

**A CONTRADIÇÃO GESTÃO DEMOCRÁTICA X ADMINISTRAÇÃO
BUROCRÁTICA DA ESCOLA: APONTAMENTOS PARA O DEBATE**

***LA CONTRADICIÓN GESTIÓN DEMOCRÁTICA X ADMINISTRACIÓN
BUROCRÁTICA DE LA ESCUELA: APUNTES PARA EL DEBATE***

***THE CONTRADICTION DEMOCRATIC MANAGEMENT X BUREAUCRATIC
ADMINISTRATION OF SCHOOL: TESTS FOR DEBATE***

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RESUMO: O referido trabalho busca empreender uma análise acerca da problemática da gestão educacional buscando desvelar o atual cenário do debate sobre a contradição entre gestão democrática e administração burocrática da escola. Para o trato metodológico utilizou-se análise de conteúdo. Em acréscimo, será a partir da pesquisa bibliográfica que foi constituído um estado da arte que buscar-se-á situar em que patamar o debate acadêmico estar tratando a temática pesquisada. Constatou-se, que o tema gestão educacional e seus apontamentos não se opõem à noção de democracia da forma de administrar uma escola, visto que o conceito de administração utilizado no conteúdo dos artigos analisados, consideram que administração configura-se como a utilização racional dos recursos para realizar seus fins, no tocante esses fins configuram-se como o processo pedagógico, isto é, o ensino e a aprendizagem.

PALAVRAS-CHAVE: Gestão democrática. Administração burocrática. Escola. Estado da arte.

RESUMEN: *Este trabajo busca emprender un análisis acerca de la problemática de la gestión educativa buscando desvelar el actual escenario del debate sobre la contradicción entre gestión democrática y administración burocrática de la escuela. Para el trato metodológico se utilizó análisis de contenido. En adición, será a partir de la investigación bibliográfica que se constituyó un estado del arte que se buscará situar en que patar el debate académico esté tratando la temática investigada. Se constató que el tema gestión educativa y sus apuntes no se oponen a la noción de democracia de la forma de administrar una escuela, ya que el concepto de administración utilizado en el contenido de los artículos analizados, consideran que la administración se configura como la utilización racional de los derechos los recursos para realizar sus fines, en cuanto a esos fines se configuran como el proceso pedagógico, es decir, la enseñanza y el aprendizaje.*

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PALABRAS CLAVE: *Gestión democrática. Administración burocrática. Escuela. Estado del arte.*

ABSTRACT: *This work seeks to undertake an analysis about the problem of educational management, seeking to unveil the current scenario of the debate about the contradiction between democratic management and bureaucratic administration of the school. For the methodological treatment, content analysis was used. In addition, it will be from the bibliographic research that was constituted a state of the art that will seek to situate in which level the academic debate is dealing with the researched topic. It was observed that the theme of educational management and its notes do not oppose the notion of democracy in the way of administering a school, since the concept of administration used in the content of the analyzed articles considers that administration is configured as the rational use of resources to accomplish their ends, insofar as these ends are configured as the pedagogical process, that is, teaching and learning.*

KEYWORDS: *Democratic management. Bureaucratic administration. School. State of art.*

Introduction

In recent years, the debates in the educational field in Brazil correspond to a grid ideological dispute through educational policies that are inserted in the education system seeking to meet the governmental objectives that, eventually, seek to configure education at international levels through large scale evaluation. However, despite this predominant aspect, the sectors of educators also seek to implement their conceptions about teaching. Management is situated in this context, on the one hand, the conception focused on the logic of bureaucratic administration of the school in which the administrative logic of companies penetrates the school environment in which efficiency and goals become priorities and that the director incorporates the role of manager; on the other hand, the notion of democratic management in which decisions are organized and deliberated collectively, in which there is an effective participation of the subjects that constitute the school communities.

The present article seeks to undertake a portrait about the problem of educational management, making use of public domain bibliography to identify the prominent perspectives in the scope of this problem. Because educational management is an essential and constituent element of the national educational scenario in both basic and higher education. However, in this work emphasis will be placed on the management logic in basic education.

Methodology

The methodological treatment used in this article made use of a content analysis. This technique aims to interpret contents of all classifications of documents and texts, such as bibliographic studies, films, magazines, newspapers, books, among others. Content analysis is indispensable to make textual interpretation feasible, requiring an investigation that has as its starting point the search for the answer delimited in the research.

The content analysis proposed here approached the theoretical references that thematize the educational management. The research made use of a qualitative approach, because it corresponds to the episteme of the problem.

The bibliographic study was used as methodological procedure. Initially, a survey was started, which aims to gather the knowledge and data about the delimited problem, helping to build the proposal. With the specific choice of a topic, the bibliographic research showed a north for the questions posed. Bibliographic research is carried out through published materials, such as books, articles, documents, periodicals, reliable sites, among others.

In the study it was fundamental to select criteria, such as inclusion and exclusion. Thus, the inclusion criteria will be the location of the descriptors in the title of the text. Regarding the exclusion criteria, in turn, the descriptor was not located in the title of the text.

For the analysis of data the procedures were used: to analyze, to identify, to read, to re-read, to organize, to separate, to unite, to relate the answers that were found in the data collections. After the execution of this procedure, a theoretical mediation was done, as well as a state of the art, based on a bibliographical survey that thematize the texts about the educational management in Brazil.

Results and discussions

In this section the paths covered for the construction of the state of the art of the present research were pointed out. It is understood that this methodological resource will help in the apprehension of bibliographical materials⁴, as well as in the definition of categories of analysis, descriptors and punctual criteria in the organization of the theoretical-methodological contribution of the Marxist tradition that is intended to be undertaken. It is worth noting that

⁴ The bibliographic materials that are being emphasized are articles in periodicals, as well as master's dissertations and doctoral theses, as well as specialized books in the thematic area to which the problem of this research addresses.

the problem that arises in the present research is to try to understand the current state of the academic debate about the dichotomy between democratic management and public administration of the school.

It is worth emphasizing the need to put in the body of the text mediations placed by the theoretical-methodological notion of historical-dialectical materialism. This method of research seeks to undertake a notion of wholeness. Universality, particularity and singularity are instances, in a logical procedurality, subordinates that do not enter into contradictions, however, are distinct in a formation of proposition.

Gamboa (1998, p. 107-108),

Critical-dialectical research [...] fundamentally questions the static view of reality implicit in phenomenological and structuralist approaches. This view hides the conflicting, dynamic and historical character of reality. This remarkably critical posture expresses the pretension to unravel, rather than the "conflict of interpretations," the conflict of interests. These researches manifest a "transforming interest" in the situations or phenomena studied, protecting their ever-historical dimension and revealing their possibilities for change.⁵

This method seeks to apprehend reality in its totality, which is constituted from the synthesis of multiple determinations, starting from the concrete reality of a certain object so that the same one identified by the researcher is taken to the abstraction, which will allow an analysis of the phenomenon in its totality, in the sense of constructing concepts about it, in the search of its essence, bringing back to solidity through simple determinations (NETTO, 2011).

The procedures used in the development of the State of Art

In the development of the article collection procedure in periodicals, only the repository was used: *Portal Periódicos Capes*. As inclusion and exclusion criteria it was determined that the texts that would be used should contain in their title at least one descriptor that is included in the title of the work; In addition, for a better refinement of the collection, the nine-year time cut between publications was established, thus comprising 2010 to 2018; still, the articles

⁵ As pesquisas crítico-dialéticas [...] questionam fundamentalmente a visão estática da realidade implícita nas abordagens fenomenológicas e estruturalistas. Esta visão esconde o caráter conflitivo, dinâmico e histórico da realidade. Sua postura marcadamente crítica expressa a pretensão de desvendar, mais que o "conflito das interpretações", o conflito dos interesses. Essas pesquisas manifestam um "interesse transformador" das situações ou fenômenos estudados, resguardando sua dimensão sempre histórica e desvendando suas possibilidades de mudanças.

selected had to undergo peer evaluation. These criteria were established for the more precise refinement of the collection of articles in periodicals.

Table 1 presents the findings (articles) in *Portal Periódicos Capes*. The thematic category, in this context, that was selected was a question of democratic management because it thematize one of the poles of contradiction highlighted in the present research more specifically and directly. Therefore, the boolean operator used was the "and", yet the descriptors selected for this thematic category were: education, school and pedagogic. All descriptors were combined with the thematic category.

Table 1 - Thematic Category: Democratic management (*Portal Periódicos CAPES*)

DESCRIPTORS/COMBINED	A/S.A	A/C.A	A/ABSTRACT	A/LE
Democratic management <i>and</i> Education	52	30	12	9
Democratic management <i>and</i> School	10	6	4	3
Democratic management <i>and</i> Pedagogical	4	2	1	0
TOTAL	66	38	16	12

Fonte: self-elaborated

The representation of the aspects that systematize the table are explained as follows: A/S.A (Article without quotes); A/C.A (Articles with Quotation marks); A/Abstract (Abstract Analysis); A/LE (Articles validated for Reading). In this sense, in the intersection between democratic management and education, 52 articles were collected, however, with first filter (A/C.A), resulted in 30 articles, with the refinement of the abstract that number reduced to 9 articles selected for reading, 17.3% of the findings were validated. In the cross-linking between the descriptors Democratic Management and School, 10 articles were collected, however, after the entire refinement process, 3 articles were obtained, that is, 30%. The combination between Democratic and Pedagogical Management resulted in 4 findings, after refinement were validated 0, percentage (0%). In this sense, of the 66 findings of this thematic category, only 12 were validated (18.2%).

In Table 2, we tried to systematize the findings of the thematic category: Bureaucratic Administration. It is worth noting that the same descriptors were used for cross-linking with the thematic category.

Table 2 - Thematic category: Bureaucratic Administration (*Portal Periódicos CAPES*)

(Continue)

DESCRIPTORS/COMBINED	A/S.A	A/C.A	A/ABSTRACT	A/LE
Bureaucratic administration <i>and</i> Education	0	0	0	0
Bureaucratic administration <i>and</i> School	2	1	1	1
Bureaucratic administration <i>and</i> Pedagogical	0	0	0	0
TOTAL	2	0	1	1

Fonte: self-elaborated

Table 2 expresses the initial cross-linking of the descriptors between Bureaucratic Administration and Education, no results were obtained. In the combination Public Administration and School 2 articles were collected, however, after the refinement process only 1 article was validated. In the combination of the descriptors Bureaucratic and Pedagogical Administration no articles appeared in the research. Thus, the overall total of articles found in this thematic category was only 2 articles, however, only 1 article was validated (50%).

In Chart 1 the selected articles are exposed, leaving explicit: year, author, title of the article and title of the journal:

Chart 1 – Selected periodicals Portal Periódicos Capes

(Continue)

Periodical	Title	Authors	Year
Rev. Gest. Aval. Educ.	Gestão escolar democrática: desafios e perspectivas	Vania Regina Boschetti; Assislene Barros da Mota; Dayse Lúcida de Freitas Abreu	2016
Educação & Sociedade	A gestão democrática das escolas: do autogoverno à ascensão de uma pós-democracia gestonária?	Licínio C. Lima	2014
Rev. Iberoameric. Educ.	Gestão democrática da escola no Brasil: desafios à implantação de um novo modelo	Sofia Lerche Vieira; Eloisa Maia Vidal	2015
Rev. Bras. Pol. Admin. Educ.	Dilemas da gestão democrática da educação frente ao contexto da nova gestão pública	Luzenir Poli Coutinho; Rosilene Lagares.	2017
Em Aberto	Gestão democrática da educação para uma formação humana: conceitos e possibilidades	Naura Syria Carapeto Ferreira	2010
Rev. Cad. Est. Pesq. Educ. Básica	Concepções e práticas de gestão escolar democrática na educação básica no Brasil	Walkiria de Fátima Tavares de Almeida; Julieta Beserra da Silva	2017
Rev. Onli. Pol. Gest; Educ.	Educação escolar e gestão democrática do ensino: perspectivas	Máximo Augusto Campos Masson; Maria Teresa Vianna Van Acker	2018
Rev. Onli. Pol. Gest. Educ.	A gestão democrática e a materialização da Meta 6 do	Patrícia Flávia Mota	2018

	Plano Nacional de Educação: possibilidade de educação em tempo integral na região metropolitana do Estado do Rio de Janeiro		
Rev. Onli. Pol. Gest. Educ.	Mérito, desempenho e participação nos planos municipais de educação: sentidos da gestão democrática	Daniela Patti do Amaral	2016
Rev. Onli. Pol. Gest. Educ.	Gestão escolar e democratização da escola: desafios e possibilidade de uma construção coletiva	Elisangela da Silva Bernado, Amanda Moreira Borde, Leonardo Meirelles Cerqueira	2018
Rev. Onli. Pol. Gest. Educ.	Regulamentação da gestão democrática e a ação do Ministério Público: desdobramentos no estado do Rio de Janeiro	Daniela Patti do Amaral	2018
Rev. Onli. Pol. Gest. Educ.	Gestão democrática na educação infantil	Leandra Fernandes do Nascimento; Maria Marina Dias Cavalcanti	2017
Pós-grad, Cent. Paul. Souza.	Escolas de governo e seus objetivos institucionais em educação corporativa na administração pública	Dioni Patrícia Alves dos Santos; Roberto Kanaane	2017

Fonte: self-elaborated

Analysis of the results

From the collection of the thirteen findings in *Portal Periódicos Capes*, it is essential to diagnose the themes that have stood out in their respective problematizations. In fact, in order to diagnose the state in which the academic debate about the contradiction about democratic management or bureaucratic administration of the school is situated, it is essential to discuss the content of each of the findings.

In this sense, in the thematic category "democratic management", in its connection with the descriptor education, nine articles were validated. The first corresponds to the article by Coutinho and Lagares (2017, p. 836) entitled *Dilemas da gestão democrática da educação frente ao contexto da nova gestão pública* sought to undertake a discussion that locates the "democratic management in the field of education as an object, understanding it as a process that faces tensing oppositions between the historically experienced, coexisting conceptions and the dispute in the construction of another reality". In this conception, the authors intend, from this, to address the aspects that favor or hinder the constitution of a democratic management in the school.

The authors understand that in order to ensure the democratic management of the school, it is necessary, above all, to constitute a space for collective referrals and decisions, which also allows the participation of society in this context. However, they point out that, from the New Public Management (NGP, Portuguese initials), the criteria of the private economic market for education are transposed, neoliberalism guides a series of measures, contradictory, as a way of meeting the demands of social movements by greater participation "(COUTINHO; LAGARES, 2017, p. 841).

In the work titled *Gestão democrática da educação para uma formação humana: conceitos e possibilidades*, authored by Ferreira (2010), it is considered that, despite the democratic management of education as a consecrated value in Brazil, it was not yet, in its totality, understood and inserted into the social practice of national educational practice. Ferreira (2010, p. 167) points out that, "Its importance is undoubtedly a resource for human participation and training for citizenship. There is no doubt that it is necessary for the construction of a more just and egalitarian society", since it is, in addition, "its importance as a source of humanization is unquestionable".

The third article has the title of *Concepções e práticas de gestão escolar democrática na educação básica no Brasil*, its authors are Almeida e Silva (2017). The research aims to understand the conceptions and practices in which democratic school management is carried out in Brazilian basic education. According to Almeida and Silva (2017, p. 121), "the school management has not allowed a greater participation of all its agents in the decision-making process". Indeed, the authors suggest that "the school must guarantee the autonomy of all those involved in the teaching and learning process, organizing it so that finally it allows the development of a true democratic action".

The article by Masson and Van Acker (2018, p. 88), entitled: *Educação escolar e gestão democrática do ensino: perspectivas*, understands that in the school environment, gradually, "the term educational management is replacing that of school administration, amid propositions about [new] forms of political and pedagogical organization of institutions that should be based on democratic management.

Regarding the text *A gestão democrática e a materialização da Meta 6 do Plano Nacional de Educação: possibilidade de educação em tempo integral na região metropolitana do Estado do Rio de Janeiro* (MOTA, 2018), the author points out that despite the proposal to democratize school management be progressive with regard to equal participation between managers and teachers, it is necessary to consider the current governmental regime, besides the public administration policies that schools must constantly interact.

Amaral (2016) in his text *Mérito, desempenho e participação nos planos municipais de educação: sentidos da gestão democrática*, addresses that, in a democratic management of the school, all educators can apply for school management, not differentiating at all their formation. In order to be a director, it is not necessary to have a teaching career, however, it is crucial to receive training to deal with the subjects related to teaching.

In the text *Gestão escolar e democratização da escola: desafios e possibilidade de uma construção coletiva*, the authors Bernado, Borde and Cerqueira (2018), aim to analyze the management of the school from the democratic point of view. The authors understand that there are several elements that make the democratic conception of management feasible, one of them being the election of directors, since the basis of democratic management corresponds to the construction of a public space of law in which to promote conditions of freedom, justice, equality and dialogue at all levels, ensure a real framework for quality education.

Amaral (2018), in his work entitled *Regulamentação da gestão democrática e a ação do Ministério Público: desdobramentos no estado do Rio de Janeiro*, emphasizes the urgency of implementing, in the municipalities, democratic management in schools through a democratic and participatory process. However, she emphasizes that this issue is not yet a priority in the agenda of many municipalities. In this sense, it is imperative to regulate, at the national level - in view of the state and municipal confederations - the democratic management, as well as the processes of direct elections for school principals. Only then, for the author, that it will be possible to oppose private interests, given the priority of public interests.

For Nascimento and Cavalcanti (2017), in the text *Gestão democrática na educação infantil*, attention is paid to the application of democratic management in early childhood education, considering that it is essential - for this process to be consolidated - the real participation of all subjects that constitute the educational process, besides not losing sight of all the legal devices that are linked to the school reality. The author concludes that it is only feasible to overcome the challenges of education if there is effective participation of the school community, as well as public agencies, since educational policies play a central role in the directions in which the school should follow.

Concerning the intersection of thematic category democratic management and school descriptor, the first article, *Gestão escolar democrática: desafios e perspectivas* (BOSCHETTI; MOTA, 2016), discusses the challenges of democratic management of the school. The authors consider that:

The primary function of the school management process is the decentralization of pedagogical and administrative development in the education system. The result of this management is the growing autonomy of the school in the face of the commitment and involvement of all the actors who participate in this democratic construction. Therefore, management progress also evokes several indicators to be worked out, such as participatory management, interpersonal relationships, performance and self-assessment (BOSCHETTI; MOTA, 2016, p 104).⁶

The text *A gestão democrática das escolas: do autogoverno à ascensão de uma pós-democracia gestonária?* (LIMA, 2014, p. 1079-1080) emphasizes that

The democratic management of schools as self-governing, and to a large extent even as a set of democratic structures and procedures, has been the object of a systematic critique by political sectors that conceive democracy in school governance as an example of progressive agenda in education and the irresponsibility of collegial leaderships, which can still be found in certain public organizations. Organizations that have not yet reached the modernizing and rationalizing winds of New Public Management, despite the marks that this management ideology has left in schools, in an indelible way, according to available research.⁷

In fact, the author considers that in the framework of the concept of democratic management, there are several problems, but the logic of the bureaucratic administration of the school is not relevant. In this perspective, the third article entitled *Gestão democrática da escola no Brasil: desafios à implantação de um novo modelo*, by Vieira and Vidal (2015), understands that democratic management is a guiding axis of the Brazilian public school, according to the Federal Constitution (BRASIL, 1988) and LDB (BRASIL, 1996). However, due to the emphasis given to the awards adopted by many Brazilian states and municipalities, a paradigm of conduct that distances itself from the principle of democratic school management is generated, since this process imposes a culture of management by results.

With regard to the bureaucratic management theme of the school, although it was combined with three descriptors, only one of them generated results which, in turn, only one article was validated: *Escolas de governo e seus objetivos institucionais em educação*

⁶ O processo de gestão escolar tem como função primordial a descentralização do desenvolvimento pedagógico e administrativo no sistema de ensino. O resultado desse gerenciamento é a crescente autonomia da escola diante do compromisso e envolvimento de todos os atores que participam dessa construção democrática. Portanto, o progresso de gestão evoca também vários indicadores a serem trabalhados, tais como a gestão participativa, relações interpessoais, desempenho e autoavaliação (BOSCHETTI; MOTA, 2016, p. 104).

⁷ A gestão democrática das escolas, enquanto autogovernos e, em boa parte, até mesmo enquanto conjunto de estruturas e de procedimentos democráticos, foi objeto de uma crítica sistemática por parte de setores políticos que concebem a democracia no governo das escolas como um exemplo dos desmandos progressistas na educação e das irresponsabilidades das lideranças colegiadas, que ainda é possível encontrar em certas organizações públicas. Organizações a que ainda não teriam chegado com suficiente intensidade os ventos modernizadores e racionalizadores da Nova Gestão Pública, apesar das marcas que essa ideologia gestonária tem deixado nas escolas, de forma indelével, segundo a pesquisa disponível.

corporativa na administração pública (SANTOS; KANAANE, 2017). The text seeks to highlight the relevance of the ways of managing the public environment, regardless of the institution, especially the school. The text does not oppose the conception of democratic management; however, it makes several notes to the efficiency in administering institutions in which the public resource is channeled. In this sense, it strengthens the dichotomy between democratic management on the one hand, and bureaucratic administration on the other.

From the results, it is evident that the state of the art on the management-centered theme, is emphasized, in particular, for the construction and implementation of a model of democratic management in public primary schools in Brazil. No article was found that opposed the democratic idea of management. Indeed, the sense of school administration can, as was pointed out above, take on a character that involves both the rational use of resources in school, and the logic of managing the activities ends, in which the pedagogical process is the reference.

Final considerations

The state of the art on the subject of educational management and its notes to the dichotomy of democratic management and bureaucratic administration of the school has diagnosed that the academic debate, in its entirety, does not oppose the notion of democracy in the way of administering a school, since the concept of administration used in the content of the articles validated in our analysis consider that administration is configured as the rational use of resources to achieve their ends, insofar these ends are configured as the pedagogical process, that is, teaching and learning .

Concerning democratic management, this way of conceiving the director as an educator and mediating the management processes through the collective participation of the subjects that constitute the school community, besides the initiatives for direct elections of directors, occupies the centrality of the analyzes pointed out in the development of the state of art.

At the limit, it is essential to radiate the debate about the democratic ways of managing a school, disseminating the concept of administration that is not limited to the bureaucratic mechanisms of the school institution, however, it is necessary to point to the aspects that correspond to the achievement of the ends, the pedagogical process. This concept of school administration is essential to form a school in which decisions are based on the debates that are set forth by the subjects of the community, educators and managers.

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