

A GESTÃO EDUCACIONAL NOS PLANOS DE EDUCAÇÃO: DO NACIONAL AO MUNICIPAL

LA GESTIÓN EDUCACIONAL EN LOS PLANES DE EDUCACIÓN: DEL NACIONAL AL MUNICIPAL

EDUCATIONAL MANAGEMENT IN EDUCATION PLANS: FROM NATIONAL TO MUNICIPAL

Andréia Vicência Vitor ALVES¹
Andrêssa Gomes de Rezende ALVES²
Elis Regina dos Santos VIEGAS³

RESUMO: Este trabalho objetiva analisar a gestão educacional nos Planos de Educação, com especial atenção aos Planos Nacionais de Educação (2001-2011 a 2014-2024) que orientam a elaboração e adequação dos Planos Estaduais e Municipais de Educação. Ao considerar que o PNE (2014-2024) exigiu o alinhamento entre os Planos de Educação no âmbito estadual, distrital e municipal, trabalhou-se com pesquisa bibliográfica e documental. Constatou-se que a elaboração ou adequação dos Planos Estaduais e Municipais de Educação não expressou alterações consideráveis em relação às suas especificidades e a maioria deles apresenta uma reescrita da meta 19 do PNE (2014-2014). A situação em tela revelou que mesmo sendo prevista a construção dos PEEs e PMEs pelos estados e municípios, considerando as suas singularidades locais, eles não a realizaram no que se refere à gestão democrática. Na construção dos planos educacionais ocorreu ainda uma disputa pela hegemonia do pensamento educacional, o que implica diretamente na elaboração da concepção de gestão educacional.

PALAVRAS-CHAVE: Política educacional. PNE. PEE. PME. Meta 19.

RESUMEN: *Este trabajo tiene por objeto analizar la gestión educacional en los Planes de Educación, con especial atención a los Planes Nacionales de Educación (2001-2011 a 2014-2024) que orientan la colaboración y adecuación de los Planes Estadales y Municipales de Educación. Al considerar que el PNE (2014-2024) exigió la alineación entre los Planes de Educación en el ámbito estadual, distrital y municipal, se trabajó con investigación bibliográfica y documental. Se constató que la elaboración o adecuación de los Planes Estadales y Municipales de Educación no expresó alteraciones considerables con relación a sus especificidades y la mayoría de ellos presenta una reescrita de la meta 19 del PNE (2014-2014). La situación en cuestión reveló que, aunque prevista la construcción de los PEEs y*

¹ Federal University of Grande Dourados (UFGD), Dourados - MS - Brazil. Professor in the Postgraduate Program of Education. PhD in Education. ORCID: <https://orcid.org/0000-0002-5179-4053>. E-mail: andreiaalves@ufgd.edu.br

² State University of Mato Grosso do Sul (UEMS), Mundo Novo - MS - Brazil. Professor in the Mundo Novo University Unit. PhD in Education. ORCID: <https://orcid.org/0000-0002-2344-454X>. E-mail: andressa_rezend@hotmail.com

³ Municipal Secretariat of Education of Dourados (SEMED), Dourados - MS - Brazil. Pedagogical technician in the Nucleus of Child Education. PhD in Education. ORCID: <https://orcid.org/0000-0002-9557-3471>. E-mail: elisreginaviegas@gmail.com

PMEs por los estados y municipios, considerando sus singularidades locales, ellos no la realizaron en lo que respecta a la gestión democrática. En la construcción de los planes educacionales ocurrió también una disputa por la hegemonía del pensamiento educacional, lo que implica directamente en la elaboración de la concepción de gestión educacional.

PALABRAS CLAVE: Política educacional. PNE. PEE. PME. Meta 19.

ABSTRACT: *This work aims to analyze the educational management in the Education Plans, with special attention to the National Education Plans (2001-2011 to 2014-2024) that guide the elaboration and adaptation of the State and Municipal Education Plans. When considering that the PNE (2014-2024) required the alignment between the Education Plans at the state, district and municipal levels, bibliographic and documentary research was done. It was found that the elaboration or adequacy of the State and Municipal Education Plans did not express considerable changes in relation to their specificities and most of them present a rewrite of the PNE goal 19 (2014-2014). The situation at hand revealed that even though the construction of PEEs and PMEs by the states and municipalities was foreseen, considering their local singularities, they did not carry it out with regard to democratic management. In the construction of educational plans, there was still a dispute for the hegemony of educational thought, which directly implies the elaboration of the conception of educational management.*

KEYWORDS: Educational policy. PNE. PEE. PME. Goal 19.

Introduction

In the current scenario, interlocutions involving educational management and education plans in Brazil have gained strength in terms of government policies through the guidelines arising from the National Education Plan (PNE 2014-2014), approved by Law no. 13,005 of 2014. This document has been presented as a guiding direction for changes in the educational management landscape at the federative level.

As a way of understanding this situation, as well as mapping the production of literature on the subject, we resorted to a brief survey of knowledge with the Capes Thesis and Dissertations Catalog, in order to systematize the production of the object on screen, as well as to base the analyzes undertaken throughout this work. For this, we selected as descriptors: “educational management”, “National Education Plan (PNE, Portuguese initials)”, “State Education Plan (PEE, Portuguese initials)” and “Municipal Education Plan (PME, Portuguese initials)”.

The option for the aforementioned descriptors is justified because we understand that the idea of a PNE arises from the legal intention, provided for in art. 214 of the Brazilian Federal Constitution (FC) of 1988, to articulate and develop teaching at its various levels and, still, integrate the actions of the public power.

This intention lies in the perception, indicated by Lück (2011, p. 25), that “educational management corresponds to the area of action responsible for establishing the direction and mobilization capable of sustaining and dynamizing the way of being and doing of education systems”. Thus, it was possible to specifically identify the relationships and analyzes undertaken by the researchers, as a way of understanding the options and the outline of the investigations developed.

Thus, we identified a total of 51 papers (43 dissertations and 8 theses), with a time frame of defense of the research from 1997 to 2018. The region with the largest number (close to 33.3%) of papers is the Southeast; followed by the South region (around 19.6%); Northeast (17.6%) and other regions, Midwest and North, both with approximately 15.7% and 13.8%, respectively.

Within these, the states with the greatest expression in terms of defense records is Mato Grosso do Sul (MS), with 9 papers (8 dissertations and 1 thesis), contrary to the general trend registered by region; although the trend is resumed in sequence, as indicated, two states computed the second largest number of researches, Rio de Janeiro (RJ) and São Paulo (SP), with 8 papers each (both with 7 dissertations and 1 thesis); then there is Rio Grande do Sul (RS), with 6 defenses (4 dissertations and 2 theses), and also Pernambuco (PE) and Tocantins (TO), with 4 works each (PE with 3 dissertations and 1 thesis and TO with 4 dissertations). In this scenario, there are still 5 states and the Federal District (DF) with 2 works each: Paraná (PR), Santa Catarina (SC), Bahia (BA), Ceará (CE) and Pará (PA). Only PR and BA had 1 PhD defense, the rest only presented dissertations. Finally, 4 states with 1 job each: Espírito Santo (ES), Goiás (GO), Alagoas (AL) and Acre (AC), all with a master’s degree work.

With regard to Higher Education Institutions (HEIs), we have not identified a significant amount of research by institution; what we could observe was a variation of 1 to 4 defenses, with emphasis on the institutions: Federal University of Tocantins (UFTO) and São Paulo State University Júlio de Mesquita Filho (UNESP), both with 4 researches, all master's dissertations. There is also the Federal University of Pernambuco (PE), with 3 papers (2 dissertations and 1 thesis).

With regard to the content of the surveys - aimed at educational management in relation to the PNE and PEE -, we can infer that the majority (64.7%) took as object “PNE” (2001-2011 and/or 2014-2024) or PPEs within their respective federative units, with the discussion or analysis of “educational management” appearing in the background.

The works (35.3%), which relate to educational management with PME⁴ or from the PNE to the PME, most of them differ from the approach adopted from the previous ones (with the central object the PNE or PEE). Such investigative designs raised concerns regarding the viability or effectiveness of PMEs in general, when considering the complex scenario of Brazilian municipalities: challenges of SMEs in the management and financing of local education; identification and analysis of existing obstacles in the implementation and functioning of teacher formation and enhancement policies; political characteristics and negotiations that took place in the process of preparing and implementing the PME; challenges that the PNE establishes for Brazilian municipalities; perspectives and contradictions of the PNE and its consequences in the PMEs for the process of effective institutionalization of the National Education System (SNE, Portuguese initials) and for the definition of education policies and management.

In light of this, the survey developed reveals the need to apprehend the educational management process and its consequences in the Education Plans both as a goal and as a policy for implementing the Plans. In this way, this work is justified by the need to expand the field of study, in view.

This time, the objective of this article is to analyze the educational management in the Education Plans, with special attention to the National Education Plans (2001-2011 and 2014-2024) that guide the elaboration and adaptation of the State and Municipal Education Plans, taking into account that the PNE (2014-2024) required the alignment between the Education Plans at the state, district and municipal levels. This is done through a bibliographic survey and documentary research.

At first, the article covers the Education Plans, in particular, the PNE (2001-2011) and the PNE (2014-2024), in addition to presenting aspects of the construction of the PEE and the PME. The next section addresses educational management, and thus the democratic management of education, explaining how it has been configured in education plans.

Aspects about the construction of education plans

The purpose of this section is to resume the historical aspects concerning the PNE, analyzing, in particular, the Plans approved after the 1988 CF, namely: the PNE (2001-2011)

⁴ Municipalities identified: in the region of the states of SP (Santo André and Rio Claro), RJ (Rio Bonito and Mesquita), MS (Naviraf), CE (Fortaleza), PE (Recife), PA (Altamira), ES (Vila Velha and Serra), BA (Serrinha), AC (Rio Branco), RS (Esteio) and TO (several municipalities).

approved by Law no. 10,172, of 2001 and the PNE (2014-2024), taking into account that the PNE (2001-2011) was the first consolidated in the country, in addition to presenting aspects of the construction of the PEE and the PME.

It is important to highlight that, with the enactment of the 1988 Constitution, civil, political and social rights were established and a concept of education was guaranteed, its inclusion as a social right, as well as the guiding principles for Brazilian education. And yet, according to its art. 214, established the formulation of the PNE while safeguarding the constitutional principles:

[...] the law will establish the national education plan, of multi-annual duration, aiming at the articulation and development of teaching, in its different levels, and the integration of the actions of the public power that lead to: I - eradication of illiteracy; II - universal school attendance; III - improving the quality of education; IV - formation for work; V - humanistic promotion (BRASIL, 1988).⁵

This constitutional principle was regulated by the Law of Guidelines and Bases of National Education (LDB), Law 9394, which established in its art. 9th item I, that the Union is responsible for preparing the PNE in collaboration with the states, Federal District and municipalities. And in the first paragraph of your art. 87 determined that:

[...] the union, within one year from the publication of this Law, will forward to the National Congress the National Education Plan, with guidelines and goals for the next ten years, in line with the World Declaration on Education for All (BRASIL, 1996).⁶

According to Saviani (2014), the educational plan is an instrument for the insertion of rationality in educational practice whose purpose is to overcome the spontaneistic character and improvisations that are characteristics contrary to a systematized education.

Thus, historically the consolidation of the PNE has taken antagonistic paths with regard to the construction of educational policies. This assumption was made effective with the approval of the PNE (2001-2011), which despite being approved by the National Congress and sanctioned by the Presidency of the Republic did not represent a reference in the planning of policies for education.

⁵ [...] a lei estabelecerá o plano nacional de educação, de duração plurianual, visando à articulação e ao desenvolvimento do ensino, em seus diversos níveis, e à integração das ações do poder público que conduzam à: I – erradicação do analfabetismo; II – universalização do atendimento escolar; III – melhoria da qualidade do ensino; IV – formação para o trabalho; V – promoção humanística (BRASIL, 1988).

⁶ [...] a união, no prazo de um ano a partir da publicação desta Lei, encaminhará, ao Congresso Nacional, o Plano Nacional de Educação, com diretrizes e metas para os dez anos seguintes, em sintonia com a Declaração Mundial sobre Educação para Todos (BRASIL, 1996).

In the process of construction and debate, the PNE (2001-2011) competed with the presentation of two projects: “National Education Plan: proposal from Brazilian society”, presented as a collectively constructed synthesis of the aspirations of educational entities (marked by education professionals, educators, students) during the 1st and 2nd National Education Congress; and another proposal sent by the Federal Executive. The proposals presented conflicting conceptions and priorities with regard to “[...] the scope of policies, in financing and management, as well as in the diagnosis, priorities, guidelines and goals”⁷ (DOURADO, 2017, p. 36).

The first proposal was expressed in Bill of Law (PL) no. 4,115 headed by congressman Ivan Valente, of the Workers' Party (PT) of SP, with the support of parliamentarians and opposition leaders. The Federal Executive's project was presented by PL 4,173 and attached to the first Plan proposal. As the great majority of the congress was on the government's allied base, the Federal Executive's proposal was supported by the congressmen and was launched as a reference for the debates around the new PNE.

Following the constitutional and LDB precepts, on January 9, 2001, the PNE (2001-2011) was approved. This Plan expressed the logic of current government policies with the “[...] adoption of focused policies, with a strong emphasis on fundamental education and the implementation of various instruments and devices, aiming at the construction of an education evaluation system”⁸ (DOURADO, 2017, p. 37). This proposal distanced itself from the set of principles defended by Brazilian society, such as the institution and redefinition of the SNE, the National Education Forum, the National Education Council and the 10% of the Gross Domestic Product (GDP) for financing. According to Dourado (2010, p. 684),

[...] the PNE, despite presenting wide-ranging goals, indicating great challenges for the improvement of national education, was configured as a formal plan, marked by the absence of concrete financing mechanisms. Another aspect to be highlighted refers to the global planning dynamics adopted, in which the budgetary organization was not implemented to give concreteness to the goals of the PNE, as the Plan was not taken into account in the process of elaborating the Multiyear Plan (PPA) and its revisions. This scenario reveals one of its major structural limits.⁹

⁷ “[...] abrangência das políticas, no financiamento e gestão, bem como no diagnóstico, prioridades, diretrizes e metas”

⁸ “[...] adoção de políticas focalizadas, com forte ênfase no ensino fundamental e a efetivação de vários instrumentos e dispositivos, visando à construção de um sistema de avaliação da educação”

⁹ “[...] o PNE, apesar de apresentar metas de amplo alcance, indicando grandes desafios para a melhoria da educação nacional, configurou-se como plano formal, marcado pela ausência de mecanismos concretos de financiamento. Outro aspecto a ser realçado refere-se à dinâmica global de planejamento adotada, em que não se efetivou a organicidade orçamentária para dar concretude às metas do PNE, na medida em que o Plano não foi levado em conta no processo de elaboração do Plano Plurianual (PPA) e de suas revisões. Esse cenário é revelador de um dos seus grandes limites estruturais.

In addition, the PNE (2001-2011) presented goals and objectives that expressed controversy, obviousness and ambiguity in its 295 goals distributed in eleven areas, which characterized it as a mere letter of intent with no possibility of materializing the goals.

This PNE exposed goals to be achieved by the different federal entities, however, the non-regulation of the collaboration regime provided for in the 1988 Constitution represented limits to the effectiveness of these goals. For this reason, the elaboration of PEEs and PME's did not materialize in most Brazilian federated entities, which made the constitution of the PNE unfeasible as a State policy (DOURADO, 2010).

The construction of a new PNE in the period from 2010 to 2014 resulted in the approval of the PNE (2014-2024) on June 25, 2014. This Plan, composed of 20 goals and 245 strategies, was emblematic in the centrality of privatization policies, revealing disputes over a society and education project made explicit via National Education Conferences (CONAE).

Its approval was the result of debates with popular participation through the CONAE 2010 edition "Building the National Education Articulation System: the National Education Plan: guidelines and action strategies", preceded by state, municipal and Federal District stages. The holding of these meetings resulted in the base document for the elaboration of PL n. 8,035 approved by the National Congress after three and a half years of processing, without any veto. Among the topics discussed, the historical challenges for the elaboration of the SNE stand out, which, for Saviani (2010, p. 381), would be

[...] the economic obstacles resulting from the historical resistance to the maintenance of public education in Brazil; b) political obstacles characterized by discontinuity in educational policies; c) the philosophical-ideological obstacles, that is, the prevalence of pedagogical ideas or mentalities refractory to the organization of education in that of a national system; d) the legal obstacles materialized in the resistance to the incorporation of the idea of a national system in our educational legislation, whose spearhead was anchored in the supposedly and logically inconsistent thesis of the unconstitutionality of the National Education System proposal.¹⁰

The correlation of strength during the construction of the PNE (2014-2024) had, on the one hand, the defense of educational proposals emanating from social movements and, on the other, the entrepreneurship of education, "[...] against the theses of education public, free, universal, secular and unitary, [revealing] [...] the active dispute for the hegemony of mercantile

¹⁰ [...] os obstáculos econômicos decorrentes da histórica resistência à manutenção da educação pública no Brasil; b) os obstáculos políticos caracterizados pela descontinuidade nas políticas educativas; c) os obstáculos filosófico-ideológicos, isto é, a prevalência das ideias ou mentalidades pedagógicas refratárias à organização da educação na de um sistema nacional; d) os obstáculos legais materializados na resistência à incorporação da ideia de sistema nacional na nossa legislação educacional, cuja ponta de lança se ancorava na suposta e logicamente inconsistente tese da inconstitucionalidade da proposta de Sistema Nacional de Educação.

educational thought within public schools”¹¹ (FRIGOTTO, 2011, p. 245). The materialization of said Plan represents the debate between the State and the market in the conduct of educational policy.

Although, in the Brazilian case, the construction of the PNE meant for educational policy an advance for the stages of basic education and for higher education, this construction was marked by the absence of a national education system, by policies marked by discontinuity, by regulation of federative cooperation that guarantees the means of access to education (DOURADO, 2017).

We can say that the preparation of this 2014-2024 PNE resulted from a process of correlating forces with different sectors for the construction of a society project. Which meant, in the sense attributed by Dourado (2017), the epicenter of educational policy despite tensions, presenting, on the one hand, education as a social right and, on the other, as a commodity referenced by the private sector.

And its approval took place, after four years of debates, clashes, pressures, projects, amendments and consultations, with the objective of guiding educational policies for ten years and discussing the installation of the SNE, now the subnational units are responsible for the elaboration or adequacy of their local education plans. In the first year of effectiveness, the new PNE required the 27 states and 5,570 municipalities to align PEEs and PMEs to the national text.

In view of this, for the federated entities to elaborate their plans, with goals articulated to the national goals, the Ministry of Education (MEC), together with the National Council of Education Secretaries (Consed, Portuguese initials) and with the National Union of Municipal Directors of Education (Undime, Portuguese initials), created a Technical Assistance Network, which guided the Coordinating Commissions in the preparation of the PEE and PME.

According to Saviani, the alignment of the subnational plans to the PNE intends to build the SNE, for the effectiveness of the collaboration regime as required by the Brazilian State. In fact,

[...] it is a question of building a true National Education System, that is, a unified set that articulates all aspects of education throughout the country, with common standards valid for the entire national territory and with common procedures to ensure education with the same quality standard to the entire population of the country. It is not, therefore, about understanding the National Education System as a big umbrella with the mere function of housing 27 state education systems, including that of the Federal District, the federal education

¹¹ “[...] contra as teses da educação pública, gratuita, universal, laica e unitária, [revelando] [...] a disputa ativa pela hegemonia do pensamento educacional mercantil no seio das escolas públicas”

system itself and, at the limit, 5,565 education systems. municipal teaching institutions, supposedly autonomous from each other (2010, p. 384).¹²

That said, art. 8 of the PNE (2014-2024) establishes that the states, the Federal District and the municipalities must prepare, within one year, their education plans, or adapt the Plans already approved by law, in line with the guidelines, goals and strategies foreseen in this PNE (BRASIL, 2014). It also defines that PME's must be aligned with the goals of the National and State Education Plans.

The construction and adequacy of these Plans must take into account those specified by the states and municipalities in the sense that consonant to the PNE also privilege the unique aspects of each of them, among them, the cultural, ethnic, financial, structural and organizational issue.

Art. 9 of the PNE (2014-2024) also defines that federated entities must pass specific laws for their education systems, disciplining the democratic management of public education in the respective areas of activity, within 2 years from the publication of the Law, adapting, when applicable, local legislation already adopted for that purpose. Thus, the democratic management of education is a fundamental condition for strengthening autonomy, popular participation and social control of education at all levels of education.

Given this statement, in the next section we cover educational management and how it is presented in the Education Plans.

Educational management in education plans

Educational management is a widely discussed topic in Brazilian educational production, as signaled by the initial survey. According to Alves (2015, p. 14), it “aims at the organization, mobilization and articulation of all material and human resources indispensable for the effective promotion of student learning”¹³ and, as a process, it needs to be constantly organized and reorganized, according to the daily desires of the educational environment, to promote quality education.

¹² [...] trata-se de construir um verdadeiro Sistema Nacional de Educação, isto é, um conjunto unificado que articula todos os aspectos da educação no país inteiro, com normas comuns válidas para todo o território nacional e com procedimentos também comuns visando assegurar educação com o mesmo padrão de qualidade a toda a população do país. Não se trata, portanto, de entender o Sistema Nacional de Educação como um grande guarda-chuva com a mera função de abrigar 27 sistemas estaduais de ensino, incluído o do Distrito Federal, o próprio sistema federal de ensino e, no limite, 5.565 sistemas municipais de ensino, supostamente autônomos entre si (2010, p. 384).

¹³ “tem em vista a organização, mobilização e articulação de todos os recursos materiais e humanos indispensáveis para a promoção efetiva da aprendizagem dos alunos”

Considering that there are different conceptions of educational management, which can be called democratic, bureaucratic, shared, participatory, Total Quality, strategic, managerial, among others, in this article we focus only on the concept of democratic management of education, which has become constituting a constitutional principle from the FC of 1988, being considered an important normative gain for the democratization of Brazilian society and education.

According to Alves (2014), it is considered a political-pedagogical administrative process with the direct and representative effective participation of society in all areas of education, with real power of interference.

According to Freitas (2003), this management aims at dialogue, cooperation, decentralization of power. It seeks the emancipation and social transformation of its stakeholders, as well as the formation of critical citizens.

This management has as main characteristics universal, public and quality education; effective, direct and indirect participation of society at all levels of decision and execution of education; didactic-scientific, administrative and financial and asset management autonomy; collective, articulated and interactive work; respect for the citizens' way of being, acting and thinking; transparency; environment favorable to learning and stimulating the desire to learn; freedom of expression (ALVES, 2014).

The democratic management of education is reaffirmed in LDB/1996, in its art. 14, presenting the democratic management in their jurisdiction as the responsibility of disciplinary education systems, having as principles the participation of education professionals in the elaboration of the school's pedagogical project and the participation of the school and local communities in School Councils and equivalent.

It also presents in its art. 15 that the education systems must guarantee to the public schools that integrate them progressive degrees of pedagogical, administrative and management autonomy, and in its art. 12 that educational establishments must articulate with families and the community, in order to build a process of integration between society and the school.

Although it is a gain that this Law prescribed the participation of the school and local community in school decisions, it does not regulate the democratic management of education in a more precise way, leaving the decision making concerning the organization of educational management to the states and municipalities educational systems, reducing democratic management to the school environment and only to representative participation through councils (ALVES, 2015).

The PNE (2001-2011) reaffirms art. 14 and 15 of LDB/1996, presenting as one of its objectives

the democratization of public education management, in official establishments, obeying the principles of the participation of education professionals in the elaboration of the school's pedagogical project and the participation of the school and local communities in school councils or equivalent (BRASIL, 2001, s/p).¹⁴

One of its sessions is V - Financing and Management, which, as the name suggests, deals with the financing and management of education and presents as its main strategies: the creation of mechanisms to stimulate community participation in management, such as councils or equivalent; the improvement of the collaboration regime between education systems with regard to the sharing of responsibilities; encouraging the building of Municipal Education Councils and providing technical support to the municipalities that constitute their municipal education systems; the definition of norms for the democratic management of public education, with the participation of the community, in each education system.

Strategies of this Plan also include reducing bureaucracy and making rules and guidelines more flexible by education systems; decentralization, school autonomy, equity, a focus on student learning and community participation; the guarantee of the schools' administrative and pedagogical autonomy and the expansion of their financial autonomy, through the transfer of resources directly to schools for small maintenance expenses and compliance with their pedagogical proposal; the establishment of continuing education and updating programs for school principals in all states, with the collaboration of municipalities and universities; specific formation at a higher level for principals, preferably in specialization courses and the offer of school administration courses for that purpose; the establishment of policies and resources in order to reduce regional inequalities and internal inequalities within each system. However, not all of these strategies have been materialized and, as already mentioned, not all Brazilian municipalities and states have created their education plans.

The PNE (2014-2024), on the other hand, presents as one of its guidelines the promotion of the principle of democratic management of public education. In its strategy 2.9, it establishes that parents or guardians should be encouraged to participate in the monitoring of their children's school activities through closer relations between schools and families. Its goal 19 deals specifically with educational management:

¹⁴ a democratização da gestão do ensino público, nos estabelecimentos oficiais, obedecendo aos princípios da participação dos profissionais da educação na elaboração do projeto pedagógico da escola e a participação das comunidades escolar e local em conselhos escolares ou equivalentes (BRASIL, 2001, s/p).

[...] ensure conditions, within 2 (two) years, for the effective management of democratic education, associated with technical criteria of merit and performance and public consultation with the school community, within the scope of public schools, providing resources and technical support from the Federal Government for this purpose (BRASIL, 2014).¹⁵

Unlike the norms that preceded this Plan, which have left the educational systems to organize and regulate educational management, with the participation of the community, this goal combines the democratic management of education with technical criteria of efficiency, meritocracy and school performance, not presenting the democratic management of education associated with the critical formation of citizens, as required by educational literature, but rather the search for school performance.

Also, in its 7.4 strategy, the PNE (2014-2024) associates democratic management with strategic planning and strategies 7.16 and 7.36 with meritocracy. Strategy 7.4 points out that basic education schools should carry out a constant process of self-assessment, based on the establishment of assessment instruments that aim to improve democratic management, among their dimensions.

Strategy 7.16 states that school management should have technical and financial support through the direct transfer of financial resources to the school, in order to guarantee the participation of the school community in the planning and application of resources, with a view to expanding transparency and effective development of democratic management. Its 7.36 strategy states that policies to encourage schools should be established in order to improve performance in the Basic Education Development Index (Ideb, Portuguese initials), in order to value the merit of the teaching staff, management and the school community.

Goal 19 presents eight strategies. Strategy 19.1 aims to prioritize the transfer of voluntary transfers from the Union in the area of education to the federated entities that present specific legislation that regulates the matter in the area of its coverage, according to national legislation, and that considers both the technical criteria of merit and performance such as the participation of the school community in the appointment of school principals. It associates this participation with a supervisory role and not an active participant in decision-making and in the execution of actions in education, according to the community's wishes.

Strategy 19.2 seeks to expand support and formation programs to councilors from regional councils, school feeding councils, monitoring and social control councils of the Fund

¹⁵ [...] assegurar condições, no prazo de 2 (dois) anos, para a efetivação da gestão democrática da educação, associada a critérios técnicos de mérito e desempenho e à consulta pública à comunidade escolar, no âmbito das escolas públicas, prevendo recursos e apoio técnico da União para tanto (BRASIL, 2014).

for the Maintenance and Development of Basic Education and Valorization of Education Professionals (Fundeb, Portuguese initials) and other councils. It also aims at expanding support and formation programs for educational representatives and other public policy monitoring councils. This strategy is intended to ensure these collegiate financial resources, adequate physical space, equipment and means of transport for visits to the school network, in order to obtain good performance of their functions.

Strategy 19.3 aims to encourage the construction of Permanent Education Forums on the part of the states, the Federal District and the municipalities, which would be in charge of coordinating municipal, state and district conferences, in addition to monitoring the execution of this PNE and the PEEs and PME's of the locations where these Forums would be inserted.

Strategy 19.4 aims to encourage the organization and strengthening of student unions and parents' associations in all basic education networks, so that these networks guarantee student unions and parents' associations adequate spaces and operating conditions in schools, as well as promoting organic coordination with school councils, through their respective representations.

Strategy 19.5 seeks to encourage the implementation and strengthening of school councils and Municipal Education Councils, through the implementation of formation programs for their counselors and the guarantee of autonomous operating conditions, so that these councils act as instruments for participation and inspection in the school and educational management.

Strategy 19.6 aims to encourage the participation and consultation of education professionals, students and their families regarding the formulation of political-pedagogical projects, school curricula, school management plans and school regulations. It also seeks to encourage the guarantee of parental participation in the evaluation of teachers and school managers.

We can say that strategies 19.2, 19.3, 19.4 and 19.5 aim to expand and strengthen the representative participation of the school and local community and society in education councils and in the Education Forum. These strategies expand participation in councils, since the PNE (2001-2021) also presented as part of its goals the participation in school councils or equivalent and in the Municipal Council of Education.

Goal 19.6, on the other hand, seeks to guarantee the direct participation of education professionals, parents and students in the different pedagogical aspects of the school and the evaluation by parents with regard to the work performed by teachers and principals in the school institution.

Strategy 19.7 aims to guarantee processes of pedagogical, administrative and financial management autonomy in educational establishments; and strategy 19.8 aims at the development of formation programs for school principals and managers, as well as the application of specific national tests, in order to assist in the definition of objective criteria for the provision of school management positions, so results can be used by membership.

According to Alves (2015, p. 97), this Plan

It adds the strengthening of the process of pedagogical, administrative and financial management autonomy in educational establishments, as well as the effectiveness of democratic educational management through technical criteria of merit and performance. In this Plan, democratic educational management has a deliberative nature, with an emphasis on the participation of the school and local community in councils and equivalents, in the control and inspection of education.¹⁶

The PNE (2014-2024) presents as strategies the expansion and strengthening of these Councils, which at the time of drawing up this Plan were being expanded as management mechanisms and communication channels, considered as a link between the school and the community - School Council, Parents and Teachers Association (PTA) and Student Union - as well as between the State and the community (public policy monitoring councils and the Education Forum).

However, the PNE (2014-2024) re-signifies the concept of democratic management of education by presenting performance and meritocracy criteria and strategies for this management (ALVES, 2015; OLIVEIRA, 2011), self-assessment and parental participation as controllers and supervisors of actions taken at the school.

With regard to PMEs and PEEs, based on research carried out we note that the municipalities have prepared or adapted their Plans to the PNE (2014-2024) without making many changes, thus not making adjustments according to their specificities, performing a rewrite of the text of this PNE, including Goal 19, which deals with educational management, associating it with performance criteria and meritocracy, as in the PNE (2014-2024). It remains to be seen whether these goals are already being implemented at the state and municipal level.

Final considerations

¹⁶ Acrescenta o fortalecimento de processo de autonomia pedagógica, administrativa e de gestão financeira nos estabelecimentos de ensino, bem como a efetivação da gestão educacional democrática por meio de critérios técnicos de mérito e desempenho. Nesse Plano, a gestão educacional democrática apresenta um cunho deliberativo, com ênfase na participação da comunidade escolar e local em conselhos e equivalentes, no controle e fiscalização da educação.

Both the PNE (2001-2021) and the PNE (2014-2024), as well as the educational norms that precede them, present the concept of management as democratic, with a view to the participation of the school community in schools and in education councils or equivalent.

The PNE (2001-2021) is more in line with the concept of democratic management of education presented in the educational literature, since it presents as strategies to reduce bureaucracy; flexibility, decentralization, school autonomy, equity, a focus on student learning and community participation; the establishment of policies and resources to reduce regional inequalities and inequalities within each system.

The PNE (2014-2024) expands education councils as mechanisms for democratic management, stimulating the creation of new councils and the strengthening of existing ones, with a more deliberative nature. However, it re-signifies the concept of democratic management of education.

States and municipalities must prepare or adapt their plans so that they are in line with the PNE, while giving priority to their specificities. However, this is not always the case, since they have been replicating the PNE, without presenting its unique aspects, which does not express considerable changes in relation to its specificities, nor in terms of democratic management, since the majority of them presents a rewrite of goal 19 of the PNE (2014-2014). It remains to be seen whether they are putting them into practice.

We cannot fail to take into account that the construction of both plans went through debates, clashes and pressures, with the defense of a proposal coming from the social movements and, on the other hand, with a mercantilist educational proposal, presented by the education business, there being a dispute for the hegemony of educational thought. Such plans correspond to the debate between the State and the market in the conduct of educational policy, which presents education as a social right while taking into account market education guided by the private sector, which directly implies the development of the concept of educational management.

REFERENCES

ALVES, A. V. V. **Fortalecimento de conselhos escolares: propostas e práticas em municípios sul-mato-grossenses**. Dourados-MS: Editora da UFGD, 2014.

ALVES, A. V. V. **As formulações para a gestão da educação básica no estado de Mato Grosso do Sul em interseção com as ações da União (1988-2014)**. Orientadora: Prof. Dra. Maria Diléia Espíndola Fernandes. 2015. 285 f. Tese (Doutorado em Educação) –

Universidade Federal de Mato Grosso do Sul (UFMS), Campo Grande, 2015. Available: <https://repositorio.ufms.br:8443/jspui/handle/123456789/2872>. Access: 19 fev. 2020.

BRASIL. Constituição (1988). **Constituição da República Federativa do Brasil**. Brasília, DF, 5 out. 1988.

BRASIL. Lei n. 9.394, de 20 de dezembro de 1996. Estabelece as diretrizes e bases da educação nacional. **Diário Oficial da União**, Brasília, DF, 23 dez. 1996. Available: http://www.planalto.gov.br/ccivil_03/leis/19394.htm. Access: 19 fev. 2020.

BRASIL. Lei n. 10.172, de 09 de janeiro de 2001. Aprova o Plano Nacional de Educação - PNE e dá outras providências. **Diário Oficial da União**, Brasília, DF, 10 jan. 2001. Seção 1, p. 1. Available: http://www.planalto.gov.br/ccivil_03/leis/leis_2001/110172.htm. Access: 19 fev. 2020.

BRASIL. Lei n. 13.005/2014, de 25 de junho de 2014. Aprova o Plano Nacional de Educação e dá outras providências. **Diário Oficial da União**, Brasília, DF, 26 jun. 2014. Seção 1, p. 1. Edição Extra. Available: http://www.planalto.gov.br/ccivil_03/_ato2011-2014/2014/lei/113005.htm. Access: 19 fev. 2020.

DOURADO, L. F. Avaliação do plano nacional de educação 2001-2009: questões estruturais e conjunturais de uma política. **Educação e Sociedade**, Campinas, v. 31, n. 112, p. 677-705, jul./set. 2010. Available: <http://www.scielo.br/pdf/es/v31n112/03>. Access: 30 set. 2019.

DOURADO, L. F. **O Plano nacional de educação: o epicentro das políticas de Estado para a educação brasileira**. Goiânia: Editora da Imprensa Universitária/ANPAE, 2017.

FREITAS, D. N. T de. **Sistemas e escolas de educação básica: entre democratizar e compartilhar a gestão**. In: SENNA, E. Trabalho, educação e política pública: estudos em educação. Campo Grande: UFMS, 2003, p. 189-219.

FRIGOTTO, G. Os circuitos da história e o balanço da educação no Brasil na primeira década do século XXI. **Revista Brasileira de Educação**, Rio de Janeiro, v. 16, n. 46, p. 235-274, jan./abr. 2011.

LÜCK, H. **Concepções e processos democráticos de gestão educacional**. Petrópolis: Editora Vozes, 2006.

SAVIANI, D. Sistema nacional de educação articulado ao plano nacional de educação. **Rev. Bras. Educ.**, Rio de Janeiro, v. 15, n. 44, p. 380- 392, ago. 2010. Available: <http://www.scielo.br/pdf/rbedu/v15n44/v15n44a13.pdf>. Access: 19 out. 2019.

SAVIANI, D. **Sistema nacional de educação e plano nacional de educação: significado, controvérsias e perspectivas**. Campinas, SP: Autores Associados, 2014.

OLIVEIRA, D. A. Das políticas de governo a política de Estado: reflexões sobre a atual agenda educacional brasileira. **Educação e Sociedade**, Campinas, v. 32, n. 115, p. 323- 337, abr./jun. 2011.

How to quote this article

ALVES, Andréia Vicência Vitor; ALVES, Andrêssa Gomes de Rezende; VIEGAS, Elis Regina dos Santos. A Gestão Educacional nos Planos de Educação: do nacional ao municipal. **Revista Ibero-Americana de Estudos em Educação**, Araraquara, v. 15, n. esp. 1, p. 719-734, maio 2020. e-ISSN: 1982-5587. DOI: <https://doi.org/10.21723/riace.v15iesp.1.13345>

Submitted: 30/10/2019

Required revisions: 10/11/2019

Approved: 20/12/2019

Published: 30/04/2020