

## ATUAÇÃO DO CONSELHO DE EDUCAÇÃO NO CONTROLE SOCIAL DOS PLANOS DECENAIS

### ACTUACIÓN DEL CONSEJO DE EDUCACIÓN EN EL CONTROL SOCIAL DE LOS PLANES DECENALES

### PERFORMANCE OF THE EDUCATION COUNCIL IN SOCIAL CONTROL OF DECENNIAL PLANS

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**RESUMO:** Este artigo discute o tema do controle social, bem como sua apropriação por forças sociais que sustentam projetos antagônicos de educação e de sociedade. Está vinculado aos seguintes Projetos de Pesquisa: “Monitoramento dos Planos Municipais de Educação (PMEs) no Estado do Mato Grosso do Sul”, cadastrado na Universidade Federal da Grande Dourados (UFGD); e “Implementação e controle social dos PMEs: a atuação dos Conselhos Municipais de Educação (CMEs) no Brasil”, cadastrado na Universidade Federal de Uberlândia (UFU). Propõe um recorte com base em pesquisa bibliográfica, com o objetivo de analisar a atuação do Conselho de Educação no controle social dos Planos Decenais de Educação. Evidenciou-se que o planejamento educacional é fundamental para projetar ações que garantam a ampliação do direito à educação com qualidade socialmente referenciada. Contudo, sua aprovação não é suficiente, pois há a vinculação entre direitos e a ação política na implementação dos projetos educacionais, sobressaindo a atuação dos Conselhos de Educação para garantir seu cumprimento.

**PALAVRAS-CHAVE:** Descentralização. Participação. Planejamento educacional.

**RESUMEN:** Este trabajo discute el tema del control social, así como su apropiación por fuerzas sociales que sostienen proyectos antagónicos de educación y de sociedad. Está vinculado a los siguientes Proyectos de Investigación: “Monitoreo de los Planes Municipales de Educación (PMEs) en el Estado de Mato Grosso do Sul”, registrado en la Universidad Federal da Grande Dourados (UFGD); e “Implementación y control social de los PMEs: la actuación de los Consejos Municipales de Educación (CMEs) en Brasil”, registrado en la Universidad Federal de Uberlândia (UFU). Propone un recorte con base en investigación bibliográfica, con el objeto de analizar la actuación del Consejo de Educación en el control

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*social de los Planes Decenales de Educación. Se evidenció que el planeamiento educacional es fundamental para proyectar acciones que garanticen la ampliación del derecho a la educación con calidad socialmente referenciada. Sin embargo, su aprobación no es suficiente, pues hay la vinculación entre derechos y la acción política en la implementación de los proyectos educacionales, sobresaliendo la actuación de los Consejos de Educación para garantizar su ejecución.*

**PALABRAS CLAVE:** *Descentralización. Participación. Planeamiento educacional.*

**ABSTRACT:** *This article discusses the theme of social control, as well as its appropriation by social forces that support antagonistic projects of education and society. It is linked to the following Research Projects: "Monitoring of Municipal Education Plans (PMEs) in the State of Mato Grosso do Sul", registered at the Federal University of Grande Dourados (UFGD); and "Implementation and social control of PMEs: the performance of Municipal Education Councils (CMEs) in Brazil", registered at the Federal University of Uberlândia (UFU). It proposes an excerpt based on bibliographic research, with the objective of analyzing the role of the Education Council in the social control of Decennial Education Plans. It became evident that educational planning is fundamental to design actions that guarantee the expansion of the right to education with socially referenced quality. However, its approval is not enough, as there is a link between rights and political action in the implementation of educational projects, with the role of the Education Councils standing out to guarantee their fulfillment.*

**KEYWORDS:** *Decentralization. Participation. Educational planning.*

## **Introduction**

A specific ideological, social and political process is on the agenda in Brazil, which insists on making explicit a tendency to suppress the forces arising from the class struggle. In this movement, themes such as democracy, participation and social control are appropriated by social forces that support antagonistic projects of education and society and that insist on neglecting necessary analyzes of the historical and political process with the intention of:

[...] ask the society to submit them to a plebiscitary evaluation, in terms of 'yes' or 'no', of acceptance or rejection. In practice, however, the way in which these themes are treated by cultural institutions does not favor the structuring of any plebiscite [...]. It is [...] an intellectual duty to carry out a critical evaluation of such themes [...] (SAES, 2003, p. 09-10, authors' highlights).<sup>4</sup>

This analysis refers to Hobsbawm (2002), who offers theoretical and historical subsidies to understand the present, in this case, the 21st century. The author affirms that this new century

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<sup>4</sup> [...] solicitar à sociedade que ela os submeta a uma avaliação plebiscitária, em termos de 'sim' ou 'não', de aceitação ou rejeição. Na prática, porém, o modo pelo qual esses temas são tratados pelas instituições culturais não favorece a estruturação de nenhum plebiscito [...]. É [...] dever intelectual proceder a uma avaliação crítica de tais temas [...] (SAES, 2003, p. 09-10, grifos nossos).

still presents itself under the signs of authoritarianism and obscurity.

In the last two decades, in Brazil, significant efforts have been concentrated in the educational area, with the aim of advancing the demands that have been placed by society. The needs are of various kinds, constituting challenges for educational policies: valuing diversity, valuing education professionals, guaranteeing the right to education, reducing social inequalities, universalizing mandatory steps and effective exercise of social control.

As for the demands of different social groups, the National Education Plan (PNE, Portuguese initials - 2014 - 2024) was approved, with a ten-year duration, with a view to achieving the quality and equity of Brazilian education. In this sense, the PNE can be considered the epicenter of Brazilian educational policy, the synthesis of a national agreement aimed at expanding the right to education in two dimensions: the expansion of enrollment offers and the financing of education (BRASIL, 2014).

In the same direction, Brazilian municipalities approved their Education Plans, with the participation of male and female workers in education, union organizations, organized social movements, professionals in the field, specialists, universities, the Education Council, in short, there was the involvement of the society in the elaboration of strategies that favor the achievement of the nation-wide proposed goals.

In this sense, the legal means established for social control, such as the Forums and Education Councils, whose competence is to act in to follow and monitor, instruments of democratic management that enable the fulfillment of the legal guarantees provided for in the Plans, have a strong influence.

The article in question is linked to two Research Projects: the first, *Monitoramento dos PMEs no Estado do Mato Grosso do Sul* (Monitoring of PMEs in the State of Mato Grosso do Sul), registered at UFGD; and the second, in a network, involving five Brazilian universities, *Implementação e controle social dos PMEs: a atuação dos CMEs no Brasil* (Implementation and social control of PMEs: the role of CMEs in Brazil), registered at UFU. It proposes an outline based on bibliographic research, whose objective is to analyze the role of the Education Council in the social control of Education Plans.

It is organized in three parts, namely: it highlights the importance of educational planning in the Brazilian scenario; addresses the concept of social control in the state structure and in the educational field to better understand it; finally, the role of the Education Council in the social control of Decennial Plans.

## Educational planning through ten-year plans

In the sphere of the systemic planning of Brazilian education, the Decennial Education Plans stand out, namely: PNE (elaborated in macro instance, within the scope of the Union, guides the educational direction of the country in a global way), State Education Plans (PEE, Portuguese initials - prepared at the state level, it contains specific guidelines for state education, however, always in line with the PNE); and, Municipal Education Plans (PME, Portuguese initials - organized at the local level, points out the directions for education in the municipality and follows in line with the other plans).

Fonseca and Ferreira (2011, p. 70) analyzes that “Planning is one of the strategies used to give rationality to the role of the state and institutionalize ‘the rules of the game’ in the administration of government policies”<sup>5</sup>. For Cury:

A State plan is a political instrument whose purpose is to be a guide in the task of fulfilling certain objectives within a methodology considered to be the most pertinent to the desired policy. A plan meets both principles and rules within a given legal framework. It presupposes a conscious and contextualized effort of goals whose success requires a systematic knowledge of limits, possibilities and resources (2011, p. 15).<sup>6</sup>

In addition to being an instrument to induce rationality in the educational sphere, the Ten-Year Plans are a management tool for governments and managers, they are the guiding principle of educational policies, they contain the desires of a certain society for education, pointing, based on a previous diagnosis about what needs to be improved, the obstacles to be overcome, the society project we are aiming for.

In Brazil, the requirement for a PNE is laid down in the Federal Constitution of 1988. Among the legal determinations, it is defined that the document will have a ten-year duration, with the objective of articulating the national education system in a collaborative regime and defining guidelines, objectives, goals and implementation strategies to ensure the maintenance and development of education at its various levels, stages and modalities, through integrated actions by public authorities from different federative spheres that lead to improving the quality of education (BRASIL, 1988).

The ten-year term for Education Plans to be in force with the approval of Constitutional

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<sup>5</sup> “o planejamento é uma das estratégias utilizadas para imprimir racionalidade ao papel do Estado e institucionalizar ‘as regras do jogo’ na administração das políticas governamentais”

<sup>6</sup> Um plano de Estado é um instrumento político cuja finalidade é ser um guia na tarefa de cumprir determinados objetivos dentro de uma metodologia tida como a mais pertinente para a política almejada. Um plano atende tanto a princípios quanto a regras dentro de uma determinada normativa jurídica. Pressupõe um esforço consciente e contextualizado de metas cujo sucesso exige o conhecimento sistemático de limites, possibilidades e recursos (2011, p. 15)

Amendment no. 59/2009, which created Art. 214 of the Constitution, so that it also imposed the obligation of a new document every decade. In this sense, the Plans may become State policy, as it goes beyond the times of governmental management, and must be linked to the state, municipal and Federal District plans (BRASIL, 2009).

The axes of the Plans deal with processes of organization and management of education, their financing, evaluation and State policies. In this regard, the Magna Carta defines the need for shared and articulated functions between the federal entities, under the name of a regime of reciprocal collaboration. Thus, the powers must be in tune, in a harmonic set, aiming at common foundations, objectives and purposes for education, determining the directions that Brazilian education should follow.

In compliance with the legal order, the elaboration of the PNE (2014-2024) had the participation of civil society, organized social movements, associations, entities and federated entities from all over the country, elected by their peers as delegates of the National Conference on Education Basic Education (CONAE) in 2010. Thus, the space for debate was strategically organized in municipal, intermunicipal, state and, finally, national conferences.

In fact, popular participation is what gives legitimacy to Education Plans and contributes to their success, since based on a base document sent by the federal government, the multiple social subjects who participated as delegates expressed their peers' demands for social rights. In this way, the list of legal imperatives present in the Plan establishes goals and strategies to be achieved, which also aimed to advance in improving the quality of Brazilian education.

However, even though the discussion of the PNE was concluded in 2010, it took four years of processing in the responsible bodies for its approval, carried out by Law no. 13,005, of June 25, 2014, highlighting the difficulty of approval by Congress, due to ideological political disputes (BRASIL, 2014).

In the same Law, it was also defined in Art. 8 that within one year after its approval, States, the Federal District and Municipalities should adapt and/or prepare their respective Plans in line with the national and, at the at the same time, attend to the regional and municipal interest concerning matters of local interest, thus assuming unity and diversity.

At the municipal level, the institutional space for social control, responsible for social mobilization in the preparation of the Education Plan is the Education Council, which is responsible for social control.

Control with the principle of citizenship takes place through social participation that legitimizes actions and contributes to the success of the effectiveness of the Plans, therefore, it is essential to organize seminars, organized public or plenary hearings, forums, among other

forms of popular participation and political action by the responsible bodies that contribute to the development and implementation of goals and strategies.

Given the importance of social control of the Plans, the discussion around this theme requires analysis of the State model, given that it is part of the complexification of the modern bourgeois state. This implies an approach within a broader context, that is, in the set of structures of power, domination and their conflicts.

### **Social control: state and education**

To understand the genesis of the mechanisms of social control present in the educational environment, it is necessary to articulate the dominant state model, that is, within a broader and more complex context of the structures of power, domination, and struggle between social classes, since interfere in the forms of control present in education in a given social and political reality.

In this sense, social control in a broader dimension is a historical part of social processes, political and economic power, control of class and of the State. It means a state controlled by dominant classes that build hegemony to control dominated classes. For this, they have a social organization divided into political society, which is an instrument of their control through repression, and civil society imposes consensus on their worldview.

For Bobbio, Matteucci and Pasquino (2003, p. 283), the concept of social control is present over and under the State, power, in a historical relationship between individual and collective action. Social control is “the set of means of intervention, whether positive or negative, triggered by each society or social group in order to induce the members themselves to conform to the norms that characterize it, to prevent and discourage behavior contrary to those mentioned regulations”<sup>7</sup>.

For this, conformation conditions are also created in relation to possible changes in the socially agreed normative system. In this sense, historically, each society or group tends to change the instruments of social control in order to guarantee consensus, which is contradictory, complex, and, at the same time, suffers a strong influence from certain social classes.

In this perspective, from the 1990s onwards, the restructuring of the State Apparatus at different levels and phases was designed and implemented in the Latin American context. Its

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<sup>7</sup> “o conjunto de meios de intervenção, quer positivos, quer negativos, acionados por cada sociedade ou grupo social a fim de induzir os próprios membros a se conformarem às normas que a caracterizam, de impedir e desestimular os comportamentos contrários às mencionadas normas”

origin is due to the economic policies to reduce trade barriers in the region, in the ideological direction of the globalization process that renews the hegemonic center-periphery relationship and capitalist transnationalization.

The State's action in these nations is governed by the Washington Consensus, established in 1989, in an imposing way, for the renegotiation of foreign debts. The "agreement" determines economic measures to be followed, and is synonymous with the State's adaptation to the neo-liberal precepts initially implemented in Chile in 1973, which condition financial loans to the guidelines of economic control and politics directed by the American ideology.

The implementation of the guidelines by national states aims at the insertion of countries in a competitive manner in the globalization of the economy, based on a segmentation process that explains the condition of inequality of each country in international competitiveness (PIRES, 2011).

Thus, the neoliberal economic model of the State of philosophical principle brings Latin American countries closer together through the economic path that "occurred through the renegotiation of foreign debts and from it to the deregulation, dismantling of public services and social security. In the case of the political route, it was brought about by the dismantling of unions, deregulation and more flexible labor relations"<sup>8</sup> (LIMA, 2011, p. 21).

In this sense, the logic of administrative and financial decentralization presents itself as a political alternative to make the State's actions feasible in an efficient, effective and quality manner. The State model is reorganized and named as managerial, whose administrative-business paradigm was embodied in the State-regulatory paradigm, which aims at a more flexible organization in economic matters, of a centralizing State, but which emphasizes market autonomy.

This State model is characterized by the concentration of "high degrees of efficiency, effectiveness and productivity, with emphasis on rules for deconcentrating production, financing and offering of social policies and centralizing their assessment and control"<sup>9</sup> (SANTIAGO; LIMA, 2011, p. 37). Control takes place through external evaluation, aiming at the "quality" of educational services, whose competence is guided by the competence model.

Thus, social control in the educational field assumes the concept of a regulating and evaluating state, taking place in two ways: with the participation of civil society in

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<sup>8</sup> "ocorreu por renegociação das dívidas externas e dela para a desregulamentação, desmantelamento dos serviços públicos e da seguridade social. No caso da via política, ela processou-se pelo desmonte dos sindicatos, desregulamentação e flexibilização das relações trabalhistas"

<sup>9</sup> "graus elevados de eficiência, eficácia e produtividade, primando por normativas de desconcentração da produção, financiamento e oferta das políticas sociais e centralização de sua avaliação e controle"

institutionalized councils and through evaluation policies implemented in recent years, which is justified as a driver quality based on results or products of public education systems. In the writings of Lima:

Social Control corresponds to a perspective of participation, of democratic action, of instrumentalization of mobilizations and practices that influence both the governmental decision-making plan and the planning and financing of public services. This, in education management, will be translated through institutional evaluations, school collegiate, political-pedagogical projects and educational councils (2011, p. 34).<sup>10</sup>

In this way, the constitution and construction of social control in the Brazilian context are the result of a new project of society with neoliberal orientations, introduced from the 1990s onwards, which limited democratic progress. In view of this, the creation of democratic spaces aimed at changing the state administration, through a new relationship between the State and society, in order to bring about changes in social policies following an economic order of the Minimum State.

Participation in the neoliberal context leaves the transforming element and starts to assume a conservative element with an instrumental focus. In this sense, “participation aims to: a) cooperation between managers and employees; b) performance-based management; c) minimizing errors; d) definition, by the employees, in the work processes”<sup>11</sup> (SANTIAGO; LIMA, 2011, p. 45).

On the other hand, the meaning of social control claimed in Brazil, with the opening of democratic spaces, was in the sense of society ensuring its desires in relation to the public educational system, through the decentralization of decision-making processes. Therefore, it was the result of the demand of progressive sectors, between the 1970s and 1980s, among them, mass union and political movements, developed mainly from the workers' organization and popular social movements, with the objective of guaranteeing social participation, aimed at controlling the population over the state.

The sense of participation is citizen, described in contemporary specialized literature as a political action expressed with a diversity of meanings and direct intervention by individuals in public spaces of participation. However, it does not assume a single meaning, that is, a single

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<sup>10</sup> O Controle Social corresponde a uma perspectiva de participação, de ação democrática, de instrumentalização de mobilizações e práticas que influenciem tanto no plano decisório governamental quanto ao planejamento e financiamento dos serviços públicos. Isto, na gestão da educação, vai-se traduzir por meio de avaliações institucionais, dos colegiados escolares, dos projetos político-pedagógicos e dos conselhos de educação (2011, p. 34).

<sup>11</sup> “a participação tem como objetivos: a) cooperação entre administradores e funcionário; b) gestão baseada no desempenho; c) redução ao mínimo de erros; d) definição, por parte dos funcionários, nos processos de trabalho”



form of participatory political action, lending itself to different interpretations, even because the definition of political activity can be a plurality of activities, such as the act of voting, which also it depends on the ideological conception of the participants themselves (JARA, 2006).

Gohn (2011, p. 14), corroborates the discussion by explaining his conception of participation in a perspective that his process and his presence in public policies lead to the understanding of “society's struggles for access to social rights and citizenship. In this sense, participation is also a struggle for better living conditions and the benefits of civilization”<sup>12</sup>.

Partindo dessas considerações, pode-se afirmar que a materialização do controle social assume formas híbridas e contraditórias, o que demonstra sua complexidade. Isso porque, em termos de práticas democráticas, a redefinição do papel do Estado, através da criação de espaços que oportunizem a participação dos cidadãos nas decisões políticas, a autonomia dos sistemas de ensino é uma das estratégias do processo de descentralização iniciado em nosso país. Para Drabach (2016, p. 285), “se instala um paradoxo da democracia [...] de um lado tem-se a luta da sociedade civil pela participação nas esferas políticas e sociais e de outro uma estratégia do capitalismo a fim de promover seu crescimento econômico”.

No Brasil, as administrações públicas (União, Estados e Municípios) contam com sistemas interno e externo. Na educação, o controle interno é atribuição dos Fóruns e Conselhos de educação, “integrados por representantes dos governos e de entidades da sociedade civil e/ou segmentos da comunidade escolar, instituem uma nova instância de controle público interno, mas que conta com o controle externo direto, potencializando a fiscalização [...]” (FARENZENA; LUCE, 2008, p. 89).

In effect, participatory democracy provides for the participation of the population in representative councils democratically elected by segments linked to education to supervise the acts of public power. There are three councils in the area of education with a deliberative character: the CME, the School Meals Council (CAE, Portuguese initials) and the Council for Monitoring and Social Control of the Fund for the Maintenance and Development of Basic Education and Teacher Appreciation (CACS, Portuguese initials) (GOHN, 2011).

When it comes to the social control of Education Plans, the Education Council has the important role of monitoring the achievement of goals and strategies. Thus, within the educational system, social control can be understood “as the monitoring and verification of the actions of public managers at all levels (federal, state and municipal), through the participation

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<sup>12</sup> “lutas da sociedade por acesso aos direitos sociais e à cidadania. Nesse sentido, a participação é, também, luta por melhores condições de vida e pelos benefícios da civilização”

of society, which should also evaluate the objectives, the processes and results of these actions”<sup>13</sup> (VALLE, 2008, p. 66).

Consequently, the concept of social control in the educational field occurs through a process of decentralization. The concept is also associated with democracy and participation because they are inseparable elements, since participation is a manifestation of democratic processes, which implies social control in the citizen-state relationship in institutionalized spaces, such as the Education Council.

### **The Education Council and Social Control**

Based on the assumption that the Education Councils are normative, deliberative, supervisory, mobilizing and representative bodies that should assist the executive power in the elaboration, implementation and social control of educational public policies, thus constituting themselves in State bodies and not of government, the questioning is proposed: *do Brazilian Education Councils act in the social control of educational policies?* In order to apprehend the answer, the way in which Brazilian councils act in the management of public education will be explained.

The Education Council, being an institution of social representation, can be configured as a constitutive locus of participatory democracy, since nowadays its constitution has been consolidated through the opening of public spaces, the participation of civil society, expanding thus its democratic process (TEIXEIRA, 2004).

Corroborating, Mortatti (2006, p. 45) affirms that Councils are “[...] public spaces in which social subjects exercise their citizenship, being able to negotiate with the State the public policies and quality of social services”<sup>14</sup>. Therefore, they are a social institution, and they can become instruments of democratic improvement.

It is agreed with Gohn (2011, p. 112) when announcing that the Councils “[...] are essential paths for understanding the process of building citizenship, as well as for evaluating the possibilities of deepening the democratization process of Brazilian society”<sup>15</sup>.

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<sup>13</sup> “como o acompanhamento e verificação das ações dos gestores públicos em todos os níveis (federal, estadual e municipal), por meio da participação da sociedade, que deverá também avaliar os objetivos, os processos e os resultados dessas ações”

<sup>14</sup> “[...] espaços públicos nos quais os sujeitos sociais exercem sua cidadania, podendo negociar com o Estado as políticas públicas e serviços sociais de qualidade”

<sup>15</sup> “[...] são caminhos essenciais para a compreensão do processo de construção da cidadania, assim como para avaliar as possibilidades de um aprofundamento do processo de democratização da sociedade brasileira”

It should be noted that the process of democratizing public management was decisive for the Education Councils to assume a new form, moving from technical government bodies to the exercise of State functions. This change gave rise to the new categories, foundations of the Councils, that is, those of belonging and participation, and these made them “the expression of a new citizen institutionalization and now represent a privileged strategy for the democratization of State actions”<sup>16</sup> (BORDIGNON; LIMA, 2017, p. 25).

Barcelos (2017), when evidencing the existence of CMEs from the State of Mato Grosso do Sul that exercised an expanded political participation in the elaborations of the PME (2015 to 2025), but did not ensure full participation in the discussions of these documents.

Vieira (2017) refers to the CME of Juazeiro do Norte - CE, which sought to consolidate itself as an instrument of participatory democracy and concluded that the Council enabled political participation and the exercise of active citizenship of society in the social control of municipal educational policies.

Rosa (2001) demonstrates in her research that the CME of Dom Pedrito - RS practices participative-consultative management and is important to guarantee transparency, to base the decisions of the municipal executive and to mirror the will of the community.

Cury (2006) shares the aforementioned conceptions when emphasizing that the Education Council is a public body, which aims to guarantee a constitutional right of citizenship and social participation.

The Education Councils execute a policy that is static and dependent on the executive, which has the centrality of the decision-making process on the educational policy, and this is regrettable, considering that the Councils have, among other attributions, “[...] planning and teaching management [...]”<sup>17</sup> (BORDIGNON, 2009, p. 60), as it is a legislative body for public education, which should oversee, regulate and, also, propose measures to improve the quality of education and not favor interests of state power. But, why are many Councils constituted as governing bodies?

Teixeira (2004, p. 693) clarifies this question by explaining that the problem would be in the way the Councils were conceived in Brazil, that is, an idea “[...] strongly linked to their conception as government bodies, with advisory and collaboration function, which characterized them throughout much of the Brazilian educational history in the 20th century”<sup>18</sup>.

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<sup>16</sup> “a expressão de uma nova institucionalização cidadã e passaram a representar hoje uma estratégia privilegiada de democratização das ações do Estado”

<sup>17</sup> “[...] planejamento e gestão do ensino [...]”

<sup>18</sup> “[...] fortemente ligada à sua concepção como órgãos de governo, com função de assessoramento e colaboração, que os caracterizou ao longo de grande parte da história educacional brasileira no século XX”

Nevertheless, the Councils are constituted as legitimizing bodies of the educational actions of the Secretariats of Education, as well as of the public policies of the government, thus becoming, according to Santos (2014), mere instruments that relieve and quicken government actions, serving only to share costs, decisions and reduce friction between government and society.

In relation to the performance of the Councils, research has shown that many still favor a technical-bureaucratic-normative and deliberative performance and that the exercise of propositional and mobilizing functions is still incipient. The normative function, according to Cury (2006), makes it possible to enter the law, interpret it and apply it in favor of the greater purposes of school education; it is argued that the Councils, being bodies responsible for educational legislation, should inspect and regulate public education, and for that they would need to go beyond the technical bureaucracy, that is, they should legislate to meet social demands.

It should be noted that if a Council becomes a body that legitimizes government actions and focuses its work on bureaucracy and technical-normative functions, to the detriment of other functions, it would be acting in an antagonistic way to its social role, which would be to foster and promote social participation and meet the needs of the population in relation to public education, since it has the function “[...] to act as a bridge for dialogue between the aspirations of society and the government [...]”<sup>19</sup> (LIMA, 2018, p. 7).

In this sense, it is argued that the Councils should have as premises the democratic management and social participation beyond the consultative level. To do so, they need to be guided by the participatory democratic dimension, from its constitution to its referrals, because in this way they will consubstantiate in a democratizing locus and will be able to deliberate for a dialogical and social quality public education.

The contexts of formulations and implementations of educational public policies are outlined by economic, socio-cultural and historical conditions, there are useful niches for popular action in society, which need to be considered and occupied, and one of these niches would be the Education Councils, as they are representative bodies, of social empowerment, since they have the function of standardizing, deliberating, mobilizing and supervising Brazilian public education.

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<sup>19</sup> “[...] atuar como ponte mediadora do diálogo entre as aspirações da sociedade e do governo [...]”

## **Final considerations**

Today, part of the Brazilian society lives with conflicts of various orders in relation to the withdrawal of many social rights conquered throughout history, not without struggles in defense of alternative projects of society and education, but in opposition to the then hegemonic politics represented by military remnants. In the meantime, even more timid than in the past, it is evident that a significant civil society organization, through different social movements, such as educators, students, intellectuals, scientists, workers and, in parallel, unions and even some political parties, defend the expensive principles of democracy and exercise social control over the actions that drive Brazilian educational policy.

In this movement, the Education Council increasingly becomes an important instrument in the management of social control and, in this case, in the social control of Decennial Education Plans, a control that must follow from the elaboration, approval, as well as the implementation and the evaluation of those plans considered relevant for the Brazilian educational scenario to move forward and overcome the challenges posed.

As evidenced, the meaning of social control claimed in Brazil, with the opening of democratic spaces, is in the sense of civil society to assure its desires in relation to the political, economic and educational system through the decentralization of decision-making processes.

For that, it is necessary to exercise social control for the realization of the objectives, goals and strategies that compose them, so that an effective educational policy occurs in all the federal spheres of the country. This is because there is a link between rights and political action, through movements of claims and in institutionalized spaces. For this, it is considered the need to recover political struggles in conjunction with the necessary theoretical foundations that explain the historical social movement, because, in fact, doing with arguments marks the essence present in conflicting projects. Another point that strengthens collective political action is the domain of legal issues.

In this regard, the Federal Constitution needs to be taken in line with the precepts resulting from the struggle of committed subjects with the aim of reviving possibilities for advances, especially in the field of education. Because, as educational reforms in Brazil advance, the dispersion of state power in relation to public education is strengthening. Although the participation of the Councils of Education is remarkable in the processes of preparing the Plans, the Laws for the sector, the managerial precepts have been consolidated in the negotiation processes, advances and setbacks with the legislative power in the face of pressure from groups outside the force of themes as democracy and social control.

In this context, the effectiveness of the democratic management of education faces challenges to its implementation. However, when considering the Education Council as a management tool, with the main role of participation for the purposes of social control, challenges stand out, resistance moves towards overcoming authoritarian, clientelistic, corporatist and bureaucratic practices.

The guarantee of the representativeness of various segments in its composition, the necessary understanding, on the part of the representatives of the social, political and financial structure that involves the educational field, the conception that is defended in the theme of Social Control, may come to build collective decisions, politically committed to a more just, egalitarian and democratic education and society project.

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