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EDUCATIONAL EQUAL OBSERVATORY (OIE): SELF-MANAGEMENT AND SOCIAL CONTROL OF MUNICIPAL EDUCATION

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Abstract: The article refers to the project: “*Observatório da Igualdade Educativa*”(OIE)¹, under development in the municipalities and micro-regions of Wild regions and swamp in Paraíba. The work is in the planning phase and will be developed through multidisciplinary advice to the municipalities with a view to monitoring the Municipal Education Plans (PMEs) using educational technology for this purpose. It is a project carried out in partnership between “Universidade Estadual da Paraíba” (UEPB) and “Universidade de Valencia” (UV). Through this project, an agreement will be signed with the city halls for the advice and creation of the (OIE) in the municipality, which aims to: establish a permanent platform and smartphone application, aiming to collect, systematize and disseminate information on education and training professional and continuing education of educational institutions, provided for in the Municipal Education Plans.

Keywords: Educational policy, Observatory, Self-management, Social Control, Small and Medium Enterprises.

EDUCATIONAL POLICY FOR BASIC EDUCATION IN BRAZIL: IMPASSES AND ADVANCES

Brazilian education is quite complex from the point of view of its structure, as of its operating dynamics, as it has suffered over the centuries many influences, both external and internal. This phenomenon is fully observable when we focus on the pedagogical trends that theoretically guided this structuring and shaped the experience of the current system.

Among them, we highlight the tendency of traditional pedagogy with a humanist base, the tendency of the New School with a modernist nature, the technicist tendency of North American influence, which permeated

all the formulation of technical and professional education and the progressive tendency with influence of authors like Paulo Freire, Demerval Saviani, Carlos Rodrigues Brandão among others. However, from the 1990s, the more traditional trends in Brazilian education policy were pressured and lost space for the influence of neoliberal policies in the educational scenario.

Above all, we emphasize that the victories over the last two centuries were, above all, the result of the struggle for public, secular and free education, filed by educators and their legal representatives. Because, as Brazil is a country of continental dimensions, public policies, including education, have never been developed satisfactorily for the population, in particular, for the most impoverished segments. Currently, despite the prediction of universal access, of programs that try to guarantee the permanence and success in the public education network, the fact is that with each new manager we return to the feeling of discontinuity and of few guarantees of maintenance of the policies educational projects that are being successful (OLIVEIRA, 2007).

Even suffering numerous attacks, after the Law of Guidelines and Bases of National Education (1996), the progressive field of national education advanced considerably during the center-left governments of the Workers’ Party (PT), with the insertion of inclusive and affirmative policies. The collaboration regime between federal entities provided for in CEF/88 in its Article 211, also encouraged its analogy in the context of civil society, expanding the perspective of social participation enacted via education councils and conferences in the elaboration of the National Education Plan (PNE), a fact that provided significant gains in the scope of

¹ The project was approved in Edict Centelha/PB 01/2022, promoted by the State of Paraíba Research Support Foundation (FAPESQ) and is in the implementation phase.

education policy and its financing².

As an example of this interaction between federal entities and organized civil society, we highlight number 20 in the PNE targets³, precisely because it provides for an increase in resources for education, within an understanding that without investment there is no progress in the requested quality of Brazilian education, as well as, without social control, public funding for education cannot be managed either. This understanding permeates a wide and fruitful debate, where the participation of organized civil society is of fundamental importance.

Therefore, adapting funding to the needs of each region through cost-student-quality (CAQ) is the basis for the National Education System (SNE) and for achieving target 20 of the PNE, also in accordance with the binding of resources provided for in the Transitory Constitutional Provisions Act (ADCT 60) and in the Federal Constitution of 1988.

In this scenario, the PNE and the SNE provide for actions regarding basic and higher education that are the expression of this systemic vision inaugurated by the new plan, among which we highlight: FUNDEB, which provides for the financing of basic education in all its stages, including the social development, through complementing the union for the regions where the number of enrollments in the previous year did not reach the minimum value of the cost-student/annual, thus guaranteeing that the municipalities do not fall below the national average. FUNDEB also provides resources for Youth and Adult Education (EJA), quilombola and indigenous territories and specific values

for rural and urban areas.

In terms of universalization, FUNDEB went from 15% of the amount of taxes collected to 20%, amounts linked to education in States, municipalities and the Federal District, with the Union complement expected to be 23% of the fund's value by the end of 2026. We must not forget that FUNDEB's social control is provided through the Council for Monitoring and Social Control (CACS), responsible for overseeing the distribution, transfer and application of resources (Cartilha do FUNDEB, 2020).

In the general assessment, the fund has fulfilled its role in redistributing resources destined for basic education in a more equal manner and has achieved beneficial results. However, in order to think about a national education system, with a more dynamic functioning and adequate to the needs of each region, we still have a lot to advance.

We cannot fail to include secondary education, defined as the last stage of basic education, which has always been surrounded by privatist and market interests. The structuring carried out at the beginning of the 2000s and maintained until recently, allowed young people to integrate high school with professional and technological education, making it possible to complete the third year and continue their studies with specific training for work⁴. However, a recent reform carried out by the Michel Temer government (2016-2018) resumes old flags for secondary education, with characteristics of the so-called neotechnicism⁵, where the narrow understanding of the streamlined training process for work prevails, with no prospect

2 In 2020, the Fund for the Maintenance and Development of Basic Education and the Enhancement of Education Professionals (FUNDEB) was approved as a permanent fund for basic education.

3 Goal 20: expand public investment in public education in order to reach, at least, the level of 7% (seven percent) of the Gross Domestic Product - GDP of the Country in the 5th (fifth) year of validity of this Law and, at least, equivalent to 10% (ten percent) of GDP at the end of the decade.

4 Federal Constitution, Law number: 13.415/2017, High School Reform Law.

5 Cf. SILVA. *Andréa Villela Mafra da*. Neotecnicismo - a Retomada do Tecnicismo em Novas Bases. *Rev. Ens. Educ. Cienc. Human.*, Londrina, v. 19, n.1, p. 10-16, 2018.

of advancing in school training for the young segments of our society.

Another fundamental element in the management of funding was the constitution of the education secretariats as managers of the resources linked to education provided for in article 69 of the LDB/96. Despite the creation of the FUNDEB Councils, the State and Municipal Councils of Education, not being the absolute guarantee of transparency and social control, in any case, the consolidation of these experiences served to encourage the population to monitor and evaluate the education policy, as well as the improvement of the experience of decentralization of power instances with regard to public education policy and its management.

Another relevant point in the PNE is the professional development policy for workers in education, given the planned implementation of its Job, Career and Remuneration Plans (PCCRS), by public management and the establishment of the National Floor for the category.

Training programs for teachers and other categories of basic education were also reinforced, such as degrees and bachelor's degrees under a special regime and the continuing education of school managers.

Romualdo Portela (2007) praises the advances in educational policy until the beginning of the 21st century, however, he emphasizes that in order to reach a real education system it is necessary to overcome old weaknesses such as keeping children in school, guaranteeing working conditions and accessibility and increase the appreciation of education professionals. Portela's dilemma is the following: how can the grassroots participate more, be more effective to the point of taking part in decisions about Brazilian educational policies?

The increase in the number of enrollments, especially after the health crisis caused by

SARS-CoV-2, known as COVID 19, does not mean an improvement in the quality of teaching. According to the 2022 School Census, released by the Ministry of Education through the National Institute of Educational Studies and Research Anísio Teixeira (INEP), from 2021 to 2022, there was an increase of 1.5% more students enrolled in basic education in public education network and 10.6% in the private network, which had greatly reduced the number of students enrolled during the pandemic.

On the other hand, data from the 2022 School Census confirm that the municipal education network is the main responsible when it comes to access to the initial years (1st to 5th year), 10.1 million students enrolled (69.3%), which corresponds to 85.5% of the public network. Regarding the final years (6th to 9th grade), there is a co-responsibility regime between states and municipalities, where the municipal network serves 5.3 million students (44.4%), the state network 4.8 million (39.9%) and the rest goes to the private network, with 1.8 million students (15.5%), totaling 11.9 million students enrolled in the final years of elementary school (INEP, SCHOOL CENSE, 2022).

With regard to Secondary Education, the state network maintains 84.2% of enrollments and serves 6.6 million students, mostly students from public schools (87.7%). The federal network has 3% of total enrollments, which is equivalent to 232,000 students. Regarding this level of education, the private network accounts for 12.3% of enrollments, which is equivalent to 971.5 thousand students according to Census data.

As for full-time secondary schools, growth was 9.9% in the public network, followed by elementary schools, which also show an increase in enrollments in relation to the period of the COVID 19 pandemic (INEP, CENSO ESCOLAR, 2022).

However, the return of school activities and students currently requires even greater investment, whether in the material aspects of the public network, or in investment in working conditions and care for the public participating in educational processes. The family, the community and society cannot be forgotten in this resumption of face-to-face activities and the investment must be in the present to substantiate the future. The Pandemic revealed our weaknesses, but it also made it possible for us to take new flights, above all, definitively inserting the new educational technologies into the school routine and teaching-learning.

This is our challenge, when we propose to advise on the creation of Observatories of Educational Equality, the perspective beyond the unification of the different actors acting in this area, is to make the community and society in general, be able to, in a simple and effectively monitor, monitor and evaluate the education policy developed in their municipality, subsidizing it with information for the qualified proposition.

POPULAR PARTICIPATION AND SOCIAL CONTROL AFTER THE 1988 CONSTITUTION

In Brazil, the 1988 Constitution brought in its text numerous collaborations from organized civil society. In a way, the constitutional text represented many popular desires and these were incorporated into the text of the Magna Carta. There was an explosion of the will for freedom and democracy among Brazilians that had been silenced during the twenty-one years of dictatorship. In its Chapter II - On Social Rights, Article 6 the Constitution provides:

Social rights are education, health, food, work, housing, leisure, security, social security, maternity and childhood protection, assistance to the homeless, in the

form of this Constitution.

The participation of citizens also gained prominence in the constitutional text, as Carvalho (2011) reports, "This 'Citizen Constitution' provides for the direct participation of citizens through the so-called institutes of direct or semi-direct democracy such as the plebiscite, the referendum, the popular initiative of law, popular tribunes, councils and other institutional channels of popular participation". In addition to these institutes, the Constitution encourages the formation of associations, provides for popular action (federal constitution /88, Article 5º., LXXIII), public hearings, public consultations, the right to petition (federal constitution /88, Article 5, XXXIII) and the right to information before public bodies (federal constitution/88 Article 5º., XXXIII). (Brazil, federal constitution, 2011)

Popular social movements and organized civil society also innovated in the 1990s with the proposition of new laws such as the Statute of Children and Adolescents (ECA/90), the Organic Law of Social Assistance (LOAS) and in 2001 with the Statute of City. This movement also included education, a fact that resulted in LDB/96 and strengthened the National Education Council (CNE), in addition to stimulating the creation of forums, specific education councils, national campaigns for public education, among others.

From the legal point of view, the guarantees are many, however, the problem of Brazilian education is in the applicability of the law and in the monitoring and social control, weakened after twenty-one years of dictatorial regime.

Public opinion itself is influenced by the mass media, which in most cases defend privatist interests in the educational field. That is, instead of having an understanding of the protective laws in the sense of guaranteeing the right to the socially disadvantaged, as is

the case of the ECA, the population within a common sense, is led to believe that the public sector does not offer a good education and that laws and protective measures, such as the Child and Adolescent Statute, serve to protect and cover up criminals.

Analogously, the State Reform, which is at the core of the current educational regulation, by assimilating demands from divergent groups with regard to the education agenda, reflects in the legal framework the miasmas of this conjuncture where it has prevailed in recent years, the advancement of policies under the influence of the neoliberal trend, which in no way benefit public education, on the contrary directly defend the privatization of the educational sector.

Likewise, we cannot fail to highlight the importance of various participatory practices and legal instruments that are part of this conflicting scenario, fostered by the work of popular social movements, forums, popular assemblies, popular councils, training of progressive educators, etc. And some experiences linked to institutional public power, among which we highlight: Management councils, participatory/democratic budgeting (experience developed mainly in the Workers' Party - PT) and Non-Governmental Organizations (ONGs)⁶.

It is worth emphasizing that within the perspective of neoliberal politics, participation is also foreseen, as a way of exempting and reducing government spending on social public policies. In Brazil, this has been widespread in programs linked to large national companies, such as

Ação Global, developed by Rede Globo de Televisão. Therefore, it is necessary to make it clear that the participation with social control that we defend in the article is inserted in an emancipatory and liberating concept.

Also, we must consider within the decentralizing processes foreseen by the LDB and carried out in policies such as FUNDEB, the important contribution and participation of the municipal public power, directly linked to the locality and its daily reality, which enables it to dialogue with the citizens, providing regional development.

FINAL CONSIDERATIONS

Given the scenario presented, it is possible to affirm the importance and role of organized civil society and the work in partnership with federal entities in the expansion of the public sphere and in the construction of public space⁷. In addition to the contribution to the concept of participation, expanding the concept of public with popular participation, overcoming to a certain degree all the challenges imposed by the different conjunctures over the last two centuries of Brazilian education.

Thus, the concept of participation in the national experience of building the National Education System and in the defense of quality education does not have the same meaning for the various actors who claim it, although in recent decades, the term and its meanings designations such as democracy, partnership, co-management, self-management, social control, etc., were used both by civil society and by the state.

Above all, in the educational field,

6 In Brazil, we give special emphasis to the work of the following NGOs and movements: Federation of bodies for social and educational assistance (FASE), Institute of Studies, Training and Assistance in Social Policies (Pólis), NATIONAL CAMPAIGN FOR THE RIGHT TO EDUCATION (CNPDE), who played and still play an important role in advising and proposing channels for popular participation in the management of Brazilian educational public policies.

7 In relation to the concepts presented, we follow the understanding presented by Teixeira (2001, p 46-47), where he clarifies: "In the mediator instance – public sphere – visibility is also produced and actions and actors must appear, not least because society as a whole must know and debate the issues and mobilize so that proposals are accepted by State agents. In the same way, in the other instance – public space – debates, negotiations are held between the different actors, so that the proposals to be presented in the public sphere are formulated".

participation as a social control plays the role of accompanying, monitoring and evaluating state policies and government actions, thus becoming a practice and an obligation of the subjects involved in the scenario of Brazilian education, whether basic or superior.

The Educational Equality Observatory project will provide, from a perspective of social control and empowerment, a relevant service to the municipalities in the region of swamp and wild regions in Paraíba, as well as to its entire population.

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