

Dichotomy between theory and practice of the school evaluation process in the municipal education network of Petrópolis

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Abstract— This article presents an analysis of the existing dichotomy between the theory that encompasses the process of school evaluation and the reality of the municipal education system in the city of Petrópolis, in the State of Rio de Janeiro. The research aims to identify the dichotomous points between what recommended in terms of school evaluation and the practice in which the municipal education system in that municipality is anchored. From the historical chain of this process applied in Brazil, through the case study developed in that municipality, in a descriptive and exploratory manner, it was possible to show how far theory and practice remain, as well as their consequences and possibilities for developing an evaluation process pedagogically effective.

Keywords— Evaluation; school evaluation; evaluation process; teaching learning; school development.

I. INTRODUCTION

This research was linked to the analysis of the school evaluation process developed in the city of Petrópolis, in the State of Rio de Janeiro, aiming to identify and understand the existing dichotomy between the theory that covers the methodology of school evaluation and the practice carried out within the municipal network of teaching in that locality.

It is important to understand the methodology used in the face of contemporary proposals and needs, as well as the possible difficulties encountered so that theory and practice are feasible and effective in the school evaluation process.

The study started from the questioning about what leads to the distance between the precepted theory about the school evaluation process and the reality in the municipal schools.

The lack of time, since the professors need to fulfill an exhausting workload in several units or the lack of continuous improvement, generating the mechanization of the process, which weakens the diagnosis of the students' needs, may be the root of this lack of synchronization.

In order to be able to identify the dichotomous points between what is recommended in school evaluation and the practice of the Petropolitan municipal network, it was necessary to analyze the evaluative methodology applied against the theoretical proposals, as well as to raise the difficulties in the feasibility of applying the theory in practice, so that a proposal that minimizes the perverse effects of this dichotomy is plausible and allows for a pedagogically effective evaluation process.

The work presented here is of relevance since the practices that deviate from the theory that encompasses the student assessment process is not an exclusive reality of this municipality under study, but finds echo in several other regions of the State and the country. Identifying, understanding and seeking mechanisms to correct these directions is a fundamental factor for the Brazilian educational evolution, both for a more aware society through its formation, and for the proposal of new studies that allow the development of increasingly effective processes of school evaluation .

The case study, based on relevant bibliography and field research for data collection, had a descriptive and exploratory character, using an online form to reach a scientifically accepted sample for content analysis.

II. DEVELOPMENT

To produce the necessary reflection about the evaluation processes in the city of Petrópolis, a contextualization within a historical and conceptual trajectory is essential.

2.1. Brief history of the evaluation process in Brazil

The assessment instruments date from the 16th century introduced by the Jesuits and remain until today in Brazilian school units: tests and exams, only in 1960, observing that they are an essential factor for the teaching and learning process.

Nevertheless, what meant by evaluation or the act of evaluating? Assessing is preponderantly an act of welcoming, holistically considering the student. That is, how to be and all the surroundings that define it, so that it is possible to define the direction to be followed in the process. Welcoming should be centered on the student and his/her learning potential, and not on the assessment instrument.

1. However, this evaluation process has shown to be ineffective for the effective construction of the student's learning, since it remains focused on the instruments and little on the student's essence, making it difficult to diagnose their deficiencies and potential.

Reference [8] in our schools, public and private, as well as at our different levels of education, we practice much more school exams than learning assessment. [...] We are in need of “learning to evaluate”, since we are still more examining than evaluating.

The evaluation process that guides the pedagogical practice of teachers has at its heart the functions of mediation, training, summation and diagnosis, each with its own characteristics and giving rise to an assessment practice inserted in the didactic routine, as described below:

- **Diagnostic assessment** – aims to understand, through diagnosis, the degree of knowledge established by the student, as well as the problems that interfere in their routine at school. It is of importance since it allows the analysis of conditions and self-assessment by the teacher of their pedagogical practices. It allows, therefore, designing methodologies that reduce difficulties and that are more effective for the teaching learning of their students.

Reference [9] in order for the diagnostic evaluation to be possible, it is necessary to understand and carry out it committed to a pedagogical concept [...] the diagnostic evaluation is not proposed and does not exist in a loose and isolated way. It is a condition of its existence the articulation with a progressive pedagogical conception.

- **Mediating assessment** - which suggests a willingness to observe the individual student, attentive within the knowledge construction stage, in order to intervene when necessary in the search for better conduction of the process and effectiveness of teaching learning.

- **Formative assessment** – assumes mediation and intervention in the process of building the student's knowledge, taking care to seek direction to the proposed objectives and avoid school failure.

- **Summative assessment** - has the function of classifying students at the end of the school cycle according to their achievement levels. Despite its usefulness when associated with other evaluation mechanisms, it showed to be cruel in educational practice. In practice, it has been playing a bureaucratic and leveling role that confronts the real need for the evaluation process. It focuses on the “product” and misses the “subject”, the reason for the evaluation: the student.

Historically, the assessment of learning appears in 1930 through Ralph Tyler, due to the observation of a high rate of school failure, which made him conclude that teaching learning was not effective.

When it comes to the Brazilian experience, it has its moment in the 1960s-1970s, in the middle of the 20th century, as a pedagogical practice impregnated with the methodology prescribed by the Jesuits, relating to school exams, which has continued until today.

It is understood that school evaluation has its relevance both for teachers, as it presents whom their students are and what their weaknesses and needs are, as it guides the education system in the pursuit of teaching quality and targeted educational development. It constitutes a relevant practice for the teaching exercise, allowing the *pari passu* monitoring of the teaching-learning process. The information generated by the evaluation process is important, but just as or more so is the way in which the evaluation is carried out.

Reference [3] In the educational field, the act of evaluating as a systematic, conscious procedure has many meanings and importance, as it is the means through which the student's progress, behavioral changes and indicates failures in teaching-learning to the proper referral, whether related to people, programs or institutions.

Just as the Law of Guidelines and Bases – LDB does not prescribe an austere and oppressive evaluation system, it is necessary to reflect on the pedagogical practices implemented by the teachers and their coherence with the proposed teaching-learning process, in enhancing the knowledge of students. The LDB does not prioritize leveling, but the construction of knowledge that takes place in the learning of values and attitudes, which must occur in a continuous and cumulative manner.

A construction focused on values and attitudes presupposes monitoring at the expense of the “grades” aspect, making it easier to identify the strengths and weaknesses of each student, allowing the search for better results in this teaching-learning process. Only in this way can responsible and critical citizens develop.

The new world panorama is configured in a scenario of challenges, transformations and “learning to learn”, where it is necessary to deconstruct truths taken as absolute and build a new concept about the role of the evaluation process. Evaluating presupposes reception and qualitative effects, no longer consistent with a quantitative and archaic process. Considering these aspects and facts, it emerges that the educational practice be systematized, focusing on the assessment of teaching-learning, as well as establishing a diversified way of planning and materializing, aimed at the diversity of students' learning trajectories, and reconsidering the evaluation process [10]. Thus, the permanent questioning, aimed at a pedagogical practice that seeks quality and not quantitative aspects, made in the sense of understanding for what, what, when, how to evaluate and its role in the evaluation results. Educating is more than a professional exercise; it is almost a mission, which covered with love, understanding, empathy and affection.

Reference [5] Pedagogy investigates the nature of the purposes of education as a social process, within a given society, as well as the appropriate methodologies for the training of individuals, with a view to their human development for tasks in life in society.

Brazil, despite all contemporaneity, is still rooted in the Traditional Pedagogical Concept, introduced at the end of the 19th century in opposition to the concept advocated until then. This focuses on the role of the school as a moral and intellectual trainer of students for social interaction and maintenance of the state of affairs. The contents are unquestionable truths and the teacher, with the assumption of learning through exercises and memorization of formulas, concepts and contents exposed to charge in assessments explains the teaching methodology. The teacher-student relationship imbued with authoritarianism, considering the student as in Latin. In its origin, the word *alumni* – without light, and without voice – the student would be like a “receptacle” that would receive the knowledge deposited by the teacher.

Reference [7] The *Ratio Studiorum*, the Jesuits' pedagogical method, which was a set of rules designed to standardize class schedules, curricula and teaching methods that regulated the entire

Jesuit school system "dictated the behavior of members of the Jesuit educational hierarchy and indicated the 'what' and 'how' teachers should teach".

Researchers encourage discussions, reflections and new theories that promote

The discussion about new pedagogical practices in basic education schools, which support the new trends: liberal, progressive and constructivist.

Liberal pedagogy anchored in the preparation of the student, citizen and individual, who will play a social role, where [6] emphasizes that the emphasis on the cultural aspect hides the reality of class differences, since, although the idea of equal opportunities is widespread, it does not take into account the inequality of conditions.

In the progressive model, the school, in opposition to the liberal model, fights the struggle for the emancipation of the underprivileged classes and promotes a critical discussion of social reality.

In Jean Piaget's conception, learning is a construction carried out by the student, giving rise to constructivist pedagogical practices.

Reference [1] It should also be noted that education is not taken as a historical, social and collective phenomenon, as it disregards the space of subjects, teachers and students as historical beings, determined, but also determinants, of (and) in social reality.

Reflect, rethink, restructure are the words that should permeate discussions about the school evaluation process. Educating as an act of love and donation presupposes understanding the student in their multiple abilities and intelligence, providing them with opportunities to build knowledge and minimize their difficulties, which is only possible with assessment methods that go beyond the quantitative attribution of "grades" to the end of exams and exams.

Reference [4] there are many marks and consequences for the pedagogical conception of a philosophy and scientism that see individuals as measurable, in addition to their vision of an oppressive society and the importance of hierarchy and maintenance of the status quo. We remember, "Oppression, which is an overwhelming control, is necrophilia". It is nourished by the love of death and not the love of life".

2.2. Methodology

The present work is a case study of the reality of the school evaluation process in municipal schools in Petrópolis (RJ), based on the classic bibliography that covers the subject - school evaluation - and with field research carried out through a web form sent to member of the Education Department of that city and forwarded to teachers of the 1st and 2nd segments of early childhood education.

The form structured with ten objective questions on a Likert scale of assertiveness about the school evaluation process and a subjective/open question that allows a more individualized positioning and the respective content analysis. This applied to the teachers of 51 (fifty-one) school units in Petrópolis, called Child Education Centers, reaching a percentage of 30% of respondents.

The treatment of qualitatively collected data has a qualitative proposal through content analysis, as it prioritizes the perception of respondents.

The descriptive and exploratory research allows to present the existing conception about the evaluation by the professors and to propose reflections.

2.3. Data presentation and analysis

The Petrópolis Municipal Education Network is made up of 51 (fifty-one) Child Education Centers and 11 (eleven) Child Education Schools. The research exclusively covered the Early Childhood Education Centers that serve the first and second segments, covering 30% of the 1,874 (one thousand, eight hundred and seventy-four) teachers in the municipal network exclusively. Data obtained from the Department of Education of the Municipality of Petrópolis RJ.

The research presented 10 (ten) affirmative questions that should be analyzed in degree of assertiveness by the Likert scale, where the closer to zero indicates the degree of dissatisfaction or

disagreement and the closer to ten the degree of satisfaction or agreement. Here are the questions and their analysis:

□ **Assessing a student, in my view, is, above all, to welcome him in his being and in his way of being, as he is, in order, from there, to decide what to do.**

For 35.8% of the professors, the statement fully reflects their conception, followed by 50% who agree with less completeness and 14.2% who do not have the same conviction.

The need for reflection work and a change in the mental model in favor of an assessment that reflects not only the student's difficulties, but also the lack of continuous improvement of teachers more resistant to the holistic view of the assessment process, evidenced.

□ **The willingness to accept is in the subject of the evaluator, not in the object of the evaluation.**

42.9% of the respondent professors are fully convinced of focusing on welcoming in themselves, followed by 42.8% with less conviction and 14.3% who do not express the same conception.

The result shows that there is still a way to go in terms of the objective of evaluating, remaining focused on a percentage of 14.3% on the evaluation instrument and less on its capacity for reception.

□ **The essence of the practice of learning assessment only becomes plausible when its objective centered on the student's learning.**

On this issue, 21.5% fully agree, followed by 71.4% agree with less assertiveness and 7.1% who still do not have the conviction about this essence.

It configures a result very close to what is desirable, but it needs work for those who are less convinced about the essence of the act of evaluating: the student's learning.

□ **Learning assessment characterized by its main function, which is to monitor the evolution of the student's learning, as without this monitoring it is not possible to identify their difficulties and advances.**

Here, we obtained a percentage of 35.7% of teachers who consider the monitoring of the student's evolution as a basic function of learning assessment, followed by 64.3% who agree on a smaller scale.

The understanding that the integral monitoring of the learning process seems to be more palpable for the respondents, positively signaling an effective and efficient evaluation.

□ **The evaluation process in the municipal network characterized by the individual observation of each student, aiming at the construction of knowledge in the teaching and learning process. (Mediator)**

28.6% of the professors have a mediating conception as the center of the evaluation process, followed by 50% agreeing to a lesser degree and 21.4% who do not agree.

Understanding mediation as an important part of the teaching learning process, it is necessary to work so that the less receptive ones understand the practice and its relevance to the teaching-learning process.

□ **The evaluation process in the municipal network based on teacher training, gathering useful information for an improvement in the teaching and learning process. (Formative)**

Only 7.2% consider teacher training as an important agenda for the evaluation process, followed by 57.1% who also agree with less intensity and 35.7% who believe it is less relevant.

The awareness that we always need to improve and improve our knowledge, processes, practices, that is, to carry out permanent training, is essential to the educational process.

□ **The evaluation process in the municipal network materialized through the grade obtained by the student who, at the end of a period or academic year, classifies him as approved or disapproved. (Summative)**

14.4% confirm that the evaluation process of the network is materialized by the grade obtained at the end of the school year, followed by 64.2% who agree on a smaller scale and 21.4% only who do not agree with the same concept.

It is worrying that 78.6% of teachers still register the practice of bureaucratic leveling and alienated from the holistic view of the student.

□ The evaluation process in the municipal network aims to identify the positive and negative points of learning, so that adjustments to the evaluation instruments used in the teaching methodology happen, in a way that favors the teaching and learning process. (Diagnosis)

A percentage of 35.7% agrees with the proposition, followed by 57.2% who have the same position to a lesser degree and 7.1% who do not have the same conviction.

It indicates that the diagnosis of the evaluation process of the network precedes the practice of a good portion of the network's teachers.

□ The life story and the environment in which the student is inserted are very relevant both in the teaching-learning process, as in the evaluation process.

42.9% consider the environment in which the student inserted to be extremely relevant for the teaching-learning process, followed by 57.1% who consider it a little lower.

This conviction is in line with the holistic perspective that permeates a qualitative rather than a quantitative assessment.

□ Deep down, I believe that the person responsible for passing or failing is the student himself.

21.5% of professors have this conviction, followed by 21.4% who agree on a smaller scale of assertiveness and 57.1% disagree to a greater or lesser degree.

There is still a significant portion (42.9%) that does not center the evaluation process on the subject – teacher/professor, but on the instrument, that quantitatively produces approval or failure.

The open question that allowed the expression of some opinion or contribution brought important points pointed out by the teachers, such as: suggesting a review of the evaluation process in the municipality in order to target the student's learning and help them in their difficulties and not to assess them in just one day and by note; that the assessment is more effective, preventing the student without minimum conditions from being approved and having greater difficulty in the following periods; and integrating the “listening to the student” and inserting it in the student environment, respecting their socio-educational conditions, as well as listening to their perceptions about the work and activities developed.

III. FINAL CONSIDERATIONS

The study reflects the dichotomous reality of the act of evaluating still prevalent in Brazil. Contrary to the theory that evolves towards a more qualitative evaluation process, what registered even more strongly is quantitative. Where “evidence” often defines the student and his/her future, or a “must be approved” system that similarly discredits the process of knowledge construction and the student as a social being, inserted in a certain environment. A single evaluative aspect is not capable and sufficient for the evaluation of teaching learning.

On the other hand, there are still teachers who seem to have “pleasure in low grades”, in school failure and failure, not realizing that the subject of this addictive circle is in them too.

It was not clear the difficulty of time for continuous improvement or for the construction of a planning centered on the view of the student as a whole, inserted in their reality and within the school environment.

The Municipal Network of Petrópolis RJ has been seeking to humanize reception, making available to teachers and family members an eBook entitled “Welcoming: inspirations for a humanized school”. This minimally demonstrates the intention to reflect on pedagogical practice and, consequently, on the teaching-learning assessment process.

What is certain is that listening to teachers can be the first step towards changing the mental model and building a school assessment that dignifies the student and not just "pass the grade". As well as listening to the school community, parents, students, councils and everyone who can contribute and build a qualitative education and reduce school failure. Education seen as the "three-fold cord" where teacher, student and school community integrate and transform dreams (dreamed together) into reality.

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