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de Assis Silva, Camila
Meirelles Andrade, Daniela
Braga de Lima, Juvêncio

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Administração Pública e Gestão Social, vol. 15, núm. 3, 2023

Universidade Federal de Viçosa

Disponível em: <https://www.redalyc.org/articulo.oa?id=351575316014>

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A Ação Empreendedora no Setor Público: Uma Análise da Interação Família-Escola em Instituições Educacionais Públicas

La Acción Empreendedora en el Sector Público: Un Análisis de la Interacción Familia-Escuela en las Instituciones Educativas Públicas

Camila de Assis Silva

Doutoranda no Programa de Pós-Graduação da Universidade Federal de Lavras (PPGA/UFLA), Brasil

camila_assis16@hotmail.com

Daniela Meirelles Andrade

Professora Adjunta no Departamento de Administração e Economia (DAE) da Universidade Federal de Lavras (UFLA), Brasil

daniela.andrade@ufla.br

Juvêncio Braga de Lima

Professor na Universidade FUMEC, Brasil

juvencio.lima@fumec.br

Recepción: 05 Septiembre 2022

Aprobación: 02 Marzo 2023

Publicación: 24 Agosto 2023



Acceso abierto diamante

Abstract

Objective: To analyze the research on the practice of Family-School Interaction, as a public action developed in educational institutions in a municipality in the south of Minas Gerais.

Theoretical Framework: The article presents entrepreneurial action in the public sector, school management and the National Education Plan, in order to understand the relationships between these concepts.

Methodology: The article used a qualitative, explanatory approach, through the study of multiple cases. Thus, the study was supported by data triangulation, complemented by document analysis and content analysis of the interviews with the managers of the education department, a focus group with the managers of a CMEI and, a focus group with those responsible for the students of a school that participates in the project.

Results: The Family-School Interaction project consists of a public entrepreneurial action, recognizing that the managers of SEDUC, in line with other municipal secretariats, acted according to the criteria and practices that configure it, with positive results.

Originality: The results contribute to the Brazilian literature, by relating public entrepreneurial action, school management and the National Education Plan (PNE)

Theoretical and practical contributions: It is expected to favor the understanding of how this project works in practice, through its contributions and challenges to the lives of teachers, students, family and society. Another contribution is to studies related to entrepreneurial actions in the Brazilian public sector, especially when dealing with the educational context. Entrepreneurial action can contribute to school management because it is a communicative action that presumes the dialogue of at least two people able to act and speak, in order to establish interpersonal relationships in the resolution of its objectives, in which decision-making is carried out collectively by all the members involved.

Keywords: Public Entrepreneurial Action, Family-School Interaction, Public School Management.

Resumo

Objetivo de pesquisa: Analisar a pesquisa sobre a prática da Interação Família-Escola, como uma ação pública desenvolvida em instituições educacionais de um município do Sul de Minas Gerais.

Enquadramento teórico: O artigo apresenta a ação empreendedora no setor público, a gestão escolar e o Plano Nacional de Educação, com o propósito de compreender as relações desses conceitos.

Metodologia: O artigo utilizou a abordagem qualitativa, explicativa, por meio do estudo de casos múltiplos. Assim, o estudo foi amparado pela triangulação de dados, com complementação de análises documentais e análise de conteúdo das entrevistas com os gestores da secretaria de educação, grupo focal com os gestores de um CMEI e, grupo focal com os responsáveis pelos alunos de uma escola que participa do projeto.

Resultados: O projeto Interação Família-Escola consiste em uma ação empreendedora pública, reconhecendo-se que os gestores da SEDUC, em consonância com outras secretarias municipais, agiram segundo os critérios e práticas que a configuram com resultados positivos.

Originalidade: Os resultados contribuem para a literatura brasileira, ao relacionar a ação empreendedora pública, a gestão escolar e o Plano Nacional de Educação (PNE).

Contribuições teóricas e práticas: Espera-se favorecer o entendimento de como esse projeto funciona na prática, por meio das suas contribuições e desafios para a vida dos professores, alunos, família e sociedade. Uma outra contribuição é para os estudos relacionados às ações empreendedoras no setor público brasileiro, principalmente ao se tratar do contexto educacional. A ação empreendedora pode contribuir com a gestão escolar por ser uma ação comunicativa que, presume o diálogo de pelo menos duas pessoas aptas para agir e falar, de forma a constituir relações interpessoais na resolução dos seus objetivos, na qual a tomada de decisão é realizada de forma coletiva por todos os membros envolvidos.

Palavras-chave: Ação Empreendedora Pública, Interação Família-Escola, Gestão Escolar Pública.

Resumen

Objetivo de la investigación: Analizar la investigación sobre la práctica de la Interacción Familia-Escuela, como acción pública desarrollada en instituciones educativas de un municipio del sur de Minas Gerais.

Marco teórico: El artículo presenta la acción empresarial en el sector público, la gestión escolar y el Plan Nacional de Educación, con el fin de comprender las relaciones entre estos conceptos.

Metodología: El artículo utilizó un enfoque cualitativo, explicativo, a través del estudio de múltiples casos. Así, el estudio se apoyó en la triangulación de datos, complementado con el análisis documental y el análisis de contenido de las entrevistas a los directivos del departamento de educación, un grupo focal con los directivos de un CMEI y, un grupo focal con los responsables de los estudiantes de una escuela que participa en el proyecto.

Resultados: El proyecto Interacción Familia-Escuela consiste en una acción empresarial pública, reconociendo que los directivos de la SEDUC, en línea con otras secretarías municipales, actuaron de acuerdo a los criterios y prácticas que la configuran, con resultados positivos.

Originalidad: Los resultados contribuyen a la literatura brasileña, al relacionar la acción empresarial pública, la gestión escolar y el Plan Nacional de Educación (PNE).

Aportes teóricos y prácticos: Se espera favorecer la comprensión de cómo funciona este proyecto en la práctica, a través de sus aportes y desafíos para la vida de docentes, estudiantes, familia y sociedad. Otra contribución es a los estudios relacionados con las acciones empresariales en el sector público brasileño, especialmente cuando se trata del contexto educativo. La acción empresarial puede contribuir a la gestión escolar porque es una acción comunicativa que supone el diálogo de al menos dos personas capaces de actuar y hablar, con el fin de establecer relaciones interpersonales en la resolución de sus objetivos, en los que se lleva a cabo la toma de decisiones colectivamente por todos los miembros involucrados.

Palabras clave: Acción Pública Empreendedora, Interacción Familia-Escuela, Gestión de la Escuela Pública.

1 Introduction

In Brazil, political, economic, and social transformations have influenced educational policies and the shape of school management (Souza, 2009). According to Krawczyk (1999) and Lück (2009), the traditional school administrative model underwent several modifications to respond to numerous educational demands, employing efficient measures. In this sense, Oliveira and Vasquez-Menezes (2018) emphasize that, given the social changes emanating from the Brazilian Federal Constitution of 1988, the notion of school management began to replace the term "school administration," bringing to researchers and school administrators a new perspective of this process.

School management conceptualization is related to the school and the interaction of individuals who act collectively and democratically in decision-making processes where all actors are involved (Libâneo, 2007). For Azevedo (2014), school management reflects this conceptual perspective in tandem with building National Education Plans (PNE's). The PNE reflects the interests of different social actors, conducted and discussed in various commissions and subcommittees, serving as support and guidance for federal, state, and municipal governments in editing their policies on the field of education. It is an essential mechanism directed at the educational system. In this way, the PNE assists in substantiating goals oriented to the fulfillment of school management (Azevedo, 2014).

The changes desired by local public administrations in the field of educational policies can be manifested by creativity and efficiency in the use of available resources, with the interaction between managers, institutions, and society in fulfilling the PNE. This is configured as an entrepreneurial action in the public sector to the extent that the government agents, school unit directors, and teachers create channels oriented to involving the population, parents and students, and other agents associated with the schools. Representing alternatives for creating value for citizens through the intervention of public organizations in society, a feature consistent with the perspective on performance evaluation of these organizations, which would not be (...) guided only by management values but also by political, social, and institutional ones (Valadares & Emmendoerfer, 2015, p. 86). It follows a view similar to Watson's (2013), in which entrepreneurial actions are considered central elements of the entrepreneurship phenomenon.

In this sense, the entrepreneurial actions are envisioned by the PNE, and their configuration results from the initiative of school managers, as public managers, to open the field to activate the interaction with the community. In school management practice, managers have options to choose suggested paths, making room to verify, in the face of these choices, the entrepreneurial configuration in hands-on school management (Nascimento & Andrade, 2019). Therefore, for the authors, the characterization of entrepreneurial action in the context of school management can be reflected through the efficient and creative use of resources made available by the government through the interaction of individuals involved in its elaboration and development process in the execution of the PNE.

In entrepreneurial action, the individuals take advantage of a specific opportunity, admitting commitment to its development and evaluation (Mocelin & Azambuja, 2017). Thus, there is consistency in considering certain school management practices as public entrepreneurial action. In agreement with Boszczowski and Teixeira (2012), this form of action aims at the constitution of this value through the effort of the entire collectivity of the members involved or organizations, searching for satisfactory social results according to its commitment to social welfare.

Therefore, this paper aims to research the Family-School Interaction practice as a public action developed in educational institutions in a municipality in southern Minas Gerais. Such action seeks to improve the relationship between family, school, and students, employing activities with these individuals in schools and Municipal Centers for Early Childhood Education (CMEIs) to integrate them within the school environment.

The guiding question of this research is: How does the Family-School Interaction configure as a public entrepreneurial action in educational institutions in southern Minas Gerais?

Thus, in this study, it is tried to demonstrate, through the analysis of a project aimed at improving the Family-School Interaction in educational institutions in southern Minas Gerais, that the actions taken by public managers constitute an entrepreneurial one.

It is expected to facilitate the understanding of how this Project practically works through its contributions and challenges to the lives of teachers, students, families, and society, besides contributing to studies concerning entrepreneurial actions in the Brazilian public sector, especially when dealing with the educational context. According to Avila, Silva, Andrade, and Gonçalves (2021), entrepreneurial action is a developing field and evolving in the literature, which highlights the importance of studies focused on this area. Moreover, there is a contribution to the field of social management since:

Entrepreneurial public action is consistent with the principles of social management once the former includes practices that come from the state toward society and the latter follows the opposite path with acts coming from the citizens toward the state - both are close when the action starts from well-understood interests (Silva, Pereira, & Alcântara, 2021, p. 6).

Thus, the locus of this research is the public sector, more precisely the public educational institutions that develop actions aimed at transforming school management to implement the norms established in the PNE.

2 Entrepreneurship and Entrepreneurial Action in the Public Sector

For Sousa, Paiva Júnior, and Lira (2010), entrepreneurship is a term that refers to the composition of elements favorable to financial risks, investments, and planning, coming from the mercantile economic sphere. Silveira et al. (2007) understand entrepreneurship as the constitution of something new, from recognizing an **opportunity**.

Given this, in Brazil, entrepreneurship in the public sector gained momentum in the 1990s through the reform of public administration, when this sector began to employ flexible practices of the private sector, with objectives oriented toward improving management (Valadares & Emmendoerfer, 2015).

According to Silva, Valadares, and Andrade (2016), the reform of public administration or New Public Management (NPM) favored the incorporation of managerial practices and methods of private organizations for the public sector. For Bresser-Pereira (2010), in our country, this new form of administration is called Managerial Public Administration, which began in 1995 with the reform of the Brazilian state apparatus.

In this perspective, entrepreneurship associated with the public sector occurs through **transformations** in strategic managerial tools. Thus, innovations have been developed in this sector, favoring its modernization and growth and intending to lead the public entrepreneur to discover **opportunities** (Teixeira, Andrade, Alcântara, & Oliveira, 2019).

Llewellyn and Jones (2003) point out that the actions concerning entrepreneurship in the public sector are directed toward managerialism and can assist the creation of values and organizational activities, which can be understood as a plausible alternative for dealing with less effective services.

Public **entrepreneurial action** aims to achieve positive results for the public sector by building social networks conducted by entrepreneurs, which will be used as social and cultural forces to improve organizational competencies and goals (Silveira et al., 2007). Its intent is not to make a profit since it aims to establish public value through the **collective** work of individuals who have common goals (Boszczowski & Teixeira, 2012). Tubino (2011) emphasizes that it favors the population's admission to essential public services.

For Silva, Valadares, and Andrade (2016), public entrepreneurial action aims to resolve effective and innovative demand by developing and implementing public policies that can answer the political, economic, and social emancipations, focusing on benefiting social **transformation**. Sousa, Paiva Júnior, and Lira (2010) point out that public entrepreneurial action occurs in **collectively** performed activities, in the constitution or improvement of a venture, and acquisition of new resources, in favor of social results.

Consistent with the perspective envisioned by the school management concept comes the evidence that there is a search for the insertion of entrepreneurship training, which has been studied at different training levels from elementary to university education. A bibliometric study reveals that:

Entrepreneurship education becomes a crucial factor for the economic development of a region, making it a lever for innovative businesses and forming social capital with a high knowledge level. From searching, one can see the importance of entrepreneurship education in recent research (Johan, Kruegger, & Minello, 2018, p. 141).

In the specific case of training in elementary and high schools, the importance of the São Paulo state government's initiative stands out:

In 2015, the State of São Paulo took a concrete step toward instituting an entrepreneurial education plan in its educational network. Through Law 15.693/2015, the State Plan for Entrepreneurship Education (PEEE) was created, aiming to insert the theme of entrepreneurship in elementary, high, and technical schools in the State of São Paulo (Marcovitch & Saes, 2020, p. 2).

The types of guidelines from public authorities, exposed here as examples of the meaning of entrepreneurship training in the school context, show that its implementation toward the regional challenges and particularities requires entrepreneurial actions as school managers and teachers exercise their creativity interacting with students and their families, as well as other social agents of a given community to create teaching-learning practices in the entrepreneurship training context. Therefore, leaders and teachers of public schools, in the school management practice - fundamental for the school-community relationship - promote entrepreneurial action in that field to the extent that the selected initiatives lead to better results in creating value for the entrepreneurial training process. The aspects present and resulting from these practices, such as the transcendence of the public bureaucracy by agents, the creation of a proactive work environment and creativity in the implementation of activities, creating that value, and citizen satisfaction, may constitute parameters listed as expressions of the polysemous aspects of entrepreneurship in the public sector (Morais et al., 2015).

Thus, there is a consistency between public entrepreneurial action and school management that necessarily involves the interaction between the community and public institutions. Therefore, it is possible to understand actions practiced in educational institutions from the perspective of entrepreneurial action, such actions are developed by entrepreneurial managers through innovative behavior.

3 Brazilian School Management and the National Education Plan

The Constitution of the Federative Republic of Brazil of 1988, in its article 206, emphasizes that the Brazilian school management model should be **participative** and **democratic**, according to item VI: "**democratic management** of public education, according to the law." In accordance, Federal Law # 9394/1996, which deals with the Directives and Bases of National Education, in its 3rd article, item VIII, emphasizes that the model of public- school management must be executed democratically, respecting the format of the law and the legislation of the teaching systems. Therefore, school management must be **participative** and **democratic** for the educational systems to be organized and adapted to public-school management.

According to Oliveira and Carvalho (2018) and Nascimento (2018), the challenges in the educational context consist of the lack of government resources directed to education, besides, more meaningful participation of families in the school environment, keeping the focus on learning and teaching, building new schools, having good leadership, monitoring public policies and, explicit and concrete goals. To attempt to meet these educational demands, the school manager has the responsibility to exercise **autonomy** through bonds with the entire school community, where school management consists of the practice that seeks to achieve the organizational goals by means and managerial strategies.

The perspective of the school management practice must be performed to articulate and mobilize the various actors involved so that educational institutions provide a broad and diverse education to their students, which means overcoming the traditional school administrative format, as it comprises methods, practices, and concepts that are not used by the administration (Lück, 2009).

Validating democratic management as a constitutional principle of learning was "an explicit and contextualized political demonstration, by the organized civil society, about what education was needed, henceforth, to build a new country" (Souza, 2009, p. 200).

In this sense, Picanço (2012) emphasizes the relevance of family interaction with the children's school life so that they can give all the help they need, impacting the school growth of these individuals. Serrano (2002) and Silva and Menin (2015) addressed the theme with statements concerning educational institutions as places where parents take charge of their children's education and find life support. The links between school and community are crucial for the development of students, which can awaken these individuals' reflections about their surroundings and activities focused on the community, favoring their learning and stimulating their concern for society. This is a relevant theme, as shown in a bibliometric analysis by Carvalho et al. (2022, p. 1), concluding with the "need for integration among political, business, educational, family spheres and the support of society in general for the implementation and development of entrepreneurship in Elementary Education."

In this scenario, school management brings society and the State together, focusing on good education for all (Krawczyk, 1999), and the PNE can be used as a mechanism to help school management.

The first PNE was approved in 2001, valid for ten years, and enacted by Law No. 010172/2001. According to Zanferari, Guill, and Almeida (2017), the insertion and development of this plan triggered struggles for the existence of two projects: one guided by the Federal Executive and the other by the Brazilian society. The arguments were based on class interests, and the PNE would validate them for ten years - 2001 to 2010 (Zanferari, Guill, & Almeida, 2017).

In the National Education Conferences (CONAE's), new political-pedagogical perspectives for the educational sphere were presented, where occurred the evaluation contribution of the public policies of defense and discussion of proposals for a new PNE and the establishment of the National System of Education (SNE). This context can be analyzed as an expressive movement of the struggle for a new PNE (Dourado, 2018).

Thus, the new PNE established by Law 13.005/2014 emerges as an alternative to mitigate and correct the national educational demands. For Freitas (2014), the PNE emerges from a questioning of society, concerning the debates held by the CONAE's, which involved the participation of various social actors, such as unionists, educators, community representatives, students, and parents.

The motivation for the PNE institutionalization is related to the complex history of inequalities in Brazil. The elaboration of goals was guided by the need to overcome "barriers to school access and permanence; educational inequalities in each territory with a focus on the specialties of its population: work training, identifying the potentialities of local dynamics: and the exercise of citizenship" (Ministry of Education, 2014c, p. 9).

This plan, created to replace the 2001 PNE, can also be a possibility to try to meet the demands not achieved in the previous one. The new plan was approved in 2014 and is valid for ten years. Therefore, it has strategies and guidelines directed at education. It concerns the states and municipalities to implement planning that involves local needs (França, 2018).

Nowadays, the PNE constitutes one of the most relevant tools of educational policies, in which 10 guidelines, 254 strategies, and 20 goals were established to be developed in 10 years, from 2014 to 2024. The plan aims to eliminate illiteracy, improve education, universalize schooling, and build human, technological, scientific, and labor development (Bauer & Severino, 2015).

That said, we sought to understand the existing relationships between school management and the PNE from the perspective of entrepreneurial action so that the development of school management is under the norms and guidelines of the PNE.

4 School Management and the PNE from the Perspective of Entrepreneurial Action

The changes brought by the transformations of the concept from school administration into school management allow us to affirm that there is consistency in considering certain practices of school management as a public entrepreneurial action, given that it aims at constituting public value through the effort of the entire collectivity of the members involved or organizations, in the search for satisfactory social results, through its commitment to social welfare (Boszczowski & Teixeira, 2012).

The analysis of the situation of educational entities regarding the new **SCHOOL MANAGEMENT** perspective can be forwarded by employing primordial characteristics to develop management in public educational institutions. These general characteristics come from public value. Nonetheless, they open space for options on its implementation practice. Entrepreneurial action involves a continuous interaction among social agents, processes, and results, and the construction of options in initial decisions and the design of the implementation process should be considered as managers' entrepreneurial actions. Several authors discuss the variations brought about by the perspective change from school administration into school management. These analyses highlight aspects of the practices arising from changes induced by the PNE. Therefore, aspects such as the **DECENTRALIZATION OF EDUCATION**, for Novaes and Fialho (2010), represent an educational system's progress by making it flexible, especially in the context of public policies aimed at education. In this way, decentralization applied in educational institutions can help management to solve school demands, making room for **INNOVATION IN EDUCATION**, which consists of its modernization and possess goals to improve its educational processes (Borges & Tauchen, 2018).

A key element is the perspective of **PARTICIPATIVE** school management, which can be analyzed as the union of people who actively participate in an organization's decision-making concerning the political, cultural, social, and economic contexts (Alves, 2013). This active form of the target population and other actors participating in the management brings, at its core, the **DEMOCRATIC** vision through cooperative actions, in which people participate in the decisions that interest them (Dahl, 2000).

Participatory and democratic school management involves a concept of **PARTNERSHIP** - a work form consisting in the association of actors who have common objectives and who relate to each other through social networks (Carrilho, 2008), as well as

AUTONOMY - the ability of individuals to act and articulate themselves freely in decision-making (Andrade & Amboni, 2007), management aspects that are expressed in the relationship, within the scope of a given **COLLECTIVITY** - by group sharing, with the participation of members involved in processing and discovering of new ideas (Fioravante & Kaizer, 2012). These facets of the new school management make room for **CREATIVITY** - an act performed by individuals through introducing something new into a field or organization (Spedale & Watson, 2014).

This set of aspects are facets of the entrepreneurship phenomenon so that school management is consistent with the notion of an **OPPORTUNITY** for the managers, individuals, and collectivity involved to make an accidental discovery of a desirable practice or solution or even as a building process developed over time (Machado, 2013). Thus, school management will bring about a **TRANSFORMATION** in educational processes, through remarkable changes, creating consequences for society (Leite, 2000).

The transformations expected from the school management perspective can emerge from the creative and efficient employment of available resources through the interactions of individuals, society, and institutions executing the PNE, whose transformations enable the emergence of entrepreneurial actions associated with public school management (Nascimento & Andrade, 2019). By analyzing the categories that emerged from the school management perspective is possible to observe that they can be recognized in entrepreneurial action.

5 Methodological Procedures

The methodology used is qualitative, which, according to Godoy (1995), is a model that focuses on the empirical analysis of a specific reality context by direct contact between the chosen environment and the researcher. In addressing the objectives, this work is explanatory for identifying factors contributing to or determining the occurrence of the phenomena (Gil, 2002). Furthermore, the multiple-case studies approach was carried out in a Municipal Secretariat of Education, a CMEI, and a school. According to Yin (2001), this study form represents different circumstances in which there are diversified units of analysis for a single case.

A study of the implementation experience of the Municipal Family-School Interaction Program was carried out in a municipality in southern Minas Gerais. This experience results from perspectives opened by the PNE and the notion of New School Management. The educational managers were chosen by working directly with education: in the School Institutions, Secretaries of Education, or Social Assistance Reference Centers (CRAS).

For the research, 1 (one) municipality was chosen, one of the largest cities in Southern Minas Gerais, standing out for its development. Moreover, this city is part of projects funded by the Research Support Foundation of the State of Minas Gerais (FAPEMIG) and by the National Council for Scientific and Technological Development (CNPQ), approved by the ethics committee of a Federal University of Minas Gerais. These projects are generating work relevant to the areas of entrepreneurship and entrepreneurial action in the public sector. The research was conducted between September and November of the year 2019.

The subjects of this work are 17 actors who are somehow involved with the Project. In this context, the Secretary of Education and the Supervisor are straightly connected with the formulation and implementation of the Family-School Interaction; the Educational Managers were chosen for being knowledgeable about the theme and actively participating in this action in the Schools and CMEIs. The family members were selected for always being present at the meetings and activities proposed by the educational institutions of the municipality and for following the whole implementation process of the Family-School Interaction, besides seeking to understand their perceptions about the proposed theme.

It was chosen not to mention the names of the interviewees and the municipality to preserve the confidentiality of the individuals, so as not to compromise them, according to Figure 1.

Figure 1: Data collection site, interviewees' position, designation and form of data collection.

Number	Data Collection Site	Respondent's Position Treatment Format	Data Collection Form
1	Municipal Secretariat of Education	Secretary of Education (Interviewee 1) and Educational Supervisor (Interviewee 2)	In-Depth Interview
2	CMEI X	Educational Supervisor (Interviewee 3); Director (Interviewee 4); Social Advisor at CRAS 1 (Interviewee 5); Social Advisor at CRAS 2 (Interviewee 6); Psychologist and CRAS Coordinator (Interviewee 7)	Focus Group
3	School Y	Family Member 1 (Interviewee 8); Family Member 2 (Interviewee 9); Family Member 3 (Interviewee 10); Family Member 4 (Interviewee 11); Family Member 5 (Interviewee 12); Family Member 6 (Interviewee 13); Family Member 7 (Interviewee 14); Family Member 8 (Interviewee 15); Family Member 9 (Interviewee 16); Family Member 10 (Interviewee 17)	Focus Group

Within this perspective, these individuals were interviewed at the Municipal Secretariat of Education through an in-depth interview with the Secretary of Education (Interviewee 1) and the Educational Supervisor (Interviewee 2); at CMEI X, using a focus group with the Pedagogical Supervisor (Interviewee 3), Director (Interviewee 4), Social Advisor of CRAS 1 (Interviewee 5), Social Advisor of CRAS 2 (Interviewee 6) and, Psychologist and Coordinator of CRAS (Interviewee 7) and; at School Y, using a focus group with 10 students' family members, who were named (Interviewee 8 to Interviewee 17).

Furthermore, this work uses data triangulation. Thus, the data collection instruments used were interviews, focus groups, and document reading as secondary data. Aiming to complement the data collected, information and other secondary data on websites that presented reports and information about the Family-School Interaction were also analyzed.

The data analysis was performed through content analysis (Bardin, 2011). This type of analysis consists of a method used to interpret and explain everything contained in documents and texts, allowing reinterpretation of the messages and increased understanding of the meanings, presenting issues beyond reading (Moraes, 1999).

The categories of analysis were prepared and displayed in the referential, which seeks to present the existing relationships between school management and the PNE from the entrepreneurial action perspective. Ten categories of analysis were created from the studies and approaches associated with the interpretation of the concept of School Management, as follows: 1) Decentralization of Teaching; 2) Innovation in Teaching; 3) Participative Management; 4) Democratic Management; 5) Partnership; 6) Autonomy; 7) Collectivity; 8) Creativity; 9) Opportunity; 10) Transformation. These categories of analysis with their respective concepts will be presented in Figure 2 below.

Figure 2: Research analysis categories.

Categories	Concept
Decentralization of Teaching	Educational scenario development that allowed it flexibility, especially concerning the progress of public policies. Decentralization associated with educational institutions may enable school management's progress by solving its demands (Novaes & Fialho, 2010).
Innovation Teaching in	Modernization of learning for educational progress (Borges & Tauchen, 2018).
Participative Management	Union of individuals who actively participate in the decisions of an institution about the social, economic, cultural, and political scenarios (Alves, 2013).
Democratic Management	Action is taken collaboratively, where individuals participate in making decisions that matter to them (Dahl, 2000).
Partnership	A work format carried out by associating people with similar interests and who relate to each other through social networks (Carrilho, 2008).
Autonomy	People's ability to freely express decisions (Andrade & Amboni, 2007). and act on
Collectivity	Relationships exercised in a group through the participation of individuals involved in the process, with the discovery of new ideas (Fioravante & Kaizer, 2012).
Creativity	Action undertaken by the individual to introduce something new (Spedale & Watson, 2014).
Opportunity	Discovery may occur accidentally by the subject or as an elaborative process developed by the individual over time (Machado, 2013).
Transformation	Expressive change generates consequences for all of society (Leite, 2000).

In the next topic, the results and discussion of this research will be addressed.

6 Results and Discussion

6.1 The Family-School Interaction

The Family-School Interaction Program can be understood as a municipal action intending to build a relationship between family and school, outlooking to concretize and promote learning with the integral performance of students assisted by the Municipal Educational Network.

Its purpose is to provide students with a quality education. This action is aligned with Goal 7 of the PNE, which aims to promote quality education for all educational modalities (Ministry of Education, 2019).

The proposal seeks the interaction of the students' families with the school. Thus, the rules to be followed by educational institutions are offered, and they have the autonomy to adapt them to activities according to the realities experienced by the school community. The Family-School Interaction is an institutional action involving the municipality's Education, Health, Housing, and Social Development Secretariats.

Thus, the action is impacted by the perception of various managers, who influence the students' school performance, which helps reduce the percentages of failure and dropout. Therefore, it is verified that the school and family are institutions of learning and development that significantly influence the child's life.

The Program is available in the schools and CMEIs of the analyzed city, which make up the Municipal Education Network and involves the participation of the parents, students, and guardians of the students in the proposed activities, which include presentations of group activities, developed with the students and their families.

6.2 The Entrepreneurial Action Logic in the Family-School Interaction

The Family-School Interaction emerged from **decentralizing education**, which consists of developing the educational scenario and allowing it flexibility, especially regarding the progress of educational policies (Novaes & Fialho, 2010). It started in the year 2013, from the concern of a manager when responding to the demands of municipal schools. According to the interviewee (E1), two grand school problems are physical structure and lack of interaction with the family.

Thus, the Family-School Interaction emerged as an **innovation in education** and can be characterized as learning modernization, with the aim of educational progress (Borges & Tauchen, 2018), as an attempt to improve the relationship between school and family. From the creation of this interaction, the educational managers started to have more care and contact with families allowing these individuals to have more participation in schools:

The Family-School Interaction Program emerged from a diagnosis. In 2013, when we took over, our first action was to visit all the schools. The most important demands were the issue of the physical structure and the family that doesn't show up, besides the family that allows the child to miss school. So, based on this demand and diagnosis, made in 2013, we created this Institutional Program, you know, the Family- School Interaction (Interviewee 1).

So, this project is part of, you know, a partnership provided by the Municipal Education Secretary (SEDUC), and it brings this new moment of inserting families in the school as participants. Then, from now on, we will always have a very in-depth look at the families (Interviewee 4).

The survey of sectorial demands highlights the **participative** character, both by listening to the target population and the teachers, and this is done in **partnership** (Carrilho, 2008), registering the common interest of these demands, including the municipal secretariats. The development of the action awakened in the educational managers a specific look to understand the relationship between family, students, and school. It was found that the implementation was done **democratically** since it involved the cooperative

action of the secretariat's members and families' representatives, in which people participated in decision-making (Dahl, 2000). On the other hand, the managers encountered several obstacles to implementing the action due to resistance from the students' families and the own school. Although there was some resistance to the implementation process, the members involved managed to create a project to overcome this resistance:

The members who participated in implementing the Family-School Interaction Program were the SEDUC managers. There was an initial resistance from both sides. Because when we started the project, there were few parents. And there was also some resistance initially, even from the school. So it began with a small project, then we started with Family Day (Interviewee 1).

The Family-School Interaction was created to try to solve the parents' lack of interest in school activities, which triggered an **opportunity** with the creation of the so-called Family Day - an action necessary - given the project's perspective to attract families and overcome resistance, even within the scope of education professionals (Machado, 2013). Thus, the managers of SEDUC constituted the Family-School Interaction with **creativity**, i.e., by introducing something new (Spedale & Watson, 2014), which in this specific case, happened through activities with the family and students once a month. This action became known as D-Day, which can be observed in the words of the Secretary of Education (Interviewee 1). Furthermore, the Educational Supervisor of CMEI X (Interviewee 3) explains how this action occurs at the CMEI:

So, it seeks the family's involvement in the student's learning process and that the family feels co-responsible for this learning. Here, family is understood as Who Takes Care of Me, which is neither the mother nor the father but who takes care of me, to bring this person to participate in my learning process. Then, at least once a month, we have the family day, a general D-Day, happening in all schools (Interviewee 1).

Through bimonthly meetings, through conversations of individual assistance. We do it according to the need. Sometimes the teacher sees the need..., the proper family looks for it. It is a steadfast contact between the principal, the supervisor, and the parents (Interviewee 3).

The Project assumptions highlighted the imperative of the activities carried out in educational institutions and have been developed in a **participatory** manner by the family and students through the union of these individuals who actively participate in the decisions (Alves, 2013). The work has been performed **collectively**, that is, in the relationship exercised in a group, by the involvement of individuals committed to the process and discovery of new ideas (Fioravante & Kaizer, 2012), with the educational institutions, the Social Assistance Reference Center and the Brazilian Bar Association (OAB), which can be observed in the speech of Interviewee 1:

Then, at school, there are lectures, health care, assistance from CRAS, raffles, and toys, which is a way for the family to participate. There is legal assistance and a partnership with the OAB. Every month the school has to do at least one action with the family (Interviewee 1).

Thus, CRAS **participation** is relevant for the carried-out activities' completion. The CMEI is responsible for the interaction between family members and students. CRAS participation happens in a second moment if the CMEI sees the need for interference in the student's life, which can be observed in the speech of (Interviewee 7). In any case, the CRAS

Supervisor (Interviewee 3) states that the **collective** work with the CMEI and the teamwork carried out by the families with the students is fundamental:

CRAS participation focuses on family centrality through the work developed by the own CRAS. So as far as the school points out the importance of this within the education process and the need for the family to be present, this also attracts anyway the work developed by CRAS (Interviewee 7).

So, I think that, as Interviewee 7 said, this CRAS strategy is to be part of it, and we have worked on it. I think it was a very good strategy. Today, for example, they worked as a team, and how many good things they said, so this strategy was perfect (Interviewee 3).

This project has many positive points. However, according to the report of Family Member 1 (Interviewee 8), there should be more activities at alternate timetables so that the family that could not participate in appointed times would be able to take part since many parents work at the time of the meetings and would like to be present. Family Member 4 (Interviewee 11) emphasizes that parents must participate more in activities developed by the educational institutions: "So it's excellent this work that they did there, but I think they should make an overlap so that more parents participate" (Interviewee 8).

"I think it is necessary to increase the parents' participation." (Interviewee 11)

The managers of SEDUC granted **autonomy**, which can be understood as people's ability to express and act freely in decisions (Andrade & Amboni, 2007), to determine that each school could carry out its activities according to its demands. That way, these activities would be experienced by everyone involved:

And this is something very positive. As I said, this is an institutional project, but each school does it differently. We had a CMEI that held a whole week of activities. Every day there was a schedule, each day a different member: a father went, a mother who was willing to do something, or a grandmother to tell stories. So, a positive action involving the family (Interviewee 1).

Given the above, the Family-School Interaction has helped bring family members closer to the municipal schools due to the educational managers' concern with this theme. With the development of this interaction, it is possible to observe **transformations**, that is, expressive changes generating consequences for the whole society (Leite, 2000). In the case under analysis, those transformations occurred to bring families closer to educational institutions since individuals became school partners, contributing positively to the success of activities carried out with the students, implying in students' progress and generating security, which can be observed in the reports of Interviewee 1, Interviewee 5, and Interviewee 8:

The parents feel closer to the school, and it is so interesting because since we started, many parents have become volunteers. We must be an extension, a positive reference in the neighborhood. They talk about the hours they are responsible for, which is a way for them to take care of the school. Today we have much less depredation in our schools (Interviewee 1).

Because we have direct contact with the kids there, I think the importance of family participation reflects very much on our children because they see that their parents are more committed and more participatory (Interviewee 5).

When school and family get together, the student comes to learn, and the family is at home to educate. If the student learns and the family educates and participates, he feels safe. Giving security to every child, the child thrives, succeeds [...] (Interviewee 8).

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Thus, it becomes evident that the Family-School Interaction project consists of a public entrepreneurial action, recognizing that SEDUC managers, in harmony with other municipal secretariats, acted according

to the criteria and practices that configure it, with positive results, elaborating social networks to improve the competences of these agencies in the search for the fulfillment of the PNE goals (Silveira et al., 2007).

Given the challenges of implementing the PNE proposals, this action was created by SEDUC managers, in partnership with society members, to bring the family closer to the school. The PNE unlocks the doors for this, but the action was effectively carried out by the performance of managers concerned about the estrangement of families from the school environment.

This interaction was developed in the public sector by political will and the action taken by entrepreneurial managers with innovative behaviors, allowing us to understand the insertion of actions practiced in educational institutions from the perspective of entrepreneurial action. Initially, there was resistance from family members and some institutions, but after bringing down these barriers, there was an approach from the family to schools and CMEIs. Thus, interactive activities are held between family, school and students. In recent years, it has been observed that most parents are more participative and interested in their children's school life. Nonetheless, this participation still needs to be expanded in all activities developed in the institutions.

7 Concluding Remarks (Final Considerations)

This study used the perspective of entrepreneurial action to understand school management and the PNE. Thus, categories were created, previously selected from the theoretical framework, to analyze this theme. After analyzing the Family-School Interaction action, it is realized that it is a public entrepreneurial action with an institutional character created by the Municipal Secretariat of Education in partnership with CRAS and society.

This action was instituted to overcome the lack of family participation in schools and CMEIs. It became possible through the efforts of all managers involved, namely, educational managers from SEDUC, schools and CMEIs, CRAS and OAB members, and society.

The entrepreneurial action based on the PNE guidelines was carried out to mobilize the Family-School Interaction leading to the approach between families and educational institutions through interactive activities between family, school, and students. It was verified the presence of positive results for the institutions. However, it is still necessary to have better participation of family members, which, perhaps, can be solved through activities in alternative shifts. Moreover, the results indicated the importance of this action in the life of everyone involved: the family became more aware and closer to their children's school life, and the students reacted positively to it. Therefore, this work opens the development of new studies in the entrepreneurship and education field, specifically for public entrepreneurship, focusing on education. In this specific case, the Family-School Interaction action is a school management strategy to meet goal 7 of the PNE. It is worth saying that it can be applied in diverse municipalities to verify and analyze varied school management experiences developed from the perspective of entrepreneurial action.

It is evidenced that the entrepreneurial action theory can help understand school management regarding the applicability of the PNE for the development of municipal education. The educational actions analyzed from the perspective of entrepreneurial action

allow managers to innovate in their activities, reflecting on the lives of students, families, and whole society. Moreover, the public entrepreneurial action Family-School Interaction approaches the perspectives of social management since both have aspects in common such as dialogic communication, collective decision-making, well-understood interests, and improvement in life quality to achieve the common good.

Thus, the participation of individuals in decision-making is fulfilled collectively through the constitution of interpersonal relationships while achieving common goals. These decisions cover social, economic, political, and cultural aspects since it involves school, family, and society in improving students' performance in educational institutions. Thus, positive results are evident in students' development, parents' participation at school, or in approaching the school environment and society.

As an agenda for future studies, research related to the subject in other Brazilian municipalities is also suggested so that it is possible to understand how educational managers have treated, in practice, school management and entrepreneurial action, how they relate to each other, and what their implications are for the student community and society.

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Notes

[1] The authors would to thank the Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (CAPES), the Fundação de Amparo à Pesquisa do Estado de Minas Gerais (FAPEMIG), the Programa de Pós-Graduação em Administração da Universidade Federal de Lavras (PPGA/UFLA) and the Programa de Pós-Graduação em Administração Pública da Universidade Federal de Lavras (PPGAP/UFLA).