decades, several research surveys have been carried out dedicated to identifying factors of school effectiveness (school characteristics associated with the variation in student results, considering the socio-demographic characteristics of the populations served by schools). These surveys synthesized some factors that were found systematically as promoters of better school performance. One may highlight, among these surveys, the work of Pam Sammons (2008) and the national survey carried out by Franco et al. (2007), updated and republished later by Alves and Franco (2008).

In the cited surveys, school administration and leadership appear as important factors associated with school effectiveness. We emphasize that leadership, especially that developed by the school principal, occupies a prominent place. Alves and Franco (2008, p. 495) cite research conducted with data on Brazilian schools that point to the perception of the principal's leadership and his/her dedication as characteristics associated with school effectiveness. As an important international reference in studies on school leadership, Leithwood (2009) highlights the attention given to the theme:

School leadership is currently receiving unprecedented attention. The educational reform agenda, through its permanent evolution, seems to have realized that the role of school leadership is in itself an important goal for reform, and, simultaneously, a vehicle for other things to ensue (op. cit., p. 17).

Educational policies have increasingly considered the importance of this role, as much in the task of mediating the definitions of the education department with the teachers, ancillary staff and the school community, as in the accountability regarding learning results at the school.

In recent studies, the author(s) (PAES DE CARVALHO, 2012; OLIVEIRA e PAES DE CARVALHO, 2018; OLIVEIRA, 2018) have highlighted the importance of the work performed by school principals (measured from the teachers' perception) for the students' learning results.

So, considering the centrality and importance of school administration, what inputs related to the demands and challenges of this role are present in the courses that qualify the directors of Brazilian public schools? What is the focus given to issues related to school administration, planning and organization in the curricula of higher education courses attended by these professionals?

The data from Prova Brasil¹ show that, in relation to initial training, 44% of the directors declared they held a degree in Pedagogy and 43% had other degrees. We can conclude, therefore, that the majority of the directors of public schools in Brazil had attended graduate courses as initial training.

Traditionally, Brazilian educational legislation established the initial training of school administrators or principals in the context of the training of education professionals. Since the Law of Guidelines and Bases of National Education – LDBEN, issued 1971, it was established that this specific training should take place in graduate or postgraduate courses. The 1996 LDBEN - Law No. 9,394 / 96 - practically maintained the guidelines in force since 1971, adding, in Article 64, the specification of a graduate course:

The training of education professionals for administration, planning, inspection, supervision and educational guidance for basic education, will take place in graduate courses in Pedagogy or at postgraduate level, at the discretion of the educational institution, guaranteed in this training, the national common base (BRASIL, 1996).

1 Here we are taking as a reference the data collected in the contextual questionnaires of Prova Brasil, 2015 edition, answered by the directors. All public schools with more than 20 students enrolled in the grades (5th and 9th grade) assessed participated in this survey. Thus, one can consider that this is representative information about national public education. In this edition, 52,341 directors responded to the questionnaires.

The curricular reformulation of Pedagogy courses, through the establishment of the Curricular Guidelines for the Pedagogy Course (BRAZIL, 2006), extinguished the specific qualifications (Administration, Supervision, Guidance, Inspection, Special Education, etc.) required in specialized pedagogical training to be able to act in different educational sectors. Based on the new curricular guidelines, an integrated professional profile was sought for multiple activities. It was defined that the training to be offered in this course should fully encompass teaching, administration, research, assessment of educational systems and institutions in general, plus the design, execution, monitoring of educational programs and activities in an integrated manner. A meeting about qualifications considered that a pedagogue should be a complete professional, requiring administrative and articulation skills in the various school sectors.

In Brazil, in recent years, the specific training for basic school administration has expanded, in in-service training and/or postgraduate courses. In 2017, 83% of school principals declared they had attended some type of postgraduate course, although it is not specified in the questionnaire that this course was in the school administration area (in 2007, this percentage was 64.6%). In fact, the public educational policy agenda seems to have prioritized, in recent years, investment in in-service training for school administrators. Aguiar (2011) highlights the impetus for training of school administrators in our country from the 2000s, with special emphasis on the National Program for Basic Education Administrators, launched in 2004. Later, in 2015, the Ministry of Education and Culture - MEC instituted the National Program for the Training and Certification of School Directors, establishing partnerships between educational systems and proposing collaboration with higher education institutions in seeking professional qualification of school directors. The current National Education Plan (PNE) 2014-2024 defines as a strategy in Goal 19, “to develop training programs for school principals/administrators, as well as to apply specific national tests, in order to aid definition of objective criteria for provision of the positions, the results of which can be utilized for membership” (BRASIL, 2014). The recommendation for creation of specific programs to train school principals/administrators, accompanied by the other initiatives mentioned above, seems to imply insufficiency of the initial training of school principals with regard to the specific knowledge necessary for their performance in the function. The argument is that the graduate courses that trained school principals, mostly teacher training, have different levels and types of approaches to topics related to school administration. It seems this diversity is little known and has been

scarcely discussed. Thus, in this work, in order to strengthen this debate, a study is presented that seeks to bring together two fields of research, namely studies on teacher training and school administration.

The study presented in this article is organized into five sections, including this introduction. To expand the discussion, the second section presents a survey of recent academic publications in this field, pointing out the possible insufficiency of studies in this direction. The third section presents the profile of school principals in Brazil, considering the data reported by the principals in Prova Brasil, editions since 2007, highlighting the information on the training of these professionals. Then, there is analysis of the degree courses in the country, their distribution and scope, considering the data from the 2015 Censo da Educação Superior [High Education Census]. Based on the information collected in the two databases, a sample is taken of graduate courses with teacher training for analysis of their curricular matrixes, which is presented in the fourth section. In this analysis, the main focus was on identifying the presence or absence of subjects related to school administration, and to propose a discussion on the items informed in the curricular matrixes. The fifth section synthesizes the final considerations about the information collected, pointing out new perspectives for debate on the theme, either in the field of educational research or with regard to public education policies.

INITIAL TRAINING OF SCHOOL ADMINISTRATORS: A FIELD LITTLE EXPLORED

In order to approach the topic, an exploratory survey was conducted of articles published on the initial training of school principals in Brazil. The survey was carried out in four periodicals, selected on the basis of the criteria of expressiveness and accessibility, considering the importance of the disseminating institution and its national circulation. The selected journals were: *Educação e Sociedade*, *Revista Brasileira de Educação*, *Ensaio: Avaliação e Políticas Públicas em Educação* and *Revista Brasileira de Política e Administração Escolar*. No cut-off period was defined, so that all the articles available on the online platform of the selected periodicals participated in the search. As a search tool, the keywords “management and “initial training” were utilized. In some cases, given the lack of results via this search key, new ones were introduced: “administration”, “principals” and “initial training”. The reading of the article abstracts selected by the online search determined the selection of a total of 17 articles that dealt with the respective initial training. The chart below summarizes the frequency of articles selected according to these criteria in each periodical:

Chart 1 - Survey of Articles Published on the Theme

Journals	Articles Selected	Articles Available	Frequency
Education and Society	4	728	0.5%
Brazilian Journal of Education	2	649	0.3%
Essay: Evaluation and Public Policies in Education	3	477	0.6%
Brazilian Journal of School Policy and Administration	8	669	1.2%

Source: Authors.2

From the data presented above, the scarcity of publications on the subject in important periodicals that disseminate educational research in the country is noteworthy. It should also be considered that, even among the selected articles, not all directly addressed the referred initial training. André and colleagues (1999), for example, carried out a state-of-the-art research on teacher training in Brazil, emphasizing that few studies had been dedicated to analyzing Pedagogy courses (and their curricular matrixes) as means of teacher training. In its categorization, which highlights studies on the relationship between theory and practice in teacher training, the scope or relevance of this initial training for school administration is not mentioned. The work of Sá Barreto (2015), which was an update of a previous study carried out by Unesco (Gatti and Sá Barreto, 2009), is also dedicated to the initial teacher training in Brazil, using national data on higher education. The author questions the intention of the course to “prepare, at the same time, teachers of early childhood education and of the initial years of elementary school, education specialists, directors and supervisors” (Sá Barreto, 2015, p. 687). Pedagogy courses were of central interest in the work by Aguiar and Melo (2005). The authors presented arguments about the political space and the centrality of teacher training, but the recognition of this (also) as the space for the initial training of educational administrators was not the focus of the work. Costa, Lima and Leite (2015) made an important contribution to the reflection on the construction of the school administrator’s professionalism. They enquired about what would constitute necessary knowledge for the exercise of this function, and, based on the data analyzed, they highlighted the importance of in-service training, not to mention the initial training of these professionals. The works presented above exemplify the selected articles (8) that addressed initial teacher training or graduate courses, but did not consider, in this theme, the training of the professional who would work in school administration.

Among the 17 articles selected, nine highlighted the initial training of school principals. Donoso and colleagues (2012) analyzed the training of these actors in Chile. The authors raised important reflections on the relationship

2 The number refers to all the articles of each periodical available on line.

between initial training and in-service training, highlighting the need for policies that induce specific training courses for school administration. Aguiar (2011), in turn, made a reflection on the training of school principals in Brazil in the 2000s, focusing on specialization courses, especially those offered by MEC. The authoress, however, did not link the provision of this type of training (and its growing expansion in recent years) to a possible deficiency in the initial training of these professionals. Paro (2009) reflected on the theoretical contribution of José Querino Ribeiro's work in order to mentally process school administrator training. The work, however, does not problematize the reality of the training of principals based on empirical data. Leite and Lima (2015) analyzed the reports of principals about their administrative challenges, information that would be used in the formulation of an in-service training. Despite not directly addressing the topic of initial training, the authors highlighted lack of preparedness and poor training among the challenges pointed out by their research subjects. In turn, Sá Barreto (2011) advanced in his discussion of teacher training in Brazil. The author analyzed the curricular matrixes of a sample of teacher training courses, pointing out their tendencies and limitations: "the knowledge related to educational systems is insignificant, and school administration, the curricula and the teaching profession have a negligible presence in the curriculum structure" (Sá Barreto, 2011, p. 44). Castro (2007) presented an analysis of the Diretrizes Curriculares Nacionais para o Curso de Pedagogia [National Curriculum Guidelines for the Pedagogy Course], tracing the evolution of the legislation on the subject. With regard to the training of educational specialists, the authoress considered the "pedagogy courses inadequate for the labor market". Souza (2005), based on data from a survey conducted in four Rio de Janeiro municipalities, raised factors associated with the variation in student results. The finding of the significant negative effect of the variable referring to the training of the principal at a higher level for the intended statistical explanation is highlighted. Costa and Figueiredo (2013) sought to build a frame of reference for the training of school leaders, having as inspiration the experiments carried out in Canada and England.

Among the articles selected in this survey, the work of Souza (2008) is the one that most deeply discussed and questioned the initial training of school principals. The author presented a study on knowledge production and the teaching of administration in education in Brazil. When discussing the relationship between administration theories and the educational field and the directions taken by research on the subject, Souza (2008) questioned, based on the work of Littrell and Foster, whether the initial training of school principals led to differences in their performance:

[...] the most preliminary assessment indicates that those teachers who were not trained in educational administration, that is, educators who assumed the leadership role without the knowledge base considered to be proper for the field, and who also did not have access to it during the time they were in charge, they did neither better nor worse in their professional performance than the publicly-held or technically specialized principals. (SOUZA, 2008, p. 56-57).

It is worth highlighting the question raised by the author about the efficiency of this initial training (and also of in-service training) in meeting the demands and challenges of school administration. Souza (2008) considered that it was insufficient, mainly due to the prescriptive character that it usually assumes, due to the lack of a theoretical consistency in the school administration research field. This work seeks to broaden the references for this discussion, reviewing the teacher training courses and their curricular matrixes in order to identify the presence of subjects allegedly aimed at initial training for school administration.

THE INITIAL EDUCATION OF PRINCIPALS IN BRAZIL: DEFINING THE RESEARCH DESIGN

The sample of graduate teacher training courses used in this study was built on information from the 2015 Censo do Ensino Superior [Higher Education Census]. It sought to contemplate as much the regional diversity of institutions - thus constituting a sample stratified by large regions - as the concentration of teacher training institutions for K12 (kindergarten to age 17) that exercised the function of principals of state and municipal public schools that participated in the 2015 edition of Prova Brasil. In the course database, those classified under the specific area code referring to teacher training courses and educational sciences (14) were selected, composed of three detailed area codes: educational sciences (142), teacher training in specific subjects (145) and teacher training in professional subjects (146). For this sample design, as a hypothesis, we assumed that the courses that comprised the 2015 High Education Census, selected according to the above criteria, were of the same “type” (including Pedagogy and other bachelor degrees) indicated by the principals who responded to the Prova Brasil questionnaires. Therefore, there is an approximation in the analysis of the initial training of principals who are already in office and those still in training.

Table 1 presented next combines information from the SAEB 2015 and the Census of High Education 2015 to present the distribution, by major regions, of the population of principals and the training courses indicated by them in the responses to the questionnaires:

Table 1 - Distribution of Directors and Undergraduate Courses by Regions

Region	Principals		Courses*	
	No.	%	No.	%
North	6,035	10.8	796	10.4
Northeast	17,926	32.2	1,859	24.4
Southeast	19,071	34.2	2,494	32.7
South	8,450	15.2	1,186	15.5
Center-West	4,211	7.6	673	8.8
Total	55,693	100	7,008	91.8

(*) Part of the courses registered in the Census of High Education – 8.2% or 621 courses – were remote education and did not show information referring to the greater region.

Source: Produced by the authors with data from SAEB 2015 and the Census of High Education, 2015

The compiled data suggest some correspondence between the regional concentration of principals and teacher training courses at a higher level, although, obviously, it is not a direct relationship. It should be noted that the Southeast and Northeast regions concentrate both the population of principals and the volume of courses. These courses, in turn, are distributed among several administrative categories, as shown in Table 2 below:

Table 2: Degree Courses including Teacher Training: administrative categories

Administrative Category	Region					Total
	North	Northeast	Southeast	South	Center-West	
Federal Center for Technological Education	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%
University Center	2.9%	1.1%	14.3%	7.3%	7.1%	7.6%
Faculty	15.7%	18.5%	36.1%	18.8%	26.7%	25.3%
Federal Institute of Education, Science and Technology	9.0%	7.0%	3.7%	5.5%	7.3%	5.8%
University	72.4%	73.4%	45.7%	68.5%	58.8%	61.2%
Total	100%	100%	100%	100%	100%	100%
N	796	1,859	2,494	1,186	673	7,008

Source: Produced by the authors with data from the Higher Education Census, 2015

As shown in Table 2, the regional composition of courses by type of academic organization varies widely. In the states of the North, Northeast and South regions, courses provided by universities prevail, making up around 70% of the total registered in the Census. In the Southeast region, the prevalence of courses offered by universities is lower (45%), likewise in the Center-West (58%), which has a higher proportion of courses allocated to isolated faculties and university centers. This reflects to a certain extent the greater concentration of private institutions in these regions, and the greater number of teachers/principals trained in public institutions in the North and Northeast regions.

In terms of matriculation volume, the average observed for the courses in the database is 200.17 enrollments on average per course, totaling 1,471,630 enrollments in graduate courses incorporating teacher training. There is a very significant difference in the average number of enrollments in remote education courses in relation to the general average, given that these courses have an average of 934.58 enrollments. The average number of enrollments among regular in-person courses is 134.55. The table below presents these contrasts in terms of regional differences in the indicator, both in terms of enrollment volume and the average level per course:

Table 3 - Enrollment in graduate courses incorporating teacher training: total and average per course

Region	Courses	Matriculations	Average No. of Matriculations per Course
North	750	118,904	158.54
Northeast	1,813	252,397	139.22
Southeast	2,395	339,940	141.94
South	1,137	112,899	99.30
Centre-West	654	83,939	128.35
Remote Education	603	563,551	934.58
Total	7,352	1,471,630	200.17

Source: Produced by the authors with data from the Higher Education Census, 2015

From these three dimensions - region, type of academic organization and enrollment volume – a representative sample was selected of the courses to analyze their curricular matrixes. Then 1% of the courses were selected by region within each type of academic organization³, these being chosen randomly from those courses with the highest enrollment volume. The following table describes these choices, expressing the final number of selected courses:

Table 4 - Representative sample of courses to be analyzed

Region	University Centre	Faculty	Federal Education, Science&Tec. Center/Institute	University	Total
North	0	1	1	6	8
Northeast	0	3	1	14	18
Southeast	4	9	1	12	26
South	1	2	1	8	12
Center-West	0	2	0	4	6
Remote Education	8	0	0	0	8
Total	13	17	4	44	78

Source: Produced by the authors with data from the Higher Education Census, 2015

The annex presents the complete list of 78 courses and respective institutions, whose curricular matrixes of teacher training courses were analyzed. As can be seen in this list, some institutions were selected in more than one degree course (for example, PUC-Goiás in the Pedagogy and Physical Education courses). However, in some cases, the same course was repeated in the sample (for example, Faculdade Sumaré, Curso de Pedagogia). This occurrence was probably due to the fact that the course registration was duplicated on the basis of the Higher Education Census, due to operation in the daytime and at night, for example. Considering that, in these situations, the curriculum matrix would be the same, these situations were interpreted as duplicate cases and were removed from the final sample, which then had 74 graduate courses with teacher training, distributed as follows:

3 In the case of Remote Education courses, all are allocated to University Centers.

Chart 3 - Sample distribution

Courses		Institutions	
Pedagogy	Other Teacher Training	Public	Private
51 (69%)	23 (31%)	29 (39%)	45 (61%)

Source: Produced by the authors with data from the Higher Education Census, 2015.

THE PLACE OF SCHOOL ADMINISTRATION IN THE CURRICULUM MATRIXES OF THE TEACHER LICENSING COURSES

The graduate curriculum matrix was examined for each of the 74 teacher training courses selected for the sample⁴. Considering the representative sampling process by cluster, as described in the previous section, this analysis offered a reasonable approximation of the scope of administration-related content that integrated the initial training of those teachers with potential to become future school principals. For this, the curricular matrix of these courses was sought on the respective educational institutions' websites.

Of the 74 courses in the sample, 16 did not make their curricular matrixes available on the websites, and so it was not possible to include them in the analysis. This left, therefore, only the curricular matrixes of 58 courses. In the initial exploration of the sample, it was observed that, in some private institutions, such as the networks, Anhanguera and Estácio, the curricular matrix was uniform throughout all the units in the country, so they were considered whenever they appeared in the sample. From the curricular matrixes, the subjects related to school administration in pedagogy courses were identified and quantified. In other degree courses, it was sought to identify, among the pedagogic subjects, how many were related to training for school administration and/or potentially dealt with related issues. Chart 4 below summarizes the results:

4 For this stage in the work, the authors counted on the precious collaboration of the undergraduate student Victoria Perez Oughton, a CNPq scientific initiation researcher at PUC-Rio.

Chart 4 - Subjects related to School Administration in the courses analyzed

Subjects related to School Administration in the Curricular Matrix	Pedagogy Courses	Other Graduate Teacher Training Courses
0	0	4
1	4	10
2	8	1
3	10	1
4	6	1
5 or more	13	0
Total	41	17

Source: Produced by the authors with data from the Higher Education Census, 2015.

As expected, there is a greater incidence of subjects related to school administration in Pedagogy courses, which also offer these in greater quantity and diversity. This predominance is possibly related to the fact that the compulsory pedagogic subjects that make up graduate courses are normally limited to the field of didactics and educational psychology, including, in some cases, sociology or philosophy of education. In the sample analyzed, 82% of the graduate courses (14 out of 17) offered 1 or no subject related to school administration. Considering that 43% of the principals declared in 2015 that their initial training had been on a degree course other than Pedagogy, the information presented in this first quantitative analysis draws attention to the very probable insufficiency of the curricular contents aimed at the performance of the school administrator in training provided in these courses.

In addition to the quantification of the subjects, it was sought to examine the distribution of these in the curricular matrixes, aiming to identify the trend of this provision. Next, considerations on this analysis are presented in three blocks.

INTERNSHIP IN EDUCATIONAL/SCHOOL ADMINISTRATION

Among the curricular matrixes analyzed, 20 presented the Internship subject in Educational/School Administration, 19 of which were Pedagogy courses and one of them offered 2 internship subjects in this field. In teacher training, the Internship can be understood as “the locus of training of the reflective-researcher teacher, possessing significant knowledge of the profession, of teaching culture, of an investigative approach to reality and its social context” (Lima, 2008, p. 204). Thus, one can consider internship in administration as a

possibility for the licensee to approach the practice of school administration, to understand this field of action from its real specificities. However, in our sample, less than half of the courses analyzed offered this possibility to the graduates.

ADJECTIVATION IN THE DENOMINATION OF THE SUBJECTS

One of the things that attracted attention was the adjective qualifying the term Administration in the denomination of the subjects offered in the curricular matrixes analyzed. The most common were: School Administration and Educational Administration, but also there were Democratic Education Administration and Pedagogic Administration, for example. In the case of the latter, the authors raised the hypothesis of an attempt at enhancing part of the field of educational administration, the subject focusing on the performance of administration in the activities that the principal could develop to support or promote school teaching-learning work with teachers and their working conditions. However, it is worth asking whether this interpretation is valid, or to what extent the denomination considers school administration as the administration of student learning or the administration of teaching work, for example.

In the case of the Democratic Education Administration subject (one occurrence only), adjectives can be interpreted as a political option of the creators of the Institution's Political Pedagogic Project with the perspective of demarcating a defended characterization on how school administration should be undertaken: in a democratic manner. Vieira (2007) pointed out this trend:

[...] democratic administration tends to be a preferred theme among education scholars. It is precisely because it represents a value defended by the vast majority of those who work in the field of public education, and who, for this very reason, tend to manifest interest in the dimensions that express the "public value" of the policy(ies) and the administration. (ob. cit. p. 58)

However, it is worth questioning what concept of democratic administration has been adopted in teacher training courses, and to what extent it manages to go beyond the legal guidelines for the field. In the same direction, it seems important to discuss how to go beyond the logic of community participation in school routine as an expression of democratic administration, considering the distribution of powers, knowledge and interests present in a differentiated, and often conflicting, way among various school actors.

The presence of subjects named School Administration or Educational Administration leads us to the delimitation of these fields. Also, according to Vieira (2007, p.60), “educational administration refers to the scope of educational systems; school administration concerns educational establishments”. Thus, the offer of one or other subject led us to ask whether the name Educational Administration would provide only a more general discussion about administration in the educational field, or it would effectively involve the study of educational systems and the challenges related to the administration of different education networks (legal regulation of enrollment, professional careers, allocation of teachers in schools and classes, assessment systems, curricula, etc.) achieving regulation of the administration of schools in the network (number and qualification of professionals in administration teams, access to different functions, etc.). In the case of the School Administration subject, would the focus only be on the performance of the administrator in the school routine or would he/she discuss this performance considering the system to which each school unit belonged? It was interesting to find a course (Pedagogy at the Federal Institute of Education, Science and Technology in Santa Catarina State) that offered the two subjects separately. This could be as much an attempt to articulate the macro and micro visions of administration in the educational field, considering the time required for each of them, as, on the contrary, a fragmentation of the object of study, dismantling the study of the administration of educational systems in school space.

VARIATION OF SUBJECTS RELATED TO SCHOOL ADMINISTRATION

Among the subjects considered to be related to the field of school administration⁵ in the curricular matrixes of the courses analyzed, there is a variety of options: Organization of Pedagogic Work, Organization of Basic Education, Organizational Culture, among others. Some drew attention to the complex composition of its name: “Context of the School Institution: organization and pedagogic administration of the school”; and “Educational Administration, teaching system and educational legislation”. In addition to the apparent imprecision of the object of study of these different denominations, juxtaposition of themes is to be emphasized. In the examples presented, it is

5 It is to be stressed that this choice was a decision on the part of the authors, considering the research experience in the field of School Administration and as teachers of Teacher Training courses.

important to reflect on the feasibility of encompassing with conceptual depth all the themes listed in the title of the subject, or even on how to organize and plan classes on such a broad theme.

Among the subjects related to school administration offered in the courses analyzed, the most frequent were: Educational Legislation, Educational Policy and Planning. In the case of the Educational Legislation subject, considering its importance for the performance of the school administrator, one wonders if its proposition would be in the perspective of training this professional or in the presentation of a set of performance tools. As a possible tool, it can be discussed to what extent knowledge of educational legislation would be a path for practical action based on it, particularly in the Brazilian context, which provides for a collaborative regime and considerable autonomy of federated entities in the administration of their teaching networks.

It was noticed that, in the distribution of subjects, there were both Educational Policy and Educational Policies. It is understood that this/these decision(s) also reflect(s) the political position or understanding of who proposes and, therefore, nominates. According to Pedro and Puig (1998 *apud* Vieira, 2007, p. 55-56):

Educational Policy is, therefore, the theoretical reflection on educational policies (...) Educational Policy must be considered as an application of Political Science to the study of the educational sector, and, on the other hand, educational policies as public policies that are directed to resolve educational issues.

In this sense, would the Educational Policy subject be devoted to the broader study, on the concepts of the field of political science necessary for the understanding of educational policies, and would the Educational Policies subject stick to the study and analysis of public policies in the field of education? To a certain extent, regardless of the answer to this question, the reflection that seems necessary is whether it would be possible to analyze public policies in the field of education in a consistent manner, without considering the existing conceptual framework in the field of political science. On the other hand, it seems undeniable the need for graduate courses to offer solid and critical knowledge about educational policies that equip future professionals for their implementation within the school, with possibilities of favoring the quality and equity of public education.

The subject, Planning or Educational Planning was also frequently provided in the curricular matrixes analyzed. Understanding this subject as a macro approach to planning (including planning of the educational system and national educational plans), its relationship with school administration would be

based on the understanding of its mediating function in the organization and administration of school education provision. However, it is worth discussing the approach of this subject in teacher training courses that qualify the majority of the principals of Brazilian public schools, as much from the point of view of their relationship with the field of Political Science in dialogue with the educational field, as in what concerns the necessary ballast in the field of public administration, and the discussion of the different planning modalities and perspectives applied to the field of educational administration.

In the analysis of the variation of the subjects related to school administration, two courses attracted attention due to the discrepancy in this provision in relation to the others. The Pedagogy course at Centro Universitário Hermínio Ometto covers in its curricular Matrix 9 subjects that are considered related to school administration. The Pedagogy course at the Universidade Estadual de Maringá, on the other hand, presents 11 subjects related to school administration in its matrix. In addition to the diversity of topics covered, interrelating school and/or educational administration to different topics, it is noteworthy that there is a significant number of subjects that could support training for school administration. However, the question remains: To what extent would this decision express an option to value this training in the Political Pedagogic Project of these courses, and whether its value could imply reduction of other related course subjects, considering the different professional engagements it provides.

FINAL CONSIDERATIONS

The proposition of this article was to conduct a discussion on the initial training of school principals in Brazilian public schools, for which for the majority acquire their initial training in graduate courses coupled to teacher qualification. From the bibliographic survey, we pointed out the scarcity of research on the subject and proposed expansion of this reflection. Taking as a reference the data from Prova Brasil 2015, referring to the initial training of principals (87% graduated in Pedagogy and/or other degrees), an analysis was performed of the distribution of degree courses in all regions of Brazil, considering the types of institutions and types of courses, seeking to delimit a reasonable approximation of those in which most of these professionals graduated. We constructed a representative sample of these courses - considering the region, the type of academic organization and the enrollment volume - randomly selecting 1% of the total within these criteria (prioritizing those with the highest enrollment volume). We then proceeded to analyze the curricular matrixes of the sample courses

and observed the frequency and trends of the subjects that could be related to training for school administration. The argument was that the graduate courses taken by most school principals had different levels of approach, and address themes related to school administration.

In effect, the analysis carried out from the sample constructed for this research pointed to the discrepancy between the pedagogy courses and the other degrees concerning the range offer of subjects related to the exercise of school administration. One could infer from this trend that educators would be better prepared in their initial training than their colleagues holding other degrees to assume the direction of a school (remembering that, in the information about Brazilian public schools, the percentage of principals who attended pedagogy or another degree course is practically the same).

From the analysis undertaken, several questions were raised about the subjects related to school administration found in the curricula of the courses. Initially, the need to discuss the concept of school administration and its implications for teaching work were highlighted, and, above all, for the learning of all students in public basic education networks. From this point of view, it seems necessary to problematize the concept of democratic administration and to what extent it goes beyond the normative framework of the field and discusses the different forms - and their respective challenges - of participation by school and non-school actors, considering their different powers, interests and knowledge, often in conflict in the environment of public educational establishments. On the other hand, it also seems important to articulate this discussion with the study of educational systems and the challenges related to the administration of the different education networks with regard to the regulation of access and successful permanence of the students, of the allocation and professional valorization teachers, curriculum administration and assessment, etc.

It also appears to be important to reflect on the articulation of public educational policies with the conceptual framework that already exists in the field of political science, public administration and the sociology of organizations in the context of the initial training of future school principals in the public sector. It is about guaranteeing inputs for a broader more critical understanding of educational policies, particularly in the perspective that, due to their function, they will be necessary mediators of implementation processes with the possibility of favoring the quality and equity of public education. Also from this perspective, the content of the subjects related to educational planning could be discussed, considering both their macro aspects linked to legislation and the governance of the educational system, and as a necessary input to the administration of the provision of school education.

It was considered that the study of the curricular matrixes of the sample, in addition to enabling the analysis of the provision or lack of subjects related to school administration in the initial training courses for school principals, made it possible to raise relevant questions about the content and foundation of these subjects, such as shown above. It is believed that the reflection initiated here will certainly contribute to the discussion on the initial training of school principals, which, currently, is still linked to teacher training.

From this point of view, it is worth noting that a review of teacher training courses is currently on the agenda, since the MEC has recently proposed a Common National Base for the Training of Basic Education Teachers, approved by the National Education Council.

The document deals very briefly with Basic Education administrators and technicians, this being limited to recognizing their importance and differentiated characteristics, indicating the need for future elaboration of “training references for Basic Education administrators and technicians” (BRASIL, 2018, p. 56) in consonance with the BNC update for the initial training of teachers, even though the presentation of the document indicates disarticulation of training for school administration in the teacher training course.

The initial training for acting in school administration, linked to teacher training in graduate courses, has deficiencies, inconsistencies and discrepancies, which this research sought to present and discuss from a sample study. The findings, although exploratory, point out important paths that deserve further study in future studies. The proposition of a Common National Base for the training of basic education teachers as a strategy for updating the current National Curriculum Guidelines is articulated to the goals of the PNE 2014-2024, and challenges trainers and researchers to reflect on possible changes in the course of initial training of this professional, which, as mentioned, has also been the initial training of most principals of Brazilian public schools. This article sought to gather elements in this sense, valuing the experiments that have been developed in higher education institutions in Brazil, and the national and international scientific production on the subject.

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Annex

UF	Nome Curso	Nome IES	Município
-	EDUCAÇÃO FÍSICA	CENTRO UNIVERSITÁRIO CLARETIANO	-
-	PEDAGOGIA	CENTRO UNIVERSITÁRIO DA GRANDE DOURADOS	-
-	PEDAGOGIA	CENTRO UNIVERSITÁRIO DE MARINGÁ - UNICESUMAR	-
-	PEDAGOGIA	CENTRO UNIVERSITÁRIO HERMINO OMETTO	-
-	HISTÓRIA	CENTRO UNIVERSITÁRIO INTERNACIONAL	-
-	HISTÓRIA	CENTRO UNIVERSITÁRIO LEONARDO DA VINCI	-
-	PEDAGOGIA	CENTRO UNIVERSITÁRIO SOCIESC	-
-	PEDAGOGIA	CENTRO UNIVERSITÁRIO UNISEB	-
SP	PEDAGOGIA	CENTRO UNIVERSITÁRIO ANHANGUERA DE SÃO PAULO	São Paulo
SP	EDUCAÇÃO FÍSICA	CENTRO UNIVERSITÁRIO DAS FACULDADES METROPOLITANAS UNIDAS	São Paulo
PR	EDUCAÇÃO FÍSICA	CENTRO UNIVERSITÁRIO DE MARINGÁ - UNICESUMAR	Maringá
SP	PEDAGOGIA	Centro Universitário Estácio Radial de São Paulo - Estácio UNIRADIAL	São Paulo
SP	PEDAGOGIA	CENTRO UNIVERSITÁRIO ITALO-BRASILEIRO	São Paulo
GO	PEDAGOGIA	FACULDADE ANHANGUERA DE ANÁPOLIS	Anápolis
SP	PEDAGOGIA	FACULDADE ANHANGUERA DE GUARULHOS	Guarulhos
SP	PEDAGOGIA	FACULDADE ANHANGUERA DE OSASCO	Osasco
RS	EDUCAÇÃO FÍSICA	FACULDADE ANHANGUERA DE PELOTAS	Pelotas
SP	PEDAGOGIA	FACULDADE ANHANGUERA DE SÃO BERNARDO	São Bernardo do Campo
SP	PEDAGOGIA	FACULDADE ANHANGUERA DE TABOÃO DA SERRA	Taboão da Serra
ES	PEDAGOGIA	FACULDADE CAPANGA DA SERRA	Serra
BA	PEDAGOGIA	FACULDADE EUGÊNIO GOMES	Ipirá
DF	PEDAGOGIA	FACULDADE JK - UNIDADE I - GAMA	Brasília
PE	PEDAGOGIA	FACULDADE JOAQUIM NABUCO RECIFE	Recife
SP	PEDAGOGIA	FACULDADE NOSSA CIDADE	Carapicuíba
SP	PEDAGOGIA	FACULDADE SUMARÉ	São Paulo
SP	PEDAGOGIA	FACULDADE SUMARÉ	São Paulo
RJ	PEDAGOGIA	FACULDADES INTEGRADAS CAMPO GRANDENSES	Rio de Janeiro
PA	PEDAGOGIA	FACULDADES INTEGRADAS IPRANGA	Belém
PR	PEDAGOGIA	FACULDADES INTEGRADAS SANTA CRUZ DE CURITIBA	Curitiba
SC	PEDAGOGIA	TÍTULO FEDERAL DE EDUCAÇÃO, CIÊNCIA E TECNOLOGIA CATARINENSE	Cambará
RR	EDUCAÇÃO FÍSICA	INSTITUTO FEDERAL DE EDUCAÇÃO, CIÊNCIA E TECNOLOGIA DE RORAIMA	Boa Vista
PI	CÊNCIAS BIOLÓGICAS	INSTITUTO FEDERAL DE EDUCAÇÃO, CIÊNCIA E TECNOLOGIA DO PIAUÍ	Teresina
RJ	GEOGRAFIA	INSTITUTO FEDERAL DE EDUCAÇÃO, CIÊNCIA E TECNOLOGIA FLUMINENSE	Campos dos Goytacazes
PE	PEDAGOGIA	INSTITUTO SUPERIOR DE EDUCAÇÃO DE PESQUEIRA	Pesqueira
GO	PEDAGOGIA	PONTIFÍCIA UNIVERSIDADE CATÓLICA DE GOIÁS	Goiânia
GO	EDUCAÇÃO FÍSICA	PONTIFÍCIA UNIVERSIDADE CATÓLICA DE GOIÁS	Goiânia
SP	PEDAGOGIA	UNIVERSIDADE ANHANGUERA DE SÃO PAULO - UNIAN-SP	Santo André
SP	PEDAGOGIA	UNIVERSIDADE CIDADE DE SÃO PAULO	São Paulo
SP	PEDAGOGIA	UNIVERSIDADE CRUZEIRO DO SUL	São Paulo
DF	PEDAGOGIA	UNIVERSIDADE DE BRASÍLIA	Brasília
SP	LETRAS	UNIVERSIDADE DE SÃO PAULO	São Paulo
PA	PEDAGOGIA	UNIVERSIDADE DO ESTADO DO PARÁ	Belém
RJ	PEDAGOGIA	UNIVERSIDADE DO ESTADO DO RIO DE JANEIRO	Rio de Janeiro
RS	PEDAGOGIA	UNIVERSIDADE DO VALE DO RIO DOS SINOS	São Leopoldo
PR	PEDAGOGIA	UNIVERSIDADE ESTADUAL DE LONDRINA	Londrina
PR	PEDAGOGIA	UNIVERSIDADE ESTADUAL DE MARINGÁ	Maringá
CE	PEDAGOGIA	UNIVERSIDADE ESTADUAL DO CEARÁ	Fortaleza
CE	PEDAGOGIA	UNIVERSIDADE ESTADUAL DO VALE DO ACARAÚ	Sobral
CE	LETRAS - PORTUGUÊS	UNIVERSIDADE ESTADUAL DO VALE DO ACARAÚ	Sobral
PB	PEDAGOGIA	UNIVERSIDADE FEDERAL DA PARAÍBA	João Pessoa
AL	PEDAGOGIA	UNIVERSIDADE FEDERAL DE ALAGOAS	Maceió

UF	Nome Curso	Nome IES	Município
AL	PEDAGOGIA	UNIVERSIDADE FEDERAL DE ALAGOAS	Maceió
MG	LETRAS	UNIVERSIDADE FEDERAL DE MINAS GERAIS	Belo Horizonte
PE	PEDAGOGIA	UNIVERSIDADE FEDERAL DE PERNAMBUCO	Recife
AC	PEDAGOGIA	UNIVERSIDADE FEDERAL DO ACRE	Rio Branco
AM	PEDAGOGIA	UNIVERSIDADE FEDERAL DO AMAZONAS	Mauaus
AM	LETRAS - LÍNGUA E LITERATURA PORTUGUESA	UNIVERSIDADE FEDERAL DO AMAZONAS	Mauaus
PA	PEDAGOGIA	UNIVERSIDADE FEDERAL DO PARÁ	Belém
PR	PEDAGOGIA	UNIVERSIDADE FEDERAL DO PARANÁ	Curitiba
PI	PEDAGOGIA	UNIVERSIDADE FEDERAL DO PIAUÍ	Teresina
RN	PEDAGOGIA	UNIVERSIDADE FEDERAL DO RIO GRANDE DO NORTE	Natal
RS	EDUCAÇÃO FÍSICA	UNIVERSIDADE FEDERAL DO RIO GRANDE DO SUL	Porto Alegre
RS	LETRAS	UNIVERSIDADE FEDERAL DO RIO GRANDE DO SUL	Porto Alegre
RS	PEDAGOGIA	UNIVERSIDADE FEDERAL DO RIO GRANDE DO SUL	Porto Alegre
RS	HISTÓRIA	UNIVERSIDADE FEDERAL DO RIO GRANDE DO SUL	Porto Alegre
RJ	PEDAGOGIA	UNIVERSIDADE FEDERAL FLUMINENSE	Niterói
AM	PEDAGOGIA	UNIVERSIDADE NILTON LINS	Mauaus
SP	PEDAGOGIA	UNIVERSIDADE NOVE DE JULHO	São Paulo
SP	PEDAGOGIA	UNIVERSIDADE NOVE DE JULHO	São Paulo
SP	EDUCAÇÃO FÍSICA	UNIVERSIDADE NOVE DE JULHO	São Paulo
SP	EDUCAÇÃO FÍSICA	UNIVERSIDADE NOVE DE JULHO	São Paulo
SP	PEDAGOGIA	UNIVERSIDADE NOVE DE JULHO	São Paulo
DF	PEDAGOGIA	UNIVERSIDADE PAULISTA	Brasília
CE	PEDAGOGIA	UNIVERSIDADE REGIONAL DO CARIRI	Crato
CE	LETRAS - LÍNGUA PORTUGUESA	UNIVERSIDADE REGIONAL DO CARIRI	Crato
CE	HISTÓRIA	UNIVERSIDADE REGIONAL DO CARIRI	Crato
CE	CIÊNCIAS BIOLÓGICAS	UNIVERSIDADE REGIONAL DO CARIRI	Crato
CE	GEOGRAFIA	UNIVERSIDADE REGIONAL DO CARIRI	Crato
CE	EDUCAÇÃO FÍSICA	UNIVERSIDADE REGIONAL DO CARIRI	Crato

(Source: Produced by the authors with data from the Censo da Educação Superior, 2015)

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*Recebido em 24/01/2020
Aprovado em 06/05/2020*