

SCHOOL DEMOCRATIC MANAGEMENT IN THE CONTEXT OF THE NEW PUBLIC MANAGEMENT (NPM): A FOCUS ON THE PNE (2014-2024)

A GESTÃO DEMOCRÁTICA ESCOLAR NO CONTEXTO DA NOVA GESTÃO PÚBLICA (NGP): UM ENFOQUE NO PNE (2014-2024)

GESTIÓN DEMOCRÁTICA ESCOLAR EN EL CONTEXTO DE LA NUEVA GESTIÓN PÚBLICA (NGP): UN ENFOQUE EN EL PNE (2014-2024)

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ABSTRACT: This article discusses the implementation of democratic management as a guiding principle to be observed in public policies for Basic Education in public education institutions, in the context of a new management model called “New Public Management” (NPM, NGP in the Portuguese acronym) and “managerialism”. This work aimed to compare the normative acts that regulate democratic management with the principles that characterize the NPM. Methodologically, through bibliographic and documentary research, studies around the NPM, normative acts that regulate democratic management in Brazil and data for monitoring the goals of the *Plano de Educação Nacional* (national education plan) PNE (2014-2024) were articulated. The analysis highlighted the difficulties in making democratic management effective in the context of the NPM, and it proposes that changes in this new management model cannot be a hindrance to new achievements in education. However, when it comes to making democratic management effective in schools’ reality, it is possible to say that there is a long way to go.

KEYWORDS: Democracy. Education. Managerialism. Management. Participation.

RESUMO: Este artigo discute a implementação da gestão democrática como princípio orientador a ser observado nas políticas públicas para a Educação Básica nas instituições de ensino públicas, no contexto de um novo modelo de gestão denominado “Nova Gestão Pública” (NGP) e “gerencialismo”. O objetivo do trabalho foi confrontar os atos normativos que regulamentam a gestão democrática com os princípios que caracterizam a NGP. Metodologicamente, através de uma pesquisa bibliográfica e documental, estudos em torno da NGP, atos normativos que regulamentam a gestão democrática no Brasil e dados de monitoramento das metas do “Plano Nacional de Educação” PNE (2014-2024) foram articulados. A análise colocou em evidência dificuldades para a efetivação da gestão

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democrática no contexto da NGP e propõe que as mudanças desse novo modelo de gestão não podem ser empecilhos para novas conquistas da educação. Entretanto, no que se refere à efetivação da gestão democrática na realidade concreta das escolas, é possível dizer que há um longo caminho a percorrer.

PALAVRAS-CHAVE: Democracia. Educação. Gerencialismo. Gestão. Participação.

RESUMEN: *Este artículo discute la implementación de la gestión democrática como un principio rector que debe observarse en las políticas públicas de Educación Básica en las instituciones de enseñanza pública, en el contexto de un nuevo modelo de gestión llamado "Nueva Gestión Pública" (NGP) y "gerencialismo". El objetivo del trabajo fue comparar los actos normativos que regulan la gestión democrática con los principios que caracterizan la NGP. Metodológicamente, a través de la investigación bibliográfica y documental, se articularon estudios sobre el NGP, actos normativos que regulan la gestión democrática en Brasil y datos que monitorean los objetivos del Plano Nacional de Educação PNE (2014-2024). El análisis destacó las dificultades para hacer que la gestión democrática sea efectiva en el contexto de NGP y propone que los cambios en este nuevo modelo de gestión no pueden ser un obstáculo para los nuevos logros en educación. Sin embargo, cuando se trata de hacer que la gestión democrática sea efectiva en la realidad concreta de las escuelas, es posible decir que hay un largo camino por recorrer.*

PALABRAS CLAVE: Democracia. Educación. Gerencialismo. Gestión. Participación.

Introduction

This paper addresses the implementation of democratic management in public educational institutions in the context of a series of changes in public administration that cover social, political and economic issues. Assured by the Constitution of the Federative Republic of Brazil of 1988, democratic management was confirmed by the Law of Directives and Bases of National Education (LDB), Law No. 9,394/96, in addition to being included in pre-established goals, as a State policy, in the National Education Plan (PNE 2014-2024), approved by Law No. 13,005/2014 (BRASIL, 1996; 2014).

Dealing with the theme of democratic management in education means bringing the category "participation" in educational processes and school decisions to the discussion, as an important guiding principle in public policies for Basic Education. Thus, although this theme seems to belong to a discussion that has already been exhausted in the educational scenario, in this article, it will be treated in the context of the so-called New Public Management (NPM), also called "managerialism".

According to Cossio (2018), NPM refers to changes in relation to public administration in view of the modernization of management along the same lines as occurs in private

companies, which has been treated as “Reform”. For this author, these changes have also been occurring in the area of public education, driven by educational reforms implemented in Brazil since the 1990s. In 1995, the Master Plan for the Reform of the State Apparatus was published, which aimed to modernize management, with the improvement of the quality of public education as one of its goals (BRASIL, 1995).

In this scenario, the discussion on democratic management may be necessary and recurring, since it is a constitutional principle, but which was entrusted to the federated entities, in their jurisdictions, which should provide conditions for democratic management to be implemented, which it has been considered one of the challenges for its implementation by some researchers. Among them, Lima (2018) stands out, who analyzed the implementation of democratic management as difficult in terms of effective organizational action in each school. For this author, the concepts of school management that permeate educational practices are paradigms that emerge amidst the tensions and challenges posed in the social and political context and, thus, subject to interpretations and ideologies.

The "New Public Management", addressing the introduction of managerial or business principles in education, is referred to in a study by Cossio (2018) that considers educational policies that drive structural changes in the organizational scenario of educational activities, in order to adapt to the reforms that have occurred in this period. This new management model is also called, according to Cabral Neto (2009, p. 197, our translation), “managerialism” and “[...] seeks to establish, for the educational field, an organizational culture based on the principles of strategic management and the quality control”. For this author, the principles that guide this new model aim to promote rationalization, effectiveness and efficiency in education systems, aspects that are traditional of business practice.

It is in this context that this study problematizes the possibilities of the effective implementation of democratic management within the scope of the NPM and of how to achieve the goals of the PNE (2014-2024) that involve democratic management. In this Plan, a period of two years was established for the effective management of democratic education, in association with technical criteria referring to the performance and merit of the public consultation carried out for the school community. This is done in the sphere of public schools, in order to provide resources and technical support from the Union for this new type of management (BRASIL, 2014a).

The methodology adopted in this study was the bibliographic and documentary research that sought to confront the normative acts that regulate Brazilian education, specifically regarding the democratic management of the public school, and the principles that characterize

the NPM. The concept of managerialism was taken as the theoretical foundation as contained in the Master Plan for the Reform of the State Apparatus and as theorized by Cabral Neto (2009), as well as studies by Oliveira (2017) and Cossio (2018).

It is worth noting that the discussions undertaken in this study, from a theoretical point of view, are related to the complexity of changes that have occurred in the State apparatus, which reverberate in the practice of educational management and, consequently, in educational practices and learning results. Therefore, this article may contribute to the understanding of the implications of the changes that took place in the face of the reforms carried out by the State that had an impact on educational policies, essentially, in relation to the implementation of democratic management in public schools.

Aspects of democratic management in the LDB

The democratic management of public education is an important principle to be observed in the implementation of public policies that are based on collective participation in educational matters, not only to the management of national education and its organization, but to the quality of teaching in a wider.

Law No. 9394/1996, in item VII of Art. 3 defines the “democratic management of public education” as a principle of maintaining education, “following the Law and the legislation of education systems” (BRASIL, 1996, p. 1, our translation). In Art. 14, in its items I and II, the LDB establishes that “the norms of the democratic management of public education in basic education” must be defined by the education systems following the principles of:

- I - participation of education professionals in the elaboration of the school's pedagogical project;
- II - participation of the school and local communities in school councils or equivalent (BRASIL, 1996, p. 6, our translation).

These principles, more specific in the scope of Basic Education in public education, were established in order to ensure that education professionals can actively participate in the elaboration of the school's pedagogical project, which contains the subjects and contents to be taught. Regarding the school and local community, their participation is determined in school councils or equivalent, in order to be able to assist the school in the face of decision making (BRASIL, 1996). Regarding the concept of participation, Libâneo, Oliveira and Toschi (2003, p. 35, our translation) emphasize that the manager has a decisive role when it comes to school

management autonomy, which means “[...] the ability of people and groups to the free determination of themselves, that is, for the conclusion of decisions in their own lives”.

Therefore, democratic management needs to be understood beyond the normative acts; it implies considering resizing the attitude of managers and education professionals themselves. The participation and commitment assumed by the community, in the democratic management of the school, must be considered as a way of leading an educational institution in a way that enables participation, transparency and democracy. In this context, according to Domingos and Thomaz (2019), the contribution and participation of each person in the management of the school and the recognition of their ideas must be independent of the position they occupy. However, participatory management does not happen naturally in all groups in the school community, with the need for it to be stimulated, experienced, instigated and apprehended by everyone.

According to Lück (2010), it is a positive practice for teachers to participate in school decision-making when actions are proposed that aim to contribute to development in the school environment.

Effective school participation presupposes that teachers, collectively organized, discuss and analyze the pedagogical problem they experience in interaction with the school organization and that, from this analysis, determine ways to overcome the difficulties they deem most in need of attention and make a commitment with the promotion of transformation in school practices [...] (LÜCK, 2010, p. 33, our translation).

These experiences on the part of the teachers provide a link between the school community and the institution, as it is these professionals who maintain contact with students and guardians. Thus, Rodrigues *et al.* (2020) argue that teachers can facilitate communication between the management group and the school community and, thus, the manager is responsible for strengthening the teaching participation in the school management, in order to make them acting and active members in the construction of the school identity.

The concept of democratic-participative school organization and management is referred to by Libâneo, Oliveira and Toschi (2003), who characterize it as one that combines the emphasis on effective participation in decision-making and human relations, in order to successfully achieve the educational objectives. In view of the school as an organization, these authors place an emphasis on planning, evaluation, management and school organization, which are internal and inherent elements in the organizational process. However, they demonstrate the need to be practiced in order to promote improvements in the educational process. They also argue that, in addition to participatory management, it is a way to

democratize management and provide opportunities within the scope of formation for citizenship, it implies the fulfillment of responsibilities and duties.

Libâneo, Oliveira and Toschi (2003) still mention that democratic and participative management consists of collective activity based on common objectives and is dependent on individual responsibilities in a coordinated and controlled action by those working in education. With this, the authors emphasize the important place of the manager in the school administration, including as a promoter of democratic management within the scope of the school organization.

In a broader context and in the same direction, Lima (2018) refers to democratic management as that carried out by more strengthened educational leaders, with objectives outlined with rigor and ambition, more active teachers, families with skills to participate in school choices, so that schools become effective achieving improvement in the results of the educational process. For this author, although democratic management is not yet considered a reality, it has caused significant changes in its practices, and, therefore, in school culture. However, the specificities of education and schools are not always recognized, and as a result, a substantive change in school management becomes more difficult.

One of the points highlighted by Lima (2018, p. 23) refers to “[...] the formation and professional culture of teachers and school managers, which are not always coincident, contrary to what happens in most organizations”. Along this line, the author highlights the teacher-student relationship in the teaching and learning processes, which is different and particular, emphasizing that teachers to act need students to want to learn. Given the above, the author stresses that the techniques and methods based on business management are difficult to apply in schools, which makes it difficult to carry out a managerial management in education. This is because,

[...] democracy and the practices of democratic collegiality, autonomy as participation in decisions and capacity to produce its own rules, towards forms of democratic endogovernment, are far from constituting simple management techniques, or even just political principles constitutionally legitimated in certain cases (LIMA, 2018, p. 24, our translation).

Despite these factors, Lima (2018) considers that, in addition to the ideological, organizational and political impacts, school culture has undergone significant changes, both in the curriculum and in teacher formation, in assessment and pedagogical models, in the behavioral attitudes of teachers and educators. These are educational issues in focus that imply

a collective exercise in relation to the participation of all those involved, students, teachers, family members and other members of the community in school decisions.

Democratic management in the PNE 2014-2024 and the quality of education

Law No. 13,005/2014 approved the PNE (2014-2024) and establishes in its Article 2, specifically in item VI, as one of the guidelines of the PNE, the “promotion of the principle of democratic management of public education” (BRASIL, 2014a, p. 1, our translation). In its Art. 9 it determines the functions of the municipalities, the states and the Federal District in relation to the approval of specific laws directed to:

[...] education systems, disciplining the democratic management of public education in the respective spheres of activity, within 2 (two) years from the publication of this Law, adapting, where appropriate, the local legislation already adopted with this purpose (BRASIL, 2014a, p. 9, our translation).

The National Education Plan PNE (2014-2024), through guidelines, strategies for educational policy, established 20 goals, which aim to contemplate the various modalities and stages of teaching, as well as valuing teachers, the financing of public education and the democratic management of the school (OBSERVATÓRIO DO PNE, 2018).

Democratic management is also referenced in goal 7 of this Plan and establishes that “the quality of basic education in all stages and modalities must be promoted, with an improvement in the school and learning flow in order to reach the following national averages for Ideb”, presenting the national averages expected for Ideb in the years 2015, 2017, 2019 and 2021, namely: for the “Initial years of elementary school”, 5.2; 5.5; 5.7 and 6.0, respectively; for the “Final years of elementary school” averages 4.7; 5.0; 5.2 and 5.5, respectively, and, for “High School” the averages 4.3; 4.7; 5.0 and 5.2, respectively (BRASIL, 2014a, p. 7, our translation).

Among the strategies to achieve this Goal 7, democratic management is privileged as a strategy that must be implemented and improved so that the quality of education index can be improved. In strategy 7.4, it is stated that schools of basic education must undergo constant self-assessment, through the creation of assessment instruments with a focus on guiding which dimensions should be consolidated, emphasizing that a strategic planning is elaborated, in order to continuously promote the quality of education. It also shows that democratic management is improved and that continuing formation is one of the actions of education professionals. In the same direction, strategy 7.16 aims to provide financial and technical support for school

management through the direct transfer of financial resources to the school, to guarantee the school community participation in the application of resources and planning, with a view to increasing transparency and the development of democratic management in an effective manner (BRASIL, 2014a).

It is observed that democratic management is a primary factor in decisions regarding the application of school resources, considering the improvement in educational results materialized in the Ideb indexes. According to the document “Planning the Next Decade: knowing the 20 Goals of the National Education Plan”, promoting the democratic management of education implies the involvement of educational institutions and education systems, considering the modalities, stages and processes levels of education, as well as the mechanisms and instances of collective participation. It also appears that the democratic management of education is an important principle that contributes to the learning and functioning of collective participation in matters relating to the management and organization of national education (BRASIL, 2014b).

The implementation of democratic management is also contemplated in goal 19 of the PNE (2014-2024), which refers to:

Goal 19: 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 Union for this purpose (BRASIL, 2014b, p. 14, our translation).

It is also important to highlight the strategies foreseen in this Goal 19 of the PNE (2014-2024), which, directly or indirectly, are intended to promote the democratic management of education:

- Strategy 19.1: establishes the priority of Union resources for education for the states, respecting national legislation, admitting the participation of the school community, the appointment of school principals, made jointly.

- Strategy 19.2: aims to expand formation and support programs for councils that accompany and control Fundeb⁴, school meals, regional and that accompany public policies, ensuring that councils have adequate physical space, equipment, financial resources and means of transportation that allow visits to the school network.

⁴ Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals (BRASIL, 2017)..

- Strategy 19.3: deals with the incentive for the construction of Permanent Education Forums, aiming at the coordination of “municipal, state and district conferences” and to monitor the implementation of this Plan.

- Strategy 19.4: advocates the encouragement in Basic Education to establish and strengthen associations of parents and student unions, as well as spaces in schools so that they can function with the proper conditions.

- Strategy 19.5: advocates encouraging to the establishment of school councils and municipal education councils, which, after being strengthened, cover the participation of supervised counselors in educational and school management to function autonomously.

- Strategy 19.6: refers to the encouragement, participation and consultation of family members, students and education professionals, so that school curricula, political pedagogical projects, school regulations and school management plans are constituted, with a view to ensuring that responsible for students participate in the evaluation of school managers and teachers.

- Strategy 19.7: foresees the favoring of processes that involve the autonomy of financial, pedagogical and administrative management in schools.

- Strategy 19.8: refers to the development of programs for the formation of school managers and principals, applying the specific national test, in order to privilege objectivity in the criteria for filling positions (BRASIL, 2014a).

It should be noted that all these strategies aim to ensure the effectiveness of democratic management in schools. In view of the success of Goal 19 through its strategies, it is essential to improve the management modes of public policies for education, in order to guarantee conditions for participation to take place regarding the autonomy of financial, pedagogical and administrative management, in the same way as the social control and accountability processes (BRASIL, 2014b).

The monitoring of the goals of the PNE (2014-2024) was adopted as a structural axis of the Brazilian Yearbook of Basic Education (2019). Organized by *Todos pela Educação* and Moderna Publishing Company, this Yearbook offers information and data on Brazilian education, based on the 20 goals of the PNE (2014-2024), to subsidize consultations and monitor the quality of education, as well as contribute to the current situation and perspectives regarding the future of education. This document reinforced democratic management in school education, as well as showing the effective participation of the community in school management as a condition, in order to accompany pedagogical work and social control.

Cruz and Monteiro (2019), organizers of the aforementioned Yearbook, emphasize the fact that democratic management is supported by LDB No. 9394/1996 and the Federal Constitution (BRASIL, 1988) and also point out the participatory agencies as one of the indicators that allow the evaluation of the development of education. For these authors, democratic management can be defined as the participation of education professionals, as well as the community “[...] in the elaboration of the school's political pedagogical project. This participation takes place through councils, forums, associations of parents and teachers, unions, assemblies, among others” (CRUZ; MONTEIRO, 2019, p. 131, our translation). It is observed that participation is a condition for democratic management to take place and it is up to managers to promote conditions for participation.

However, according to data presented in the Yearbook, in 2017, in 7.8% of public schools there was no school council, which “[...] are collegiate bodies composed of representatives of the school and local communities” (our translation), and only 61.8% of the existing school councils were attended by students, teachers, parents and school staff. In the other councils, representativeness was even more reduced, with the absence of students (CRUZ; MONTEIRO, 2019, p. 115).

Thus, it is observed that Law No. 13,001/2014, which approved the PNE (2014-2024), as a State policy, determines the democratic management of public education in a comprehensive manner and stipulates that its implementation takes place in two years. It also establishes, both in Art. 2 and Art. 9, and in goals 7 and 19, attached to this Law, diversified strategies that must be implemented by those involved in school management, covering the local community, so that there is a democratic and joint work to prioritize improving the quality of education.

It is considered that this legal situation that legitimizes the search for democratic management in basic education is a great advance in the Brazilian educational system, however, in this same context, there is a new model of public management in motion, including in education, based on principles that can confront the ideals that guide democratic management, which is discussed below.

Managerialism in education and new public management

According to Cóssio (2018), in recent years, the objectives and conceptions that guide the functionality and the ways of managing institutions have been considerably altered by the structural reform that the public sector has undergone. It is an administrative reform that

strengthens new practices and discourses coming from the private sector and is designed to guide public institutions in all government sectors. In Brazil, public management reform was inspired by management strategies carried out in private companies, originating the NPM (BRESSER-PEREIRA, 2017).

According to Cóssio (2018), it is possible to point out that the NPM refers to changes in public administration, in view of the modernization of the management of private companies, known as managerialism. In similar terms, Reis (2019) highlights managerialism as a practical and ideological action, aimed at the application in the public instance of cultural values and methodologies similar to private business administration.

In the democratic management of the public school, management aspects of public institutions can be integrated. In the same way, NPM is configured in an effort to reorganize the functioning of the essential activities promoted by the State, being able to encompass several arrangements between private and public organizations, that is, NPM celebrates “[...] public private partnerships (PPPs) as a configuration of public policies” (CÓSSIO, 2018, p. 67, our translation).

Souza (2019, p. 12, our translation), summarizes the principles of New Public Management in the following terms:

[...] professional management in the public sector; establishment of explicit performance standards and measures; emphasis on results control; divide the public sector into smaller units; higher levels of competence; emphasis on the public sector management style based on the private sector model; greater discipline and assessment of resources.

Therefore, NPM proposes a change in the objectives of public action, aiming to influence new ways of managing and organizing the “public thing” (OLIVEIRA; DUARTE; CLEMENTINO, 2017). NPM combines the actions of increasing the responsibility of public administration and making management more flexible, increasing governmental accountability (SANO; ABRUCIO, 2008). In view of what has been exposed about this new management model being implemented in public institutions, including educational institutions, the following is a discussion on democratic management in this new context.

Democratic management at school

Discussing democratic school management in the school environment means taking the LDB and the PNE (2014-2024) as a basis, in addition to the Federal Constitution, which needs to be implemented in order to make it possible in public schools today. Thus, it is important to

mention the appreciation of school management, which was influenced by the impact of managerialism, and which, although they are different processes in Brazil, present themselves as “[...] symbiotically articulated phenomena, which helps to explain why, not infrequently, the criticism of the notion of school management presents itself as a criticism of managerialism, and vice versa” (BURGOS; BELLATO, 2019, p. 924, our translation).

Thus, such “[...] symbiosis starts to inform the reformist imagination of the educational system in Brazil” (BURGOS; BELLATO, 2019, p. 924, our translation), which was not lacking was a large investment by private institutions, which started to implement and establish action programs aimed at strengthening the school management culture in educational environments. Between mid-1990 and 2014, there was a managerial convergence between the most successful states in educational terms, in which managerialist instruments, such as target policies, salary bonuses and incentive systems, large-scale assessment and monitoring systems, prevailed (BURGOS; BELLATO, 2019). Thus, challenges arise that point to signs of exhaustion of this reformism subsidized by ideals of managerialism, such as the difficulty in terms of resistance to changes in the area of education.

As for the managers, according to Burgos and Bellato (2019, p. 924, our translation), despite the progress in the effort of certification and professional qualification of school principals, “[...] the reformist wave carried out by the states and municipalities did not transform, but partially, the personalist-type of professional culture that characterizes the relationship between principals and schools”, as there is political indication regarding school management positions in much of the country.

In this line of interpretation, Lima (2018) refers to the democratic management of public schools, pointing out organizational, political, cultural and historical obstacles. Regarding the cultural heritage of authoritarian political regimes in Brazil, the author states that there is a formalist aspect that stems from the lack of theoretical foundation and research on school management, as well as political reproduction by those involved in education and what is determined in the legislation.

In particular, in the context of NPM, according to Lima (2018), the achievement of democracy in school management has faced obstacles, namely: organizations that are opponents of democracy; the democratization of political regimes and the approval of legislation are not sufficient to guarantee effectiveness in the democratic management of schools; to accept, based on politics and ideology, that the democratic management of schools can be substantive, considering legislation and the common place in practices; and, the difficulty in consolidating the democratic management of schools, due to the need for cultural

and educational rupture in relation to authoritarian practices, which would require more advanced, coherent and continuous public policies.

In this scenario, education systems need to meet quality goals, which are associated with the Basic Education Development Index - Ideb and, thus, start to manage schools in order to obtain better performance from students with regard to learning that is currently measured by external evaluations. Among the reflexes of this evaluative policy, it is possible to say that the principals of the schools end up using strategies with the students in order to reinforce the knowledge that the students build through simulations based on goals to be accomplished, distancing themselves from the focus of the pedagogical project. (OLIVEIRA; DUARTE; CLEMENTINO, 2017).

These authors still claim that there are demands in the sense of transformation, which reflects in the performance of teachers and school managers, and, consequently, in the functioning of the school. In this way, the principles that underpin international accountability guidelines end up influencing decision-making, damaging educational systems, considering only the results of these assessments (OLIVEIRA; DUARTE; CLEMENTINO, 2017).

Thus, according to Oliveira, Duarte and Clementino (2017), NPM is incorporated by public school managers, in agreement with the State that conducts education aiming to improve results with less investment of resources. In this way, these principles arising from the private sector are incorporated into the public school as universal precepts and there is no longer any questioning in relation to the purposes of teaching for the public of students. It can be said that, in the school environment, the principles are attributed as pragmatic objectives and procedures that do not align themselves in a way to solve the problems faced by Brazilian education.

Final considerations

The purpose of this article was to investigate the implementation of democratic management in public education institutions based on the literature, in the PNE (2014-2024) and in the LDB, which bring guidelines and regulations for this process, as well as questioning its effectiveness in the context of NPM.

When analyzing the aspects of the LDB with regard to the implementation of a democratic school management that privileges the participation of all those involved in education and the surrounding community, it was found that educational policies were being structured in a way to enable the democratization of management of the school. Therefore, it can be observed that this Law recommends that education professionals participate in the

democratic management of the school, essentially in the construction of the pedagogical project and its development, and that the school and local communities integrate school councils in order to assist the school in decision making.

The analysis of the PNE (2014-2024) regarding the democratic management of the school made it possible to observe that, as a State policy, it reaffirms the constitutional rules and stimulates the implementation of a management that can be a marker of national education. In this way, democratic management, as stated in this Plan, is admitted as a space for construction and reflection of all those involved in the school community, which can be admitted as an activity that benefits the improvement of the quality of the educational process and the development educational policies that, in a more structured way, can instruct all modalities, stages and levels of national education.

Regarding the Brazilian Yearbook of Basic Education, it is built based on the goals of the PNE (2014-2024) and, therefore, it refers to the monitoring of democratic management, such as the one with the participation of the actors in the educational process and members school and local community. Thus, the data that this Yearbook organizes and presents is subject to analysis and studies, and can support decision-making in the preparation and adaptation of new educational policies that integrate democratic management, so that it can be implemented in public schools in Brazil.

Although the LDB recommends that in education it is necessary that the actors of the educational process participate in democratic management at school and, yet, the Brazilian Yearbook of Basic Education deals with democratic management in order to consider the school and local community, the literature showed that there are obstacles to the implementation of democratic management in schools. In addition, these obstacles are present in organizations opposing democracy, in the act of passing laws and democratizing political regimes, in the acceptance that the school is a common place for democratic educational practices. And yet, in relation to the consolidation of democratic management in schools, considering the need for an educational and cultural break with regard to authoritarian practices, which implies that the school promotes itself in coherent, advanced and continuous public policies.

This scenario shows that NPM at school is modifying democratic school management, which can contribute to a change in culture, however, it is not enough just to have its implementation guaranteed by law, since it is influenced by regional, local and even national specificities. It is necessary to go further, as advocated by Cabral Neto (2009), NPM in education requires structural changes, which implies the forms of management in the alteration of elements of the organizational culture, since they are guided by principles of strategic

management and quality control education in order to promote effectiveness, rationalization and efficiency in education systems.

In short, it is necessary to emphasize that democratic management does not have an end in itself and goes beyond its cultural, social, political and economic role, in the sense of promoting transformations and offering conditions for the improvement of the quality of education to be established, it is still necessary to consider the pedagogical role of democratic management. Its pedagogical value is linked to the democratic experience in the day-to-day management of the school and to the formation of people for citizenship and autonomy. This, in a joint action of the actors of the educational process and of members of the community in which the schools are inserted, based on the legislative norms for national education.

It is recognized that there are many difficulties in implementing democratic management in this new context, but it is also argued that the changes in the NPM cannot be a hindrance to new achievements in education. However, regarding the effectiveness of democratic management, it can be said that there is a long way to go.

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