

THE CONCEPTION OF MANAGEMENT IN EDUCATION PLANNING
A CONCEPÇÃO DE GESTÃO NO PLANEJAMENTO DA EDUCAÇÃO
LA CONCEPCIÓN DE GESTIÓN EN LA PLANIFICACIÓN DE LA EDUCACIÓN



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| 1



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ABSTRACT: This study aims to apprehend the topic of educational planning and how the conception of democratic management and managerial management are presented in the educational literature. We used qualitative research, based on bibliographic studies. For this purpose, as our bibliographic sources, we consulted articles, book chapters, and books, all of them dealing with both democratic and managerial management, as well as educational planning. At first, we approached the democratic management and managerial management of education, and, after that, the educational planning, and how such concepts are presented in it. We concluded that the educational planning contributes to the organization of the educational management as it makes it possible to set achievable goals and objectives in order to improve the quality of education. When it presents a conception of democratic management, it leads to citizen's critical development, since it provides the participation in the planning process, as well as defining the path that enables the conditions for the collective edification of actions within the educational field, according to the society's wishes; therefore, contributing to social transformation. When there is a conception of managerial management, it is elaborated only by the State and, in this process, the civil society participation is partially accepted, and it happens in a rationalized way only in the implementation part, but not in the planning itself.

KEYWORDS: Democratic management. Managerial management. Educational planning.

RESUMO: *Este estudo tem como objetivo apreender o planejamento educacional e como a concepção de gestão democrática e de concepção de gestão gerencial nele se apresentam na literatura educacional, isso por meio de pesquisa qualitativa, a partir de estudos bibliográficos. Para tanto, utilizamos como fontes bibliográficas artigos, livros e capítulos de livros que tratam da gestão democrática, da gestão gerencial e do planejamento educacional. Num primeiro momento abordamos a gestão democrática e a gestão gerencial da educação; e, a seguir, o planejamento educacional e como as mencionadas concepções de gestão nele se apresentam. Concluímos que o planejamento educacional contribui para a organização da gestão educacional, já que possibilita traçar metas e objetivos a serem alcançados para a melhoria da qualidade da educação. Quando apresenta uma concepção de gestão democrática intenta a formação crítica dos cidadãos, pois proporciona a participação no processo de planejamento, definindo o caminho que propicie condições de edificação coletiva das ações no âmbito educacional, conforme os anseios da sociedade, concorrendo para a transformação social. Já quando tem uma concepção de gestão gerencial, é elaborado apenas pelo Estado e nesse processo admite a participação da sociedade parcialmente, apenas tomando parte da implementação, de forma racionalizada, e não da elaboração do planejamento.*

PALAVRAS-CHAVE: *Gestão democrática. Gestão gerencial. Planejamento educacional.*

RESUMEN: *Este estudio tiene como objetivo apprehender la planificación educacional y cómo los conceptos de gestión democrática y de gestión gerencial se presentan en la literatura educacional, a través de una investigación cualitativa, basada en estudios bibliográficos. Para ello, utilizamos como fuentes bibliográficas artículos, libros y capítulos de libros que tratan de la gestión democrática, de la gestión gerencial y de la planificación educativa. En un primer momento, abordamos la gestión democrática y la gestión gerencial de la educación; y, a continuación, la planificación educativa, y también cómo se presentan los conceptos de gestión anteriormente mencionados. Concluimos que la planificación educativa contribuye a la organización de la gestión educacional, ya que permite trazar metas y objetivos para mejorar la calidad de la educación. Cuando se presenta una concepción de gestión democrática,*

pretende la formación crítica de los ciudadanos, ya que proporciona la participación en el proceso de planificación, definiendo el camino que propicia condiciones para la edificación colectiva de acciones en el ámbito educativo, de acuerdo con los deseos de la sociedad, contribuyendo así a la transformación social. Cuando tiene una concepción de gestión gerencial, es elaborada sólo por el Estado y en este proceso admite la participación de la sociedad parcialmente, participando solamente de la implementación, de manera racionalizada, y no de la elaboración de la planificación.

PALABRAS CLAVE: *Gestión democrática. Gestión gerencial. Planificación educacional.*

Introduction

Educational planning emerged in the second half of the 20th century, as this was a recurring theme in international meetings, being considered one of the milestones for the International Seminar for Integral Education Planning, held in Washington in 1958, which pointed out many evils for Latin American education, one of which is the index of the low development of countries.

According to Scaff (2007), these deficiencies presented at this Seminar (which we will not be dealing with here) were treated as a failure in the administration of educational services offered by the underdeveloped countries of Latin America. And with the objective of recovering development and guide educational actions in a rational way in order to resume the development of the countries, they organized the educational planning.

The countries sought to carry out "[...] the comprehensive planning of education, at ministerial level, and the establishment of planning committees, at regional and local levels" (SCAFF, 2007, p. 335). In this planning, policymakers, together with governments of Latin American countries, elaborate educational plans based on their conceptions and discussions at education conferences, determining the specificities of educational planning

Thus, Planning is seen as an important mechanism for the organization of education systems, since it aims to create strategies in order to implement proposed objectives to be achieved within these systems. To this, it presents a conception of educational management. And in this article, we seek to understand how the conception of democratic management and management are presented in planning, in the Brazilian educational literature. This is through qualitative research, based on bibliographic studies.

Qualitative research allows describing, analyzing, understanding and classifying dynamic processes of social groups, besides competing for understanding the specificities of the action of individuals (RICHARDSON, 2008). For Esteban (2010, p. 127, our translation),

it constitutes a systematic activity, oriented to

in-depth understanding of educational and social phenomena, the transformation of socio-educational practices and scenarios, decision-making and also the discovery and development of an organized body of knowledge.

We use as bibliographic studies in this article books, book chapters and articles dealing with the democratic management of education – Cury (2002, 2005); Dourado (1998); Alves (2010, 2014, 2019); Freitas (2007); Alves and Freitas (2008); Souza (2009, 2018); Paro (1998); Santos and Alves (2017); Adrião and Camargo (2007); Adrião and Camargo (2007) - ; management of education - Castro (2007); Brasil (1995); Alves (2010; 2015); Paro (2010); Groppo (2006); Ribeiro and Chaves (2012); Alves, Alves and Fernandes (2014) – ; and educational planning Fonseca, Ferreira e Scaff (2020); Scaff (2006, 2007); Fernandes (2006); Saviani (2010; 2011); Zainco (2000); Scaff; Oliveira and Lima, (2018); Padilha (2001); Matus (1988).

At first, we embrace the democratic management of education; soon after, the management of management education; then, educational planning and how the aforementioned conceptions of management present themselves in it.

| 4

Management conceptions: democratic and managerial

Cury (2005, p. 14, our griffin, our translation) mentions the literal meaning of the word management, including that

management comes from the Latin verb *gero*, *gessi*, *gestum*, *gerere* and means: to take over, to carry, to call oneself, to execute, to generate. This is something that implicates the subject. This can be seen in one of the nouns derived from this verb. It is *gestatio*, that is, pregnancy, that is, the act by which something new, different is brought in itself and within itself: a new one. Now, the term management has its etymological root in *ger* which means to sprout, germinate, to give birth.

The author defines the management action as a transformative process. For him, managing goes far beyond managing, delegating functions and establishing a relationship of subordination and authority.

With the increasing adjective of the term management in productions in the educational scope, Freitas (2007) presents as most used terms when it comes to the conception of management in the educational literature, democratic management, participatory management, dialogical management, shared management, strategic management and Total Quality

Management.

Among these adjectives about the term management, we seek to understand in particular the conception of democratic management and management of education, because the conception of democratic management is a principle in the educational standardization of Brazil, however some characteristics of management are being presented in the educational practice of Brazilian education systems.

For Alves, Alves and Fernandes (2014, p. 114, our translation), both democratic and managerial management

[...] they coexist with the normative precept that points to the conception of educational management, which should take effect in Brazilian education, such as the democratic management of education in the form of the law. This, however, survives increasingly underused, dictates of new models of education management in the field of educational policy.

According to Alves (2010, p. 24, our translation), the democratic management of education constitutes a "[...] political-pedagogical and administrative process with the direct and indirect effective participation of the school community in all areas of education, with real power of interference". And, according to Dourado (1998), it is a process of learning and political struggle that goes beyond educational practices. | 5

According to Cury (2005, p. 15, our translation), this management "[...] it is the generation of a [...] model of managing a reality and is in itself democratic, since it is translated by communication, collective involvement and dialogue". For him, "the democratic management of education is, at the same time, transparency and impersonality, autonomy and participation, leadership and collective work, representativeness and competence" (CURY, 2005, p. 18, our translation) and cooperation.

According to Santos and Alves (2017, p. 26, our translation), democratic management

[...] it should be carried out through the boards of education, participation of teachers, parents, students and the community in the construction of a political-pedagogical project, with pedagogical, didactic and financial autonomy and in all areas of education, with a view to improving the quality of education.

Therefore, participation is one of its main characteristics. Alves (2019, p. 149, our translation), reaffirms the democratic management characteristics presented by Santos and Alves (2017, our translation), adding the

[...] equal presence and rights; dialogue and freedom of expression; direct and representative participation of the community in all areas of education;

decentralization of power in educational institutions; leadership of collegiate bodies; election of leaders; collective, articulate and interactive work; cooperation [...]

According to Freitas (2007), it is considered a political-pedagogical process in which power relations are established in educational practice, in search of the transformation of reality. This power relationship makes management a political action and, in Souza's view (2009), is related to the ability of human beings to work collectively through communication to reach an objective that covers everyone in a fair and equal way.

And, in this sense, the author points out that democratic management is a political act in which people act collaboratively, identifying problems and planning solutions in a way mediated by dialogue, based on the effective participation of all segments, being the only way for society to obtain some kind of influence on the actions of the State and to overcome the obstacles and problems that exist in the country.

This time, the democratic management of education is a collectively constructed path that allows society to take part in the actions developed in the field of education. For Adrião and Camargo (2007), its objective is to form a society with critical sense, which is able to give an opinion on actions and practices in a productive way, in order to combat authoritarianism present in many educational institutions.

Alves and Freitas (2008) point out that it is aimed at the human being. It equates education to a process of political struggle in order to transform a society with an authoritarian culture into a more just and egalitarian place. This requires democratic management with a view to the critical training of citizens, as well as the provision of a quality education according to their longings (ALVES, 2014). However, according to Souza (2018, p. 10, our translation), this depends on the "[...] democratic disposition that the subjects of the school [and educational] universe must have, without which, any tool seems possible to achieve success."

And, although this management is present in the Brazilian norms, there are several obstacles to its implementation, among them: the attempt of the State to exempt itself from the responsibility of offering free and quality education to people; preventing access to citizenship; stifling participation movements; the community's lack of political appetite to take part in the actions; the absence of quantity and quality of teaching; resources (ALVES, 2010).

For Alves and Freitas (2008), assets, clientelism and bureaucracy rooted in the political and economic system are also considered obstacles to the development of a management of democratic education, patrimonialism, authoritarianism and bureaucracy rooted in the political and economic system, since a management with these aspects considerably impairs the

effectiveness of democracy.

Thus, the democratic management of education requires the annihilation of the centralization of authoritarian practices present in our society, because it is a process of political and administrative character, in which participation must be effective at all levels of decision and execution of education (ALVES, 2010).

In a light, the democratic management of education is one of the paths to social transformation, since the form of representativeness and collective decision-making, through participation and dialogue, is the means that civil society has to give its opinion, taking part in decisions in the field of education, in order to have an education according to the needs of the community. And it is the state's responsibility to encourage, provide, create mechanisms and tools that lead society to participate in all existing instances in education, and it is up to society to take part, have a political appetite and seek to have knowledge of its rights so that it can perform its role critically.

What differs from management, which, according to Alves (2010), adopts guidelines based on the search for results and performance and success indicators, so that the objectives are stipulated and the subjects must put them into practice without participating in their formulation, having only participation in the implementation of these.

| 7

This management centralizes the leadership in the figure of the manager. In it, autonomy is mediated between institutions and external interests, which in turn ends up

[...] subjecting education at all levels to the dictates of technical rationality, based on the criteria of efficiency and competitiveness that instrumentalize [...] to market logic (GROPPO, 2006, p. 08, our translation).

Thus, management aims to tie educational institutions to the logic of the national and international market. For Ribeiro e Chaves (2012), it has as characteristics the flexibility, efficiency, effectiveness and productivity, which are the principles of capitalist companies transferred to educational institutions with the objective of leading institutions to success.

This conception of management is characterized, according to Castro (2007, p. 124, our translation),

[...] the reduction and control of public expenditures and services, as well as the demand for better quality for administrative decentralization, thus granting greater autonomy to agencies and departments.

And not by decentralization of power as democratic management requires.

The requirement of management is productivity. And, according to Castro (2007), it has

as main characteristics: regulation of equity; management control; bureaucratization; principles of strategic management and quality control; market mechanisms and techniques; strategic planning; competition; merit and performance criteria; control of managers and public services by the demand for better quality and efficiency; rationalization; public private relationship; separation between policymakers and policy enforcers; and accountability of the school community for the results achieved.

The author discusses that management aims at the final product and returns its strategic planning for the evaluation of efficiency and flexibility, aiming at the transfer of responsibilities.

In the management public administration, the strategy turns (1) to the precise definition of the objectives that the public administrator must achieve in his unit, (2) to ensure the autonomy of the administrator in the management of human, material and financial resources that are made available to him so that he can achieve the contracted objectives, and (3) for the control or collection a posteriori of the results. Additionally, the competition administered within the State itself is practiced, when there is the possibility of establishing competition between internal units. At the level of organizational structure, decentralization and reduction of hierarchical levels become essential. In a statement, it is affirmed that public administration should be permeable to the greater participation of private agents and/or civil society organizations and shift the emphasis of procedures (means) to the results (ends) (BRASIL, 1995, p. 16, our translation).

| 8

This management, thus, presents as one of its characteristic's autonomies, but to put into practice actions already previously thought. The strategies seek the precise definition of the objectives that the public administrator should achieve in his unit. And, from the definition of these objectives, the path turns to the guarantee of autonomy of the administrator in the management of human, material and financial resources, in order to achieve the desired objectives (BRASIL, 1995) and not to the formulation of actions and decision-making according to the desires of the community, as required by democratic management.

In addition, autonomy should be permeable to the greater participation of private agents or civil society organizations in the execution of actions and shift the emphasis from the path to the final objectives (BRASIL, 1995), having participation only in the execution of tasks, unlike the democratic management that aims at the participation of the school community in all areas of education.

Alves (2015) points out that in addition to autonomy, management has some characteristics that are also present in democratic management, such as participation and decentralization, but that these in management are admitted only in previously thought and

planned tasks and not in the discussions and decision-making of these tasks. This time, according to the author, in this management, the participation of the school community thus takes place as supervisors and controllers, as well as implementers of proposals previously thought by the State, without guaranteeing their participation in the preparation of these in accordance with their interests.

Management focused on the educational segment does not generate social transformation, does not awaken the individual to have a sense of criticality or even class awareness, it is focused on the development of total quality, focusing only on educational results. Paro (2010) says that it is an instrument of practice of the domination of the hegemonic classes. Civil society only achieves some representation in this type of administration through interests pre-established by the ruling classes, thus triggering a pseudo-participation.

We agree with Alves (2015), who points out that the management of education aims at efficiency, effectiveness, the search for performance and educational results, unlike democratic management that seeks the critical formation of citizens and social transformation.

Considering essential planning for the organization of educational management, we cover the following educational planning.

| 9

Notes on educational planning

According to Scaff (2007), planning is characterized by a human activity present in the daily lives of individuals, through which they establish objectives to be achieved. To this end, strategies are formulated in order to achieve these objectives and or established goals. In a broad sense, planning is a means of guiding the future, considering the present, the cultural environment, the experiences that have already passed and the political, social and economic context.

For Padilha (2001, p. 30, our translation),

planning is a process of seeking a balance between means and ends, between resources and objectives, aiming at the better functioning of companies, institutions, labor sectors, group organizations and other human activities. The act of planning is always a process of reflection, of decision-making about the action; process of needs forecasting and rationalization of the use of available (material) resources and resources, aiming at achieving objectives, in certain deadlines and defined stages, based on the results of the evaluations.

Planning is then seen as an action aimed at organizing strategies that will mediate practices in order to achieve the proposed objectives and better the functioning of the

institutions, which, according to the author, is a precautionary process in view of the resources available to determine the paths that guide the decisions that will lead to the final objective.

Within the state, according to Fernandes (2006), planning is seen as an action mediated by the government, aiming to provide guidance and tasks so that institutions can reach the objectives that are proposed by it. In another research, the author mentions the definition of the term planning "[...] as a social technique, to the extent that it can exercise rational control over the elements of the organization of social groups" (FERNANDES, 2014, p. 26, our translation).

According to Matus (1988), planning follows the dynamics of society and is an important instrument of rationalization of the State. The objective of planning is directed to the organization and direction of a social process based on a group of forces between the hegemonic classes. The author also points out that he is "[...] a procedure to give coherence to decision-making processes, [...] to the fulfillment of the main objectives of the current political project" (MATUS, 1988, p. 124, our translation).

It is, therefore, a procedure that seeks to organize and direct the social process, with regard to objectives and goals proposed in the political project that is in force. This action aims to achieve certain goals through the collaboration of the subjects and, to this end, it is stipulated which strategies will mediate the achievement of these objectives that are based on legislation, from the formulation, implementation and, later, the evaluation of educational planning.

And in this planning, there must be the participation of actors of all social classes so that strategies are implemented to meet their intentions and, to do so, this participation, direct or indirect, should occur from the formulation to the implementation of the planned actions.

Educational planning instruments are the education plans, which, according to Saviani (2011), constitutes a systematized activity that aims to achieve certain purposes. The author also mentions that this action [...] is one that intentionally seeks to accomplish certain purposes. It is therefore a planned action" (SAVIANI, 2011, p. 6, our translation).

The plans are articulated to educational education systems, in order to reproduce the conception of the society to which they are linked, taking into account cultural aspects, economy, goals and objectives. According to Scaff (2006), the plans are influenced by social groups that act in line with the ideals of the State and began to have the participation of these actors in their elaboration more markedly from the 2000s (SCAFF; OLIVEIRA; LIMA, 2018).

According to Zainco (2000), planning is a rational instrument of social control that assumes an indispensable role in educational management. According to Coombs (1970), it is the rationalization of strategies that meet the demands and objectives of society in order to develop the educational sector.

However, for Fonseca, Ferreira and Scaff (2020, p. 2-3, our translation),

[...] the implementation of a government plan is not always sustained, in its entirety, in the midst of unpredictable economic occurrences arising from the economy and the labor market. The plan can be compromised by the influence of social groups that act with the State as opinion makers by force of their economic and political power. It is also necessary to take into account the mobilization of organized factions of society, which bring together capacity for claim, more or less forceful in different governmental phases. [In addition] [...], due to their political pacts with the management, local segments take over the rules for the use of administrative means and financial resources and, consequently, the distribution of benefits to the population.

In Brazil, a national plan is also affected by the political will of Brazilian federal entities (states and municipalities). This occurs by force of the federative organization of the country, established by the Federal Constitution of 1988, when the regime of collaboration between federal entities (Federal, states and municipalities) (FONSECA) was established.

Education plans are spaces of dispute of interests, cultural, political and economic of the aforementioned groups that seek to put into action in the State their conception of education, and, therefore, are not always put into practice in full, as elaborated.

This time, the design of planning can be understood as a political-administrative action | 11 of organization of education systems, in order to establish objectives and goals for the better functioning of these, in search of the qualification of education. Next, we cover how it presents itself with characteristics of democratic management and management.

Educational planning: democratic or managerial management?

According to Fonseca, Ferreira and Scaff (2020), educational planning can be considered technical and political concomitantly, being technical when it translates into a rational way of defining priority actions and the means to achieve them. And when it is a prerogative of state, it presents a political orientation present in each government management.

With the reforms of Latin American countries over the years, the education plan has gained a strong influence on international debates, since its objectives, goals and strategies are defined with the mediation of meetings between international organizations, which have become part of the elaboration of this educational planning instrument.

International cooperation agencies have played an important role in the implementation of Brazilian economic and educational planning at various times in the country's history. In the post-war period, specifically, ECLAC influenced the vision of planning in Latin America as a (neutral) technique for accelerating economic development (SCAFF, 2007, p. 334, our translation).

These reforms were attended by *the International Bank for Reconstruction and Development* (IBRD) of the Economic Commission for Latin America and the Caribbean (ECLAC) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) and while the latter two draw up guidelines to organize educational planning, the Bank circumscribed its action to financing specific projects for the reorganization of educational management in order to institutionalize this planning for a managerial nature, with an administrative focus (KRAWCZYK; VIEIRA, 2008), which, according to ECLAC precepts, "[...] considers planning as an instrument of administrative efficiency through the choice of the best methods to achieve the objectives, rationalizing state action" (SCAFF, 2007, p. 334, our translation).

Scaff (2011) explains that the management model of public management reaches educational institutions through education plans and political programs. This management is presented in educational planning so that participation is rationalized, that is, it is directed only in the execution of tasks, being related to the final product that will be achieved in said planning, with strategies planned in order to meet the market logics. According to Peroni (2012), it is not limited only to discourses, since it directly influences the management of education and its educational planning.

| 12

This enables pseudo-participation that constitutes one of the characteristics of an educational planning with practices focused on management, since it exempts the State from its responsibilities and induces participation with previously planned activities, which takes away rights and reduces the condition of participation of social actors to that of an object of domination. In this interim, the objectives and goals that are not achieved are the full responsibility of civil society, that is, the intention is to take from the State the function of taking responsibility for the results that it himself delegates on society.

This time, the international recommendations contributed to the reconfiguration of relations between the State and society, guiding the State to the implementation of aspects of private management in public management and, thus, in educational planning, since thus they would reduce its responsibilities regarding the resources applied in social policies (KRAWCZYK; VIEIRA, 2008).

Horta (1987, p. 195, our translation) mentions that educational planning directed to education advocated by the hegemonic conception is a

[...] state intervention in education, which relates, in different ways, historically conditioned, with other forms of state intervention in education

(legislation and public education), aiming at the implementation of a certain educational policy of the State, established with the purpose of leading the educational system to fulfill functions assigned to it as an instrument of this same State.

This planning in the context of public policies seeks to accompany the economic and political projects of the State and the reforms imposed on it by international influences. From this planning perspective, "[...] the educational sphere becomes an 'almost market'[...], [and possessive individualism articulated to competitiveness becomes the maximum values [...]]" (SILVA JR., 2002, p. 36, our translation).

That is, this educational planning defends the hegemony and the use of market parameters within the educational scope, however, it is clear that it focuses only on performance, productivity, and with less resources, thus having a management concept.

And in recent years, in response to these projects, Brazil has presented as an educational planning instrument the Education Development Plan (PDE), established by the Plan of Goals Commitment all for Education in 2007, with a view to proposing new elements for strengthening the collaboration regime, through the Articulated Action Plan (PAR) (SCAFF; OLIVEIRA; BRITO, 2018).

| 13

Both plans constitute a set of actions to improve the quality of Brazilian education, being a strategic planning, which aims to seek the rationalization, effectiveness and efficiency of school management and work, presenting a management concept. These plans were considered the government's flagship until 2015 and were being put into practice in parallel to the National Education Plan, approved in 2001 by Law 10,172 (ALVES, 2015), which became a secondary educational planning instrument, from then on.

However, the Brazilian educational norm has presented as a principle the democratic management of education since the approval of the Federal Constitution of 1988, which is an important achievement for Brazilian society. It enables the participation of society in educational planning, especially in the elaboration of education plans (national, state and municipal).

In contrast to educational planning with management conception of education, Melo (2004) argues that such planning is a political action, and that:

[...] the plans and programs not only express constructions of different social interests, but are the result of the historical-social clash of different, distinct, even contradictory, projects of society and education; historically, multiple, historically defended and implemented by several collective political subjects (MELO, 2004, p. 19, our translation).

The author refers to planning as an instrument of power that transforms society collectively, taking into account what is best for a whole, as required by the conception of democratic management of education; differently from planning with a proposal of education of a managerial nature that only seeks results.

According to Scaff (2007), educational planning is an important management tool, essential for democratization, being a process that only happens effectively when it is directed to participatory actions. Thus, the subjects take part from the elaboration of the planning until its subsequent execution and evaluation, becoming social actors executing their own rights.

According to Souza (2009), in democratic management, power is related to the ability of human beings to work collectively through communication to reach an objective that covers everyone in a fair and equal way. And, in this sense, the author points out that democratic management is a political act in which people act collaboratively, identifying problems and planning solutions in a way mediated by dialogue, based on the effective participation of all segments.

This time, when used as an instrument of democratization, planning involves participation, collectivity, dialogue and is an indispensable means for the quality of education, which also uses this practice of planning, in order to establish ways to guide educational actions (AMORIM; SCAFF, 2013). | 14

Paro (2010) defines, in a broad sense, that social policies are the production of coexistence between social actors, and that when such a policy is exercised in a democratic way, in addition to generating transformation, it builds in the human being a relationship between participatory, human-historical subjects, because education is the appropriation of culture itself and its purpose is to produce this transformation, which, in turn, only happens when it is mediated through democratic relations.

From 2008 on, a movement began for the elaboration of the new National Education Plan led by the Ministry of Education (MEC), through the National Conference of Education (Conae) "Building the National Articulated System of Education: The National Education Plan, Guidelines and Strategies of Action", which had the participation of Brazilian organized civil society in its formulation. The culminated in a proposal for this (Conae Final Document), which was forwarded to the National Congress concomitant with a proposal for a Plan forwarded by the legislature, and after discussion in this legislative house was approved Law 13.005, which establishes the National Education Plan effective in the period 2014-2024. Then, the state and municipal education plans were elaborated, also with the participation of Brazilian organized civil society in its formulation, being important educational planning instruments with a

conception of democratic management, when they present a conception of education according to the needs of society and this has been participating in the monitoring of these plans through the Education Forums. This process is a characteristic of democratic management, when such action takes place seeking to meet the interests of society. But they can also serve managerial management when it comes only to the search for educational results and not a training for citizenship.

Educational planning is part of social policies, and when elaborated in a dialogical way, with the participation of society, it is essential for education to be carried out qualitatively, competing for the democratization of society and education, thus presenting a conception of democratic management of education. But when elaborated only by the State to meet the market, having as an end only the search for results and educational performance, its management conception is management, thus being able to serve both conceptions of management.

Final considerations

Educational planning contributes to the organization of educational management, since it makes it possible to set goals and objectives to be achieved to improve the quality of education and can present both a conception of democratic management and a conception of management educational management. When it presents a conception of democratic management, it has the assiduous and effective participation of social actors. And, through collective work, with communication, seeks to reach a goal that aims to meet their needs, and offer an education for all in an equal and just way.

When it presents a conception of management, it is elaborated only by the State and in this process admits the participation of society partially, only taking part of the implementation, in a rationalized way, and not the elaboration of planning.

Management presents predetermined objectives, with an educational planning that aims at productivity, the search for performance and educational results in which the participation of society in its formulation is not admitted, since in this conception of management there is the separation between formulators and policy executors and the responsibility of the school community for the results achieved.

On the other hand, democratic management brings about the critical formation of citizens, because it provides participation in the planning process, defining the path that provides conditions for collective building of actions in the educational sphere, according to

the needs of society, competing for social transformation.

With a conception of democratic management, it differs much from what presents a conception of management, since it has participation as the main element, not conceiving how possible to carry out actions without planning them in advance, with the participation of society in discussions, that is, with continuous dialogue between planners and executors of actions.

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| 19

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