

The trajectory of participatory institutional evaluation in the Municipal Network of Campinas: the daily struggle social quality

*A trajetória da avaliação institucional participativa na Rede Municipal de Campinas:
a luta cotidiana pela qualidade social*

*La trayectoria de la evaluación institucional participativa en la Red Municipal de Campinas:
la lucha diaria por la calidad social*

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Abstract: We believe that the Participatory Institutional Assessment (PIA) process is a strategic way of ensuring the social quality of public schools. The aim of this research is to identify the timeline of the PIA implementation process in public schools in the northwest region of the municipality of Campinas and to verify the objective conditions of its operation. The methodological procedures used were bibliographical research and documentary research. We identified that the PIA's trajectory points to obstacles, but also to the potential for democratic experiences on the part of the actors involved. Over the course of successive governments, the PIA policy has suffered resistance to acceleration, but it has been maintained and has also been extended to Early Childhood Education. The objective conditions of the schools point to the need for reforms and improvements in infrastructure and the hiring of education professionals to meet the demands of the school community and advance the social quality offered to students.

Keywords: Participatory Institutional Assessment (PIA); Social Quality (SQ); Objective Conditions; Primary Education; Campinas Municipal Network.

Resumo: Temos como pressuposto que o processo de Avaliação Institucional Participativa (AIP) se constitui como uma instância estratégica para viabilizar a qualidade social das escolas públicas. O objetivo da pesquisa é identificar a linha do tempo do processo de implementação da AIP das escolas públicas da região noroeste do município de Campinas e verificar as condições objetivas de funcionamento. Os procedimentos metodológicos utilizados foram a pesquisa bibliográfica e a pesquisa documental. Identificamos que a trajetória da AIP aponta obstáculos, mas também potencialidades de vivências democráticas pelos atores envolvidos. A

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política de AIP, ao longo dos sucessivos governos, passou a sofrer resistência à aceleração, mas vem sendo mantida e foi ampliada para a Educação Infantil também. As condições objetivas das escolas apontam a necessidade de reformas e melhorias de infraestrutura e contratação de profissionais da educação para atender as demandas da comunidade escolar e avançar na qualidade social ofertada para os estudantes.

Palavras-chave: Avaliação Institucional Participativa (AIP); Qualidade Social (QS); Condições Objetivas; Ensino Fundamental; Rede Municipal de Campinas.

Resumen: Asumimos que el proceso de Evaluación Institucional Participativa AIP constituye una instancia estratégica para posibilitar la calidad social de las escuelas públicas. El objetivo de la investigación es identificar el cronograma del proceso de implementación del AIP en escuelas públicas de la región noroeste de la ciudad de Campinas y verificar las condiciones objetivas de operación. Los procedimientos metodológicos utilizados fueron la investigación bibliográfica y la investigación documental. Identificamos que la trayectoria de la AIP resalta obstáculos, pero también potencial para experiencias democráticas por parte de los actores involucrados. La política AIP a lo largo de los sucesivos gobiernos comenzó a sufrir resistencias a acelerarse, pero se ha mantenido y ampliado también a la Educación Infantil. Las condiciones objetivas de las escuelas apuntan a la necesidad de reformas y mejoras de infraestructura y la contratación de profesionales de la educación para satisfacer las demandas de la comunidad escolar y avanzar en la calidad social ofrecida a los estudiantes.

Palabras clave: Evaluación Institucional Participativa (EIP); Calidad Social (CS); Condiciones Objetivas; Enseñanza Fundamental; Red Municipal de Campinas.

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Introduction

The year 2002 marked the beginning of a partnership between the Campinas Municipal Department of Education and the Research Group called Laboratory and Observation of Descriptive Studies (Lods) at the State University of Campinas (Unicamp), aimed at implementing alternative evaluation proposals that would develop the school's evaluation processes in an innovative way. In 2008, the Municipal Education Network of Campinas (Menc) began a public school evaluation policy called Participatory Institutional Evaluation (PIA) for Primary Education and in 2014 for Early Childhood Education, which continues to this day. We see the PIA as an alternative way of fighting for the quality of public schools, in which school groups position themselves, reflect and deliberate on the meanings and consequences of the results obtained. However, the more the evaluation policies demand a concrete response from the school to explain/overcome the student proficiency rates obtained in the external evaluations that affect it, the less willing education professionals are to engage in school qualification processes. In part, this is because schools are generally seen as

dependent on decisions that come from the top of the system or from central powers, leaving them with little autonomy in defining their own paths. This has contributed to “a certain disenchantment on the part of teachers and students with the pedagogical sense they make, with negative repercussions on the social imaginary about the functions of the school and its relevance to the country's development” (SORDI, 2012, p.4). We understand that changes in the school qualification process don't happen because of pressure or legal determinations, and even less so without the involvement of the actors involved in the process. In this sense, PIA seeks to rescue the school's autonomy in defining its own paths and to put its actors back in a leading role in the decision-making process that affects the life of the institution.

The aim of the research is to identify the timeline of the PIA implementation process in public schools in the north-western region of the municipality of Campinas and to check their objective operating conditions, as we understand that these can affect the organization of schools in the fight for social quality. We believe that the objective conditions are components of the quality of the schools in this municipal education network, which also need to be taken into account in their evaluation processes. According to Betini (2009, p.91) “the objective, concrete conditions are those that already exist, those that are provided in public schools, given by the government, implicit in public educational policies”.

We have organized this study as follows: in the first part we will discuss the methodological procedures used; then the disputes surrounding the concept of quality and the proposed matrix of social quality; the implementation of (PIA) in the Campinas Municipal Network and the view of educational supervision; what research says about PIA in this municipality; the objective conditions (infrastructure and working conditions) of the schools surveyed and the final considerations.

Research Procedures

The procedures used in the investigation are bibliographical research and documentary research. The bibliographic research consists of surveying, selecting and reading theses, dissertations and articles, using the descriptor Participatory Institutional Assessment, in the Brazilian Portal of Publications and Scientific Data in Open Access (Oasis) repository, in order to support the theoretical study.

The documentary research consisted of a survey and analysis of the data available from the Anísio Teixeira National Institute for Educational Studies and Research (Inep) on the infrastructure and working conditions of the teachers at the five schools surveyed

linked to the Northwest Decentralized Educational Support Center (Naed) in the municipality of Campinas and on the Digital Platform of the Pedagogical Project of the SME schools, as well as the Minutes of the Participatory Institutional Evaluation Pedagogical Meetings (Rpai) and the minutes of the meetings of the Evaluation Committee (CPA) made available by the schools surveyed.

We would like to inform you that although there are five Naed in the Campinas Municipal Education Network, the choice of the Northwest Naed is due to the fact that all the schools in this region have voluntarily adhered to the theme and to the research project on this subject at the Observation and Descriptive Studies Laboratory (Loed) at Unicamp.

The interpretative analysis is based on theoretical studies about Participatory Institutional Assessment and the documents collected. Thus, the analytical process was developed in an approach that presents the characteristics of historicity and contextualization, which indicate that knowledge is historical and determined, occurs in the set of social relations and needs to be placed and analyzed in the time and space in which it is constructed.

Disputes over the concept of quality and the proposed social quality matrix

In order to implement Participatory Institutional Assessment, Freitas (2007) proposes the concept of negotiated quality proposed by Bondioli (2004) with the bilateral responsibility of the state and the school.

Quality is not a fact, it is not an absolute value, it is not conformity to a standard or to norms established a priori and from above. **Quality is a transaction, that is, a debate between individuals and groups who have an interest in the educational network, who have a responsibility towards it, with which they are involved in some way and who work to make explicit and define, in a consensual way, values, objectives, priorities, ideas about what the network is like [...] and about what it should or could be.** (BONDIOLI, 2004, p. 14 apud FREITAS, 2007, p.975, emphasis added)

Considering the author's definition, the concept of quality presented by Freitas (2007) is completely different from the quality of education defended by the business reformers. The business reformers' conception of quality had already been emphasized by the large-scale assessments implemented in the country since the 1990s and was embodied with the creation, in 2007, of the Basic Education Development Index (Bedi). The Bedi gradually became hegemonic in the country's assessment policies and was used as an indicator of the quality of the work carried out in the country's schools. This indicator weights the results of the Prova

Brasil and the performance indicators captured by the school census (dropout, pass and fail). Freitas (2007); Leher (2014) denounce the creation of the Prova Brasil with the ranking of schools and the concealment of social inequality with the Ideb indicator. As we can see from the analysis of Freitas (2007); Leher (2014), the Bedi indicator considers education from a reductionist point of view, based on the most readily measurable aspects (the cognitive sphere and even more so restricted to the basics), disregarding the other dimensions of human formation to which students are entitled and the objective working conditions in schools that the state should provide.

Ravitch (2011), referring to American education policy, considers that the problem with test-based accountability is that it imposes serious consequences on children, educators and schools based on scores that may reflect a measurement error, a statistical error, a random variation or a set of environmental factors or student attributes. “In short, he argues that the tests now in use **are not adequate on their own for the task of assessing the quality of schools and teachers**” (RAVITCH, 2011, p.189, emphasis added).

The Loed/Unicamp researchers emphasize that the results of standardized tests are only one of the dimensions of the quality of public schools, since the purpose of the school goes far beyond the cognitive dimension of the students. For Sordi, Varani and Mendes (2017):

[...] the expansion of market-driven narratives **about the quality of public schools and the insistent arguments that the results of students in external exams express “the” desired quality and not one of the possible dimensions**, have pushed us to investigate the quality of schools from another perspective, more comprehensive and with social relevance, referring to other qualitative indicators. (SORDI; VARANI, MENDES, 2017, p.5, emphasis added)

As a result of this concern, the researchers in this research group carried out an investigation entitled “The quality of public schools: a longitudinal study to support shared accountability in an educational network” between 2009-2017, in partnership with the Campinas Municipal Department of Education, coordinated by Professor Luiz Carlos de Freitas, with data being collected from forty-one elementary schools in this municipality.

The guiding question that motivated the research was: what do schools do that is not captured by external tests focused on proficiency in Portuguese and mathematics? In other words, what is teaching quality beyond this specific performance within the cognitive dimension? Oliveira (2017) explains the understanding of Loed researchers:

[...] we started from the assumption that the development of children and young people goes beyond the cognitive, and the school inevitably works on attitudes and values, either through the organization of pedagogical work or through social interactions/relationships between students and teachers. And also considering that, even within the cognitive dimension, working with just two areas of knowledge is insufficient for the formation of a subject who knows how to understand and position themselves in the world in which they live. (OLIVEIRA, 2017, p.119)

Based on this assumption, the aim of the research was to develop an evaluation matrix in line with the principles of human development. According to Bertagna; Sordi; Almeida; Lara (2020, p.64), “[...] talking about human formation requires us to question what formation we are talking about. This inevitably leads us to the questions: Why? For what? For whose benefit will the training be?” In this study, the authors present a theoretical framework for the intended human formation and have also drawn up a map with the areas of formation (political-social, ethical, affective, bodily, cognitive and artistic and cultural areas) and their respective approaches to understanding. According to the authors, this outline of human formation was intended to feed the schools' self-reflection process, thinking about the quality that would be desired from this formative bias. Taking advantage of the laboratory's experiences and continuing with the research objective, the Loed researchers systematized the dimensions of public school social quality into a framework: 1. Access and Permanence, 2. Ethics and Values, 3. Diversity/Difference, 4. Interpersonal Relations, 5. Pedagogical Work/Practice, 6. Collective Work, 7. Knowledge, 8. Criticality, 9. Participation, 10. Self-organization of subjects, 11. The school's social commitment to its social environment (BERTAGNA; SORDI; ALMEIDA; LARA; 2020, p.70-83).

As the study assumes that the PIA is a strategic body for the pursuit of social quality in schools, we bring in the contributions of the authors cited, based on the framework drawn up for the dimensions of social quality with their respective definitions:

1. Access and Permanence: This consists of actions linked to enrollment, welcoming children, adolescents and young people into school and ensuring that students remain in school with quality during their education. The school offers proposals for collective and individual pedagogical work that promote teaching and learning for all, based on the prior knowledge they already have, as well as welcoming everyone so that they feel part of the collective, of the school. Establishing partnerships with families and consolidating the intersectoral care network, as well as getting closer to social movements and institutions in the neighborhood in order to ensure that demands that go beyond the educational field (health, assistance, etc.) are met, as well as more comprehensive work in different thematic areas.

2. Ethics and Values: The way in which individuals act and position themselves in a given context and/or situation, based on socially constructed values that are supported by a world view that defends a more humane and just conception of society, which combats forms of discrimination, in which everyone can enjoy the goods (material and symbolic) produced by humanity and have the same opportunities to make choices. This conception of society is based on the values of otherness, dialogue, cooperation, commitment, respect, diversity/difference, solidarity, trust, co-responsibility, human rights and social justice.

3. Diversity/Difference: Constitution of awareness and attitude of recognition, respect and appreciation of the differences/diversity of the subjects who participate in the school space, assumed and understood as biological, historical, social and cultural beings with their own characteristics and common rights, understanding that diversity and difference enrich, qualify and humanize educational processes, also implies a relationship of alterity, which is the recognition of interaction and dependencies between subjects in their differences, contesting the use of these differences as a justification for the promotion/reproduction of inequalities.

4. Interpersonal relationships (coexistence): Valuing caring for others in dialogical processes that involve exercising empathy, otherness, acceptance and respect for emotions and feelings among the different players involved and who relate to each other in the school environment. It's about valuing and building relationships (bonds) of trust and respect between the different subjects in the school community, encompassing the school's social environment.

5. Pedagogical Work/Pedagogical Practice: This consists of intentional and planned actions in the school, with an attentive eye to the peculiarities of the different subjects, especially the students, with the aim of promoting their integral development for social insertion and transformation. It seeks to guarantee the right to the knowledge accumulated historically by humanity, from the different areas of knowledge in the dimensions of human formation and aims to promote the (integral) development of all the school's actors, inside and outside the classroom. It involves working with the multiple dimensions of human formation: the dimension of values (solidarity, respect, cooperation, etc.), relational, affective, political/social, cognitive, cultural; as well as areas of knowledge: Portuguese, mathematics, physical, chemical and biological sciences, geography, history, use of technologies.

6. Collective Work: Action developed with intentionality by a group/segment of school subjects (teacher, student, management team, staff, family) that is organized to monitor, evaluate and (re)plan educational work, guided by objectives agreed in the Pedagogical Political Project. It takes place through discussions, reflections and the presentation of ideas, taking into account the right to a voice of the school's different subjects and ensuring that different points of view are listened to and respected in defense of quality. It can take place within and between segments, establishing new partnerships with shared responsibilities, commitments and the involvement of everyone in collective decisions.

7. Knowledge: It is based on processes that enable the construction and appropriation of culture and knowledge from different areas, providing opportunities for (critical) understanding of reality and acting to transform it, favoring integral human formation. It understands historically produced knowledge in its entirety and not in fragments, enabling interconnections between them, valuing the different types of knowledge in its construction.

8. Criticality: Building critical capacity through reflection and an in-depth understanding of situations in their context. Capacity for curious investigation and creative/imaginative propositions based on analysis and

dialogical problematization, based on the assumption that our ideas are easy and that knowledge is transient when dealing with life's issues, permeated by political, social, economic, scientific, natural and cultural aspects.

9. Participation: The action of joining a group, a collective of people who are involved in a project, committed to its development. It involves listening, dialoguing, taking a position, reflecting and respecting the ideas of the various members of the collective, in which each subject is a protagonist by sharing points of view and decisions, producing social knowledge in a permanent construction/(re) construction of political learning.

10. Self-organization of subjects: Constitution of initiative and protagonism in school work exercised by those involved in the process, in an engaged and autonomous way. Self-organization implies planning one's personal insertion into the work process, moving away from merely fulfilling tasks assigned by someone else or from being uncommitted to the work process. It implies the ability to take a collaborative stance, playing different roles in collective work.

11. The school's social commitment to its social environment: Involvement, concern and action on issues that concern society/community with the aim of promoting what is good for everyone, in other words, the pursuit of the common good. The close relationship between school and community reconfigures a form of struggle aimed at greater social justice and clarifies the role that public schools must play in defending students' rights to a broad and socially committed educational project. The alliance between school and community guided by social commitment implies that they play mutually complementary roles, contributing to overcoming social inequality, among other aspects (BERTAGNA; SORDI; ALMEIDA; LARA; 2020, p.70-83).

In view of the above, we believe that identifying the timeline of the PIA implementation process and verifying the objective operating conditions of the Northwestern schools of the Campinas Municipal Network, for the reason already mentioned above, is relevant because of its role as a strategic body in the fight for the social quality of public schools as a right of all Brazilians to a socially referenced human formation.

The implementation of the PIA policy in the Campinas Municipal Network and the role of educational supervision in this process

According to Luiz Carlos de Freitas, between 2002 and 2003, some city halls began a cycle of progressive administration, as was the case in the city of Campinas. The Laboratory of Observations and Descriptive Studies (Loed), a research group at the State University of Campinas (Unicamp), created by the author in 1990, had already been working against the educational evaluation proposals that were emerging at the time, emphasizing school control through external evaluations. The author says that we then approached the Secretary of Education of the Municipality of Campinas, Prof. Corinta Geraldi, and “proposed a work between Loed and the Municipality aimed at implementing alternative assessment proposals that would develop the school's assessment processes in an innovative way” (FREITAS, 2017,

p.1). From what we can gather from the author's account, the model proposed by Loed involved giving the school, from a participatory perspective, the role of mediator between the classroom and large-scale (national) assessments. Freitas (2017, p.2) emphasizes that “without the school's micro-politics, there would be no reflection on external evaluations that would lead to lasting and conscious changes in its pedagogical practice.” The author also reiterates the need for local contextualization of the meaning of external data. In 2003, after discussion at six public hearings, the Charter of Guiding Principles for evaluation processes was approved so that they could be constructed and known by everyone. We highlight an excerpt from the first principle: “Educational evaluation is a process of collective reflection and not just the verification of a specific result. [...] It only makes sense within the very organization of the pedagogical work of the teacher and the school”. (CAMPINAS, 2003). We consider it important to highlight this in order to affirm the position of this school network with a concept of evaluation whose principles challenge economic interests and defend the idea that quality is not restricted to mastery of Portuguese and mathematics, but must include processes that lead to human emancipation.

The history of the PIA Policy in the Campinas Municipal Education Network includes two legal milestones that legitimize it: the publication of Resolutions - SME Resolution No. 05/2008 (which establishes the Guidelines for the Implementation of the Internal Evaluation Process of the Municipal Elementary School Units and for the constitution of the Own Evaluation Commission, published in the Official Gazette of the Municipality on May 7, 2008) and SME Resolution No. 14/2014 (which establishes the Guidelines for the implementation of the Institutional Evaluation of Early Childhood Education and for the constitution of the Own Evaluation Commission (CPA) in the Municipal Education Network of Campinas) and the publication of the Common School Rules of the Educational Units of the Municipal Education Network of Campinas through SME Ordinance No. 114/2010⁴ that approves it with TITLE VIII dedicated to INSTITUTIONAL EVALUATION. It is worth pointing out that legislation in itself does not guarantee the implementation of policies, but it has become, in the context of the RMEC, another important argument for guaranteeing them in school spaces. Over the years, the movement to implement the PIA Policy, since it began in 2002 and was formalized in 2008, has been a constant construction. Since evaluation is a field of disputes, education professionals in their various segments mobilized for this implementation, understanding that this alternative considers school autonomy and defends the democratic

⁴ It is important to highlight that this legislation has already been updated through SME ORDINANCE No. 69, OF OCTOBER 31, 2018, without changing the wording that refers to Institutional Assessment, but in this text there was the intention to expose the chronological order.

management of school processes. There was an understanding that the counterpoint to this policy was meritocratic projects that did not consider human formation and social quality. It's important to point out that despite this context, the implementation of the PIA was never linear and conflict-free. With the constant renewal of professionals in the public network and the resistance to the movement on the part of some segments, training processes were always necessary to recover the history of the collective construction of the Rmec and also to reveal the disputes in the field of evaluation.

The authors Moraes and Penteadó (2017) present the work carried out between Loed and the Campinas Municipal Department of Education from 2002 until it culminated in 2008 with the public policy process for school evaluation called Participatory Institutional Evaluation (PIA) of the Campinas Municipal Education Network (Rmec), developed along three axes: school self-assessment, external evaluation of student learning and the educational census. The authors explain that the focus of this model is to allow the governing action of the school community itself, i.e., the subjects who are qualified for this debate. They also report that “the actions systematically developed by the policy's managers in its initial phases contributed to the consolidation of the processes in the schools, as they encouraged them and their CPAs to remain in constant action.” The study also points out that over the years, there have been closer ties between the school communities and their CPAs (MORAES; PENTEADO, 2017, p.115). Although the movement of the Participatory Institutional Assessment Policy fluctuates due to different scenarios, it is important to reaffirm Art. 177 of the Common Rules of Municipal Schools, mentioned above, which gives the policy its meaning and significance:

Art. 177 - Institutional Evaluation is the planning instrument that aims, in a legitimate and democratic way, to improve the quality of education offered in each educational unit of the Campinas Municipal Education Network through the preparation of a Work Plan (CAMPINAS, 2010).

It's important to say that you don't learn how to carry out participatory institution evaluation just by drawing up questions or answering questionnaires. You learn by taking part in the process. You learn in the exercise of (re)visioning, taking a fresh look at yourself, at others, at the goals you have set and the actions you have taken, taking into account what you have planned. In re-evaluating oneself and the group's gains, achievements, progress, losses and setbacks. As well as negotiating with internal and external actors in the Department of Education for a new, grounded plan. Returning to the principles of Participation, Collective Work, Access and Permanence, student success in learning, among the others already listed

in this work, is an action that is strengthened to the extent that everyone, without exception, commits to the exercise of self-evaluation based on human formation. Educational supervision's view of public policies in the Campinas Municipal Network has been guided by its own legislation since the enactment of Law 4.891 of May 29, 1979, when the teaching staff was created. In almost five decades of practice, supervisory action has undergone radical transformations, changing the historically produced *modus operandi* that attributed to this professional, the legalistic power to supervise and control, to a humanized pedagogical action. We can say that, although there are still traces of this not-so-distant past that resist change, based on the ideals and principles of democracy, which are laid out not only for a theory of the state but also for a theory of education, the idea that the supervisor is an external professional who acts as an advisor to schools, the network and the education system, always in an exempt manner, in order to contribute to the qualification of education and schools, in the pedagogical, human, technical-administrative and social dimensions, among others, is quite common. In the education system of the municipality of Campinas, we can highlight some of the duties of supervisors, as described in Decree 20.351/2019, which regulates the duties of education professionals in the field of public policies and evaluation:

Participating in the drafting, implementation and evaluation of municipal public education policy; supervising the process of drafting and monitoring the implementation and evaluation of the Pedagogical Project of the UEs and the management of vacancies in schools; analyzing the results of the evaluation of learning and proposing actions for its qualification (CAMPINAS, 2019).

Considering the supervisor's attributions as a whole, it is common to see the legalistic practice of acts, often advancing over the autonomy and democratic management of the school as a social organization. It is important to say that this brand, associated with control, has often absorbed supervisory action in such a way that this professional, faced with the demands of everyday life, as well as structural problems and human resource turnover, devotes their time to fulfilling bureaucratic-administrative service, thus compromising reflection and action on educational and legal issues in improving the quality of public schools. However, it is important to highlight the supervisor's role in formulating, monitoring and evaluating public policies, strengthening their role in educational evaluation processes. In this sense, we believe that it is by actively participating in public educational policies, by being present and supporting the strengthening of democratic principles in school groups and in institutional evaluation spaces that the educational supervisor can contribute to the construction of human

development and socially referenced quality. In other words, by listening to the school, monitoring its demands, planning and implementing targets, and mediating with central bodies when necessary, the educational supervisor will play an important role in qualifying the educational process, as well as guaranteeing the principles of participation, collective work and the development of students at school. In other words, this education professional has the possibility of working in the micro, meso and macro spaces of a network, being able to put on the agenda discussions about education as human formation and the desired quality from the perspective of democratic management and co-responsibility for public schools.

What research says about PIA in Campinas

The bibliographic survey was carried out on the Brazilian Portal of Publications and Scientific Data in Open Access (Oasis) using the descriptors Participatory Institutional Assessment. One Course Conclusion Paper (TCC), 8 dissertations, 7 theses and 15 articles were identified. We read the abstracts and selected those that discussed aspects that contribute to our objective.

The theme of Almeida's TCC (2016), entitled "The Role of the Evaluation Committee in the Participatory Institutional Evaluation Process of Basic Education: the experience in the municipality of Campinas - SP", concluded the role of this body as an instance of learning participation and the practice of negotiating quality.

Regarding the master's theses of the 8 identified studies, after reading the abstracts, three were discarded as they addressed PIA in other states (MG, SC and RS). We briefly present the main contributions. Dalben's dissertation (2008) concludes that PIA, which takes the concept of negotiated quality as a reference, is a powerful resource to enable democratic management in school environments. Xavier's study (2011) highlighted the role of the pedagogical advisor in articulating the implementation of PIA in municipal elementary schools in the city of Campinas, revealing the limits and possibilities. The research by Carra Tuschí (2014) focused on the participation of families in the PIA process in early childhood education. The author concludes, based on the data collected, that there is a distance between the forms of participation that the institution proposes and what the family can actually achieve. It was found that the families were called to participate after the professionals decided on the day, time and topics to be discussed at the meeting, which may reflect the absence of this segment. Silva's dissertation (2017), called "Participatory Institutional Assessment mediated by the negotiation category: the perception of school managers" presents the results of

negotiation within the school and within the Municipal Education Department. Gonçalves' dissertation (2019) highlights the contradictions and weaknesses present in the process, such as project discontinuities and the turnover of school teams. On the other hand, it also emphasizes how listening, dialogue and participation are necessary and significant learning for the subjects of the process. It also presents the changes in the researched unit as a consequence of the children's statements that pointed out what should change to improve the school.

Regarding the doctoral theses, of the 7 theses identified, after reading the abstracts, 3 were discarded as two are about PIA at the university and another about PIA in the state system of Rio Grande do Sul. Although the remaining four address aspects of PIA in the city of Campinas, two discuss the PIA implementation process and, therefore, were prioritized in this study. The study by Mendes (2011, p.306) presents the limits of PIA as results: “. The lack of involvement from the management team of the schools and the Naed, for example, appears as an obstacle or even a difficulty to implementation, which could compromise the success of the policy. The author also points out the potential of PIA “Procedural evaluation – continuity of processes, political legitimacy, formative evaluation and collective work”. Penteadó's research (2016) sought to understand how educational supervisors, pedagogical coordinators and regional representatives of the Municipal Secretary of Education who work in Decentralized Educational Action Centers (Naed) located in the five regions of the municipality of Campinas, perceive their responsibility and protagonism in the PIA implementation process. The author presents that “professionals who work at the meso level of the SME demonstrated a tendency to abdicate their professional role in the process of implementing the PIA Policy due to different elements” [...] (PENTEADO, 2016, p.133).

The objective conditions (Infrastructure and working conditions) of the five schools surveyed in Naed Northwest of Campinas

We identified that Campinas has 127,854 enrollments in Elementary Education, 71,732 in the initial years and 56,122 in the final years (INEP, 2022). The offer occurs through the State Network, Municipal Network and Private Network respectively with 73,228 (57.27%), 19,173 (15%) and 35,343 (27.73%) of enrollments. However, our focus is the Elementary Schools in the Northwest region of Campinas, which has five schools: Escola Municipal de Ensino Fundamental Integral (EMEFEI) Francisco Silva (School 1), Escola Municipal de Ensino Fundamental (EMEF) Sylvia Simões Magro (School 2), EMEF Prof.

Clotilde Barraquet Von Zuben (School 3), EMEF Dr. Edson Luis Chaves (School 4) and EMEF Padre Leão Vallerie (School 5). In this section we present the objective operating conditions (infrastructure and working conditions of teachers).

Soares Neto et al (2013) state that public policies need to promote minimum school conditions so that learning can occur in a more favorable school environment. These authors are a reference for studies on infrastructure as they created a scale to classify the infrastructure of Brazilian Elementary, Basic, Adequate and Advanced schools. Based on the scale of the cited authors, we classified the infrastructure of schools in the northwest region of Campinas. The data were obtained from the 2022 School Census made available by Inep, on the website www.qedu.org.br/escola.

School 1 offers the initial years of Elementary Education and has 576 enrollments, thirty-seven teachers and thirty staff. Its infrastructure was classified, in this study, as basic, as it has the items listed on the scale at this level, but it does not have a Computer and Science Laboratory, nor a Sports Court. Here we highlight that analyzing the Pedagogical Project (PP) of 2023 (approved) of the school, it was observed, by photo, that it has a covered Sports Court. Therefore, there is a divergence between data from the School Census and the school's PP. Another aspect to mention is that the Computer Laboratory used as a criterion for changing the level of the scale prepared by Soares et al (2013) needs to be reviewed. School 1 does not have it, but has 1040 computers for students and broadband internet, that is, the acquisition of notebooks, tablets and other mobile devices by the school for students provides access from anywhere in the school. Therefore, we need to present this caveat.

School 2 offers the Initial and Final years of Elementary School and Youth and Adult Education (EJA) and has 499 enrollments, thirty-one teachers and twenty-five employees. Its infrastructure was classified as adequate as it has the items of this level, and also has a Special Service Room. It is considered an accessible school, but does not have a Science Laboratory.

School 3 offers the Initial and Final years of Elementary Education and EJA, has 615 enrollments, thirty-six teachers and twenty-six employees. It was classified as advanced because it also has a Science Laboratory.

School 4 offers the initial and final years of Elementary Education and has 593 enrollments, thirty-three teachers and thirteen staff. It was classified as adequate because it does not have a Science Laboratory or Special Service Room.

School 5 offers the initial and final years of Elementary Education and EJA, has 733 enrollments, forty-one teachers and twenty-seven employees. It was also classified as adequate as it does not have a Science Laboratory or a Special Assistance room.

We want to highlight that what we can do is identify the infrastructure items (facilities and equipment) that exist or do not exist in schools. In the report by the Federal Audit Court (TCU), which carried out an audit in 2015, in municipal and state schools throughout Brazil, the study pointed out that data from the **School Census are not sufficient to classify infrastructure attributes, as it is not possible to verify its quality and conservation**, showing the need to qualify the equipment and installations in addition to quantifying them (TCU, 2015, p.10, emphasis added). Therefore, we emphasize that the school community is the one that can evaluate the quality of its infrastructure and equipment and demand from the public authorities its provision and conservation to offer the necessary support for teaching work. To exemplify our statement, we present demands that occurred at meetings of the Evaluation Committee of two schools:

[...] Many **commented on the structure of the school building and the need, above all, to adapt it to wheelchair-bound students and those with special needs** [...] (CPA Escola 2, Minutes of 05/02/2019, emphasis added).
[...] What would an interesting class be like? According to the group: exploring creativity, outdoor classes, video activities, **reactivation of the computer laboratory**, among others [...] (CPA school 2, Minutes of 7/30/2019, emphasis added)
[...] According to the last assembly, it was suggested by CPA members to revitalize the library, with the move to the central region of the school.
[...] (CPA school 5, Minutes of 27.06.2022)
[...] The CPA asked about the **Kitchen Renovation and Building Planning** with pre-determined dates for this renovation by the SME. [...] (CPA Escola 5, Minutes of 11/30/2022, emphasis added)

We consider that although the infrastructure of the five schools was classified as adequate, one advanced and only one basic, when reading the CPA minutes, we understand that the facilities need structural reforms to meet the increase in demand, that is, more students in same installation around forty years ago. Narrow corridors and small rooms for the number of students in schools, in addition to other aspects demanded by the school community.

Regarding the working conditions of teachers, the 2022 Basic Education Statistical Synopsis (Inep) shows that the municipality has 7,296 teachers working in Elementary Education. With 5,120 (70.17%) teachers in the public network and 2,282 (29.83%) in the private network. In the public network, 4,141 (80.87%) are from the state network and 1,006 (19.63%) are from the municipal network. Regarding the training of these teachers, 95.09% have higher education with a degree, the remaining 4.91% have higher education without a degree or secondary and elementary level training. We identified that 24.32% of teachers at this stage of teaching have specialization, 4.84% have a master's degree and 0.95% have a doctorate. The functional situation of teachers in the Public Network, whose total is 5120, we

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have 2686 public/permanent/tenure-track employees, 1,755 of which are from the state network and 957 from the municipal education network. With a temporary contract, we have 2,434 from the state network and seventy-one from the municipal network.

Inep's Municipal Educational Panel presents information from the Municipal Network and State Network in the Municipality of Campinas in a dismembered manner based on data from Saeb 2021. At this stage of teaching, the State Network has 102 schools and the Municipal Network has forty-one schools. We present only the Municipal Network indicators below, as they are the focus of our study.

The Indicator of Adequacy of Teacher Training for the Initial Years (IY) of Elementary Education (EE) showed that 92.7% is the percentage of subjects that are taught by teachers with a degree or bachelor's degree with pedagogical complementation) in the same subject area who teaches. In the Final Years of the EE this percentage fell to 82.7%. We also want to highlight the Teaching Effort Indicator which reveals the percentage of teachers with overwork, as they have a high number of students, work in several shifts and/or schools, etc. In the EE IY we show that 23% of teachers have between 50 and 400 students and work in two shifts, two stages or schools. We have 6.9% of teachers who have more than 300 students, work in three shifts, in two or three schools and in two or three stages. In the EE IY we show that 41.7% of teachers have between 50 and 400 students and work in two shifts, two stages or schools. We have 16.6% of teachers who have more than 300 students, work in three shifts, in two or three schools and in two or three stages.

To also seek to exemplify the working conditions of teachers, we bring some demands from the Pedagogical Institutional Assessment Meeting (Piam): “[...] the Special Education teacher highlighted the need for Project Hours (PH) for the area of Special Education (SE) in view of the high demand from its target audience”, (Piam of school 2, Minutes of 02/03/2021). We also bring the demands for hiring several professionals and teachers in the 2023 Pedagogical Project (approved) of school 3; present a demand for 26 education professionals and 10 teachers from various disciplines (School Pedagogical Project 3, 2023). Based on the demand, we can infer that the school's teachers and staff are overwhelmed by the number of students and are working hard to provide the necessary assistance.

Final considerations

We consider that in the trajectory of Participatory Institutional Assessment, the research raised points out the limits, the obstacles of this proposal for evaluating schools against regulatory ones, but also the potential for democratic experiences by the actors involved.

The documents gathered and analyzed here reveal the need for other perspectives on the fertile ground of Institutional Assessment of a participatory nature, including public policies that sometimes focus on the process as a priority, and sometimes distance themselves, depending on the historical moment or political humor. In this sense, analyzing the practice of PIA by the school's social actors, considering the situations experienced and evidenced since 2002 will bring extraordinary gains to current research.

Naed Northwest schools remain in projects with Loed and continue to reflect and evaluate their work based on the dimensions of social quality (TOMAZ; HORNICH, 2022).

We conclude by reiterating that objective conditions (infrastructure and working conditions of teachers) need to be considered in the evaluation processes to advance the social quality offered to students.

One more word: art makes it possible for us to be sensitized to the struggle for a public school of social quality. We close with the poem “Maria”, which touches us with its strength and resistance, and reminds us of those who suffer prejudice, machismo and other forms of oppression, in other words, the vast majority of students who attend Brazilian public schools.

MARIA (Margarida Montejano da Silva)

Late at night Maria leaves
faces the streets
the malicious glances
the judgment of others
Maria knows the journey is long
that there are dangers lurking and,
even though fear,
trusts, straightens her torso,
takes a deep breath,
flourishes and continues, chasing away fear,
holds on to the faith,
Faces the world, feels prejudice in her skin,
male chauvinism,
ignorance
feels thirst, hunger, tiredness
Maria keeps walking
Maria resists
Maria wins.

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