

The conceptions of democratic school management

As concepções da gestão escolar democrática

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ABSTRACT

This work brings an approach on democratic schoolmanagement. It is divided into three chapters. In the first chapter it deals with the methodology in a bibliographic approach as well as a brief historical report. In the second chapter, the management concept was addressed as well as focusing on management models specifying the democratic and participatory management model. In the third chapter, the third chapter provides an approach on the example of the management model and importance of the role of the school community and itsresponsibilities in the process of participatory democratic school management.

Keywords: management design, participatory democratic and management models.

RESUMO

Este trabalho traz uma abordagem sobre a gestão escolar democrática. Ele está dividido em três capítulos. No primeiro capítulo trata sobre a metodologia numa abordagem bibliográfica como também um breve relato histórico. No segundo capítulo foi abordado a concepção de gestão como também focando os modelos de gestão especificando o modelo de gestão democrática e participativa. Já no terceiro capítulo traz uma abordagem sobre a exemplificação do modelo de gestão e importância do papel da comunidade escolar e suas responsabilidades no processo da gestão escolar democrática participativa.

Palavras-chave: desenho de gestão, democracia participativa e modelos de gestão.

1 INTRODUCTION

The theme addressed in this project is relevant to the present day through innovations in the Brazilian educational sphere, with democratic educational management

leaving aside a totally administrative conception, making room for the dynamic mobilization and collectivity of people.

To develop this study, we used the methodological approach of a bibliographic nature, with the objective of understanding the historical process of the construction of the concept of school management, for this understanding will cite authors such as Heloísa Lück, José Carlos Libâneo and Vítor Henrique Paro.

The word management comes from the Latin meaning to manage or administer, the word democratic comes from the word democracy that is of Greek *demo* origin (people) and *kracia* (government) meaning form of government in which power emanates from the people. Democratic management is decentralized, its way of administering is participatory making it essential for the implementation of the process of democracy and the collectiveness of all that make up the school (direction, faculty, student, parents and community).

The first chapter of this study brings an approach on the concept of school management, enabling some of its historical context. And a new direction in the way of managing the school, which can observe the school management models that are: technical – scientific, socio-critical, self-managed, interpretive and democratic-participatory.

It is in the second chapter that one of these models that is focused on the study, will be specifically portrayed the model of democratic-participatory management, the construction of the concept, what is democratic management and participatory management,

2 METHODOLOGY

Throughout the history of Brazilian education, men and women have been seeking improvement in education, fighting for a school for all, an example was the pioneering movement of the new school in which its representatives required a school with a new vision in which it reached everyone's right to it. And over time it has been updating the educational process, reviewing its practices, its concepts, its methods and in which the director had the full responsibility of the institution.

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But through many debates and achievements, today we have the proposal of a school focused on a partnership work of responsibility together direction, faculty, staff, students, parents and community, to together carry out a democratic management, because before the management was centralized and due to this new approach the manager has the responsibility to manage not only the pedagogical resources also the financial resources, Bastos (1999, p.28) brings a caveat on this subject that "Strengthens the authority of the school leader as a manager of financial resources".

This phrase recalls an excerpt from Saviani's text (1994, PP.151-167) that says: "The school's requirement extends both vertically and horizontally, this is what is called school hypertrophy". The key word of this passage is the hypertrophy of the school, that is, the expansion of its activities, in addition to educating to train citizens with autonomy, it also has the responsibility of the family role and health care.

The responsibility of the school with the student has been increasingly comprehensive, the Secretary of Education in turn further intertwining these activities school, health and leisure, through the educational partner projects such as: more education, open school, school neighborhood and school health.

We add all these activities mentioned above, with the pedagogical, administrative and financial functions, the increase in this demand is almost impossible to manage alone, so it is observed that there was a reason to implement a new educational paradigm: school management.

It is noteworthy that it is not contradictory to the school administration, but has a differentiated look at education. Lück (2006a) "refersto administration as a paradigm that for years schools have tried to implement with some modifications according to their objectives, but to no avail".

For Lück (2006b), "democratic management does not disparage the administration, but overcomes the limitations of the approach, simplifying and reducing to meetthe demands and the increasingly complex reality".

Because its concept is differentiated, while the administration was little more limited, it was seen as a process of organization of a nature to command and control through a direct reasoning to act in a series of demands. The democratic in turn tends to encompass a series of more comprehensive demand, proposing the school be closer to the reality of the community.

We need to understand the meaning of management that comes from the word *gestio* in Latin and refers to the action of managing or administering. Several scholars have

conceptualized the word management in several resorts, but it is worth emphasizing the concept of school management. As pointed out by Lück, school management:

[...] constitutes a dimension and an approach of action that aims to promote the organization, mobilization and articulation of all material and human conditions necessary to ensure the advancement of socio-scientific processes of educational establishments oriented to the effective promotion of learning by students, in order to make them able to adequately face the challenges of globalized society and the knowledge-centered economy (LÜCK, 2000, p.11).

This whole process positions a new direction in the way of managing a school, according to the concept put by Luck (2000) is a more complex relationship that involves the participation of all people inserted in the school and society seeking to achieve the objectives of a globalized society. Without going unnoticed about the acquisition of learning preparing the student for the challenges of the current society. Ferreira also defines School Management as:

The democratic management of education is today a value already enshrined in Brazil and in the world, although not yet fully understood and incorporated into global social practice and Brazilian and global educational practice. Its importance as a resource for human participation and citizenship training is undoubtedly important. There is undoubtedly a need for the construction of a more just and equal society. Its importance as a source of humanization is undoubtedly undoubted (apud Ferreira 2002, p.305).

The authors report that school management is intertwined with the articulation of all who compose it, in order to advance the students' learning, seeking their education as a citizen with a critical census, in a more just and humanized conception.

3 CONCEPTIONS OF SCHOOL MANAGEMENT

Libâneo (2001) refers to five conceptions of organization and management: technical - scientific, socio-critical, self-managed, interpretive and democratic-participatory. Let's look at the following how this author defines each of these conceptions.

- a) **Technical – scientific: a bureaucratic and technical division** prevails in school, where the direction is centered on one person, decisions come from the top down and just fulfill a previously elaborated plan, without the participation of teachers, specialists, students and staff. It is a management taken as neutral and technical, as it can be planned, organized and controlled. Giving a lot of weight to the organizational structure, based on the hierarchy of positions and functions, the

rules and administrative procedures, for the rationalization of work and the effectiveness of school services.

- b) **Socio-criticism: in which the school organization is conceived as a system** that aggregates people, considering the intentional character of their actions and the social interactions they establish with each other and with the sociopolitical context, in the democratic forms of decision-making.
- c) **Self-management:** it is based on collective work, on actions as a result of the decisions of all segments that make up the school community. Therefore, this type of management is marked by the strong participation of all members of the institution and emphasizes the relationships between people to the detriment of tasks. Power is the collective of the school and aims at the preparation of forms of self-management at the political level. It is also marked by the emphasis of collective responsibility and the refusal of pre-established norms. As we can see, this management model is characterized by the absence of centralized power in the school and by the democratic experience, with a view to the conquest and expansion of the same experience in society.
- d) **Interpretive:** considers as priority elements in the analysis of the processes of organization and management the subjective meanings, intentions and interaction of people. Strongly opposing the technical-scientific conception, because of its normative rigidity and for considering organizations as objective realities, the interpretative approach considers organizational practices as a social construction based on subjective experiences and social interactions.
- e) **Democratic-participatory** – this conception is marked by the search for common goals as the responsibility of all who make the school. In this type of management is the search for solidarity relations and participatory forms; however, it also values the internal organization whose main instrument is participatory planning – *this "constitutes a political process"* (HORA, 2002, p. 51).

All these conceptions of school management are quite interesting. Therefore, we find the management conceptions focusing on democratic and participatory, being emphasized in the decoro of this study. This subject previous years had already been

mentioned in the Constitution of 1988 our Magna Carta which says: its article 206, which form of management of Brazilian education should be democratic and participatory, as attests to item VI "the democratic management of public education, in the form of the law".

4 DEMOCRATIC MANAGEMENT

The democratic as mentioned at the beginning of this project has its meaning that the government emanates from the people, which is why the partnership at work is the commitment of all who make up the school community. On democratic management in Brazilian public schools, Law No. 9,394/1996 is positioned as follows: In article 3, item VIII, it emphasizes that democratic management of public education, in the form of this Law and the legislation of education systems.

He also points out, "every time we talk about democratic management, it seems to be utopia, which does not exist, but it does not mean that it cannot exist." According to the same author, to the extent that it is seen as something of value from the point of view of solving the school's problems can become desirable. It is the first step towards concrete decisions is to enable a project of democratization and awareness of human relations within the school (Paro 2001, p. 7).

It is necessary to position ourselves through the transformations of Brazilian education, in the new direction that is being directed seeking the improvement of education, democratic management brings a new look at the activities carried out in schools, taking into account the human relations that Paro portrayed above. However, the action of construction of management needs to encompass all that make up the school community, in order to contribute to the educational development of the school.

The possibility of an administrative action in the perspective of collective construction requires the participation of the entire school community in the decisions of the educational process, which will result in the democratization of the relations that develop in the school, contributing to administrative-pedagogical improvement (HORA, 2007, p. 49).

An important factor in this implementation is its functioning in the school routine, given these innovations, the new proposals, this autonomy granted. According to Libâneo (2009) "a well organized and managed school is one that creates and ensures organizational, operational and pedagogical conditions didactic".

According to the principle of democratic management, the realization of the management process also includes the active participation of all teachers and the school community as a whole, in order to contribute to the implementation of democratic management that guarantees quality for all students (Lück, 2009, p.23).

Education in this new century comes with greater scope in the administrative area. On democratic administration, Araújo, Maria says:

The possibility of a democratic administration in the sense of its articulation, in form and content, with the interests of society as a whole, has to do with the purposes and nature of the administered thing.

In the case of school administration, its specificity derives, because: a) the objectives that seek to achieve the school; b) the nature of the process that involves this search.

These two aspects are by no means unbound from each other.

Appropriation of knowledge and the development of critical awareness, as the objective of a transformative education, determine, [...], the very peculiar of the school pedagogical process (2009, apud. Paro 2000, p.151-152).

The objectives pointed out by Araújo (2009) follow a parallel path, being the combination of these objectives for the realization of an education for society, with the capacity to transform. Oliveira and Rosar (2002) also say that: "The decentralization process has shown for the diversified way of managing and organizing the school institution."

This is the role of the democratic school administration that organizes the school in a decentralized way, that is, counting on the co-management of all participants. It is through this form of decentralization that democratic and participatory management has been developing in the way of managing school management.

Therefore, democratic management can be defined as the process in which conditions are created and the necessary guidelines are established so that the members of a collective not only take part, on a regular and continuous basis, from their most important decisions, but to make the necessary commitments for its implementation. This is because democracy presupposes much more than making decisions (Lück, Siqueira, Girling and Keith, 2008).

When the authors point out that democracy presupposes much more than making decisions, it is because it also involves the whole and not only a portion of the democratic process. If the whole of its totality is exercised, for the good development of the whole and its improvement.

5 PARTICIPATORY MANAGEMENT

For Lück ET al. (2002, p. 15) "the concept of participatory management involves, in addition to teachers and other staff, parents, students and any community representative

who is interested in the school and in improving the pedagogical process." It is in this participatory way that educational management needs to solve pedagogical, administrative and financial actions.

And the role of the manager is autonomy and not authoritarianism, in this demand is accredited a management so that its power is decentralized, making society position itself in relation to the activities of the school context, because each member of yours has its role in the management under study. For Lück:

The school principals are responsible for ensuring the achievement of educational objectives, for the good performance of all participants in the school community and for achieving the quality standards defined by the education system and national, state and municipal laws(Lück,2009, p.22).

The employees are helpers in the construction of the school environment, because the involvement in the management process and in the decisions to improve education has shown the effectiveness of the school.

Parents have the responsibility in addition to following their child's education, seeking favorable conditions with the school for the best performance of pedagogical, administrative and financial actions. The students are the main "actors" of the institution, because the actions are aimed at them so that they have a good development in the studies, contributing to their personal and social formation. It is through the relationship of integration of school leadership with the community that all participatory development occurs.

6 EXEMPLIFYING MANAGEMENT MODEL

In this topic there will be a deepening on the educational management model of the city of Recife, to serve as an example of an educational management in a shared way, that is, participatory democratic. Law 16,768 governing this management model:

TITLE IV OF DEMOCRATIC MANAGEMENT

Art. 9º The democratic management of teaching will guide the actions of planning, implementation and evaluation of policies and education plans of the Municipality, ensuring the participation of teachers, parents, students, employees and representatives of the community, the entities that work in the educational field and the agencies that integrate this education system.

Art. 10. The Municipal Education System of Recife - SMER, in addition to other mechanisms provided for by law and established by the Executive Branch, will have the following democratic management instruments:

I - the Municipal Council of Education - CME;

II - the Municipal Conference of Education (COMUDE) dealing with Art. 134, § 2 of Municipal Law No. 15.547/91, promoted by the Municipal Department of Education, for the formulation of educational policy guidelines and evaluation of its implementation, which will be held periodically, with broad

participation of the representative entities of society, the executive and legislative branches and all members of the school community;

III - the Regional Commissions, whose representatives will be chosen by joint election, for a two-year term, from the inauguration, and shall be the following:

a) monitor and evaluate the quality of education in schools in the Administrative Policy region - RPA;

b) support and stimulate initiatives aimed at improving the quality of the functioning of the School Councils, as well as ensuring their autonomy;

c) to promote the continued training of the agents of the Municipal Education System of Recife in the RPA, in line with the Democratic Management Commission.

IV - the School Board, established in each public school unit, whose objective is to adjust the guidelines and goals established by the system to the reality of the school unit, participating in didactic planning, monitoring and evaluating the pedagogical-administrative process, in its various aspects, aiming at improving teaching;

V - implementation of a project to choose the leaders of educational institutions maintained by the Municipality, in the form that the law will establish;

VI - implementation of student unions in all smer teaching units.

The first progress for democratic management within the school context was the feasibility of direct elections for leaders and deputy leaders. Corrêa says:

That the election of the director may be the first step for democratic management and that, like every process of change, carries challenges and overcoming the practice, which requires a certain attention when talking about the theme in vogue (CORRÊA, 2000).

It brings the caveat that the position is not definitive but provisional, so as not to occur abuse of power, which would leave aside the focus that is participatory, collegiate management. Thereby:

[...] we introduce the election of school leaders and school boards, guarantee freedom of expression, thought, creation and collective organization at school, and facilitate the fight for material conditions for the acquisition and maintenance of school equipment, as well as for decent wages for all education professionals. (Bastos, 2002, p.8).

Thus, the school's management is chosen, it is understood that the community is involved with the management process, participating democratically, seeking interest in the teaching-learning process. To apply for the position of school leader need to look at some conditions that is established in the municipal legislation of Recife. The management model of the municipality is based on LDB9394/96 articles 14 and 15 that portrays:

Art. 14 Education systems will define the norms of democratic management of public education in basic education, according to their peculiarities and according to the following principles:

I- Participation of education professionals in the elaboration of the pedagogical project of the school;

II- Participation of school and local communities in school boards or equivalents.

Art. 15 – The education systems will ensure that public primary education schools integrate progressive degrees of pedagogical and administrative autonomy and financial management, in compliance with the rules of public financial law.

Along with the Law of Guidelines and Bases the organic municipal law in Chapter VI in Article VI in principle VII also portrays: Democratic management in public schools, with the participation of teachers, parents, students, employees and community representatives in school boards, not the way in which the law is available.

This democratic management model for the municipality brings a significant increase in society's commitment to education, because the autonomy of the manager becomes more present and active in the segment of its management. The involvement of students, parents, teachers, employees in the participation of articulated and planned actions for the improvement of the school makes it indispensable.

With the new demand, the increase in funds has been significant in the various segments with the programs, and it is up to the school board to order these programs from the manager. The school is democratic and participatory. Lück 2009 points out that: "The democratic school is one in which its participants are collectively organized and committed to the promotion of quality and quality for all."

The Executing Unit, whose responsibility would be to receive, plan and manage financial resources of the school unit:

The Executing Unit is a generic name, adopted to refer to the various nomenclatures, found throughout the national territory to designate a private, non-profit entity linked to the school, with the objective of managing financial resources, transferred to the maintenance and development of teaching. No matter what name the school unit and community choose for the Executing Unit, be it Association, School Box, Circle of Parents and others. The basic principle is the search for the promotion of school autonomy and community participation, in all its dimensions: pedagogical, administrative and financial (Brasil, 1997).

UEX has a financial school nature, whose function is to manage the funds, or, resources from the municipal agency to the schools. Another function is to reconcile the school-family-community relationship so that it can play its role; it also has the function of managing the conservation of the physical structure. The executing unit seeks the constant autonomy of the school with community participation in the exercise of democratic management.

Participatory is the collaboration together for the development of the quality of education, to ensure better conditions to study. According to Lück (2007a): "Participation

therefore requires preparation, which involves the ability to make decisions in a shared way and commitment to the implementation of the decisions made."

The politically speaking society has been in a process of change in recent decades, and education could in no way be archaic, it was necessary to repaginate, reformulate, a need for significant transformation emerged, in a concreteway. This was done through the new management model, seeking the participation of society for the construction, definition and implementation of policies.

7 FINAL CONSIDERATIONS

This work was carried out in order to deepen the knowledge in the theme addressed, seeking the light of the theorists' concept of management. And for these searches were used books, text, internet search, the laws for socialization with the studies made during this work.

This whole bibliographic process was great enrichment for the proposed work. Showing the importance of its role through the implementation of democratic management. Raising awareness to all who make up the school community the importance of their participation in the contribution of the development of the learning teaching process in training for critical citizens.

Currently, democratic school management is a widely discussed topic in the Brazilian educational field, even with so many debates it is a new project, in the search to face the challenge of a quality and egalitarian education for all. Participatory democratic school management has created attitudes that lead each member to autonomy actions in this process, which is built every day based on the objectives defined collectively.

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