

The Process of School Management in the Brazilian Decade of Education and the Choice of the Directors at a Public School in Manaus-Am, Brazil

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Abstract:

The aim of this descriptive study was to identify the management model ideal in relation to management model real, on the role of school managers in educational organizations government of the State of Amazonas. Usually considered as "dear executive power", it was intended to verify the profile of School principals. The study includes two interviews from an organizational point of view: the first was made in SEDUC/AM, and the second with the Director of the Provincial School Getulio Vargas. For this purpose, we used the phenomenological method combined with Grounded Theory, we opted for not research participatory with a semi-structured interview as a data collection instrument. The results show the moment of transition between school management, consistent with the paradigm shift that occurred as a result of the arrival of the Law of Guidelines and Bases of Education - LDB (Law 9,394 /96). Also shows the difficulty of untying of partisan political group that is in the local government in relation to the Direction of the State Schools to the profile required by the legislation in force.

Key words: School Management; Choice of Directors; Public Schools.

1. Introduction

This work presents the results of a literature review and a case study. Which searched for the following problem: What is the schedule of component of School Management of SEDUC/AM in terms of training of school principals?

The specificity of this study, we aimed to a consensus that the management seems to characterize a change in school organizational culture with the following objectives:

- Know, the needs of the Official System of Education in relation to the process of vocational training and choice of school principals.
- Analyze the posture adopted by two schools who heed the participation of the community in its process manager.
- Identify the contributions of the Department of Education provides the management of the administrative process of the school .
- Capture the effects of the school development from administration democratic.

With respect to the concern with the theme we sought answers to the questions the author of this study, there is a view that the changes in education has produced new discourses and practices of intervention in different aspects: teaching, curriculum, manager, cultural, political, and so on.

Thus, I was interested to know how the agents in the system of education and the school has designed the changes in appearance manager, as the innovation presented by Constitution (Brazil, 1988), regarded as a milestone in Brazilian education establishing a set of guiding principles for educational policy. Among "the principles of the Magna Carta, it highlights the democratic management of education in the form of the law" (CF, Art. 206), within the framework of the law of education, indicated by the Law of Guidelines and Bases of

Brazilian Education - LDB no.9394 /96, regarding the adoption of form of democratic management of the school, leaving teams to greater responsibility for their education.

In this sense, was also a necessary reflection on the basic issues that involve the process of choice of school principals in the context of the public school system state.

For both, we sought a referential interpretation of approaches developed on the models of democratic management or participatory, since the requirement of the LDB. 9394/96 Schools should adopt this model of management.

Although the legislation is not crucial to ensure the introduction of innovations that constitute changes in the organizational culture of the school, it was considered that the assumption that in order to change the character of the school management, the legislation needs to be linked to policies that seek to make such changes.

In this context, it is considered that the formation of school manager as required qualification for a management committed to quality management this compromised with the quality of this management, hence the understanding in this study that the theories about school administration in a democratic perspective is becoming more widespread in recent decades, with the purpose of explaining his reasoning, indicating the participative management as one of the necessary conditions for collective construction inside the school.

In this sense, there is a consensus of the scholars of the school management, to consider that the school as a source of the development of citizenship and social progress, it also depends on a good leader, so that the productivity can be translated in terms of quality of education.

Result of a management committed to the expectations and desires of the community in which the school is localized.

In the educational context current, under the aegis of the Law 9,394 /96 - LDB presents a new paradigm of educational management and by argument requires a new profile of school principals that can perform a process manager aimed at efficiency and that, for this reason, should be prepared in respect of technical-scientific, practical, pedagogical and political. These changes are required within the school the adoption of new organizational models, is in the form of educational practices and management, seeking the final scope which is the education and its quality.

Therefore, the training of school manager should be a concern for the educational system to ensure that the quality management is not ineffective; there is a view that a good leader creates efficiency and effectiveness in any company or institution.

According to Vargas (1993), the structure of education as it stands today, accumulates in administrator of school considerable responsibilities, and calls him great initiative, creativity in the planning and execution of this activity, entrusts to him still, certainly for the benefit of its effectiveness, the evaluation of its results.

The choice of the Case Study it was considered that its characteristics, which allowed a suitability of the relationship of theoretical approaches to the analysis of the reality of the process manager school in more concrete terms.

It was chosen the State Department of Education - SEDUC/AM, aiming to find and understand the criteria for the choice of school leaders in accordance with the educational policy .

In the second time to the side of the leaders itself, was chosen as the object State School Getulio Vargas (AM).

The data collection occurred through documentary analysis in the organs responsible for school management in Manaus, interview with open-ended questions with leaders of

SEDUC /AM and with the director of the Provincial School Getulio Vargas (AM), bibliographic research and case study.

2. Democratic Management and the Administrative Procedure

The worsening of the social crisis proportional to the increase in the awareness of the rights of the individual and social, perhaps stimulated by the advance of mass communications, a phenomenon that visible in Brazil with the widespread use of television as a vehicle for transmission of information, has resulted in a current of studies and proposals advocating the democratisation of management Education as a way to pacify or balance the difficulties and problems of educational reality.

One of the aspects developed in this process of change, refers to the discussion of the implementation of the model of Participatory Management or Democratic, required primarily by proposals for improving the quality of education and the Brazilian legislation.

But what is a "Participatory Management or Democratic"?

Martins (1998) argues that the term school democratic or participative management needs further explanation, since the school is immersed in the complex reality, which must be considered climate, culture, curriculum, political process and teaching and the results of social relations produced daily, mainly the political character present in education, which in turn takes the instruments controllers, crossing the subject potentiating in social practice.

Gadotti tries to (1994) classifies three assumptions that today, mingle with Participative Management, or become vices: the first which today is the neopopulismo that overvalued popular opinion without giving account of evaluative criteria; the second is the democratism that if indulging in endless discussions and without much objectivity; the third is

centralism which ends to allow in the name of that representativeness close the decision only with a group, which often makes no consultation.

Saviani (1984) argues that the educational process is the passage of inequality in terms of participation for the inequality in terms of participation for the equality. AND this process should be considered as a whole as well as for democracy, taken this bias as a starting point toward the construction of democracy.

Second Mendonca (2000) there are two ways to choose a director - the so-called pure forms and mixed forms. Among the mixed forms are included free indication by the authority, the direct elections and the public tender. Among the pure forms we have provided a pre-selection of candidates - in general by means of proofs of knowledge and titles - followed by some kind of electoral process, even those that are used in informal consultation to school communities as preliminary criteria for the indication by the authority, the determining completion of training course mandatory for the candidates to the election. Traditionally, in Brazil, the procedure of free appointment by executive authority - governor or mayor - was what prevailed over the decades. These appointments, sometimes, are linked to the qualification criteria specific to the exercise of the function, especially by virtue of normative requirement of education systems The filling of the position of school director by means of indication requires little or no regulations. The legislation concerning the appointment of directors is enacted with a view to overcoming this mechanism. therefore the criteria that guide the choice of indicators are, almost always, hazy, whichever the pressure or force of political leaders, for which it should be, only the corresponding fidelity of which are covered with the indication.

Paro (1996) reports that in so far as the administration is to be understood as a rational use of resources to achieve

certain purposes, is quite vast set of rules contained in the current LDB, in respect of the management of education.

Thus, the current Law of Guidelines and Bases of Education (Law 9394/96), in Article 12, paragraph I, sets out that the schools will have the task to "prepare and execute its pedagogical proposal". The same article, continues in subsection VI: "articulate with the families and the community, creating integration processes of society with the schools". Regarding the task of the teachers, the Statutes, articles 13 officializes: " I - participate in the development of the pedagogical proposal of the educational establishment; II - develop and fulfill work plan, according to the pedagogical proposal of the establishment of teaching; VI - collaborate with the activities of linkage with the families and the community"

On the way from educational institutions and teachers fulfill these responsibilities, the articles 14 and 15 as set out:

Art.14 - education systems will lay down the standards of democratic management of public education in basic education, in accordance with its own peculiarities and as the following principles: I - participation of professionals in the education in the preparation of the educational project of the school; II - Participation of school communities and local school councils or equivalent; Article 15 - education systems shall ensure that the school units public basic education that integrate progressive degrees of autonomy pedagogical and administrative and financial management, observed the general rules of public financial law.

The principle seems obvious, however, you must pay attention to three issues: democratic management; autonomy; public financial law.

The democratic management implies two instances: the internal and the external. Internally it is to organise it in such a way the spaces and school activities that all segments have identical conditions to say his word, question, discuss, analyze, opine, decide and take part in the implementation and

evaluation of the process of construction of the pedagogical proposal.

The school is at the service of society where people interact with historical, social, political, economic and culturally. Autonomy does not mean alone, retraction or Self-sufficiency; it is the nature of systematic education its linking with the historical process - social lived by the people that the requests and or receives.

In the midst of many changes the search for a new profile of administrators of the educational system, is the desired compatibility between theoretical training and practical experience. Even because it is unacceptable a manager of school do not know your universe of work. In this sense, it is necessary to occupation, as should be selecting managers between people with reasonable experience in different activities of the educational system.

The LDB, in its Article 64 legislation: "the training of professional education for administration, planning, inspection, supervision and basic orientation, will be made in undergraduate courses in pedagogy or at the graduate level, at the discretion of the institution of education, guaranteed, in this formation, the common basis national".

Second Paro (1996), the school experience as well as other knowledge acquired by training continued in service, is essential for the formation of the future school leader.

Katz (apud Sergiovanni & Carver, 1976) has identified three key qualities of an effective manager success: technical ability, human and conceptual. These skills are integrated and therefore difficult to separate them in practice.

Technical ability with regard to understanding and proficiency in methods, processes, procedures and techniques of education.

Human ingenuity, refers to the capability of the school principals work effectively and efficiently with other people, either individually or in a group. This ability includes

understanding, acceptance, appreciation, empathy and respect for others. Its essential knowledge involves understanding and ease for the adult motivation, development of attitude, group dynamics, human need and the development of human resources.

Conceptual Ability is the ability of school manager to see the school, the district and the educational program total as a whole. The development of conceptual ability is based, the emphasis of administrative theory, organizational behavior and human and the philosophy of education.

For sizzling (1990), the school board, to become democratic process of decisions, certainly allow recover the role of the director in the leadership of the educational process. This means that, to be the school with an organization that has a set of functions hierarchical, performed by different agents, which contribute to the achievement of the educational function, reason to be in school, then, the director is responsible for a Differentiated responsibility, even because a director, before being administrator, must be an educator par excellence.

The director should be a participative leader, dynamic. Combining different styles of action. Looking for new ways to lead to change inadequate structures, implementing transformations with views to the growth of the whole school. In this way we cannot forget the Leadership factor. The School Leadership, because it is perceived as the axis of structuring to improve schools and as a key to educational reform. The schools need leaders who impose order and give direction, significance and coherence in an environment sometimes chaotic (Katia de Freitas & Girling, 2000).

Thus, the educational leaders has five essential roles:

- 1 View changes that must happen.
- 2 Ask for the support of the members of the school community.
- 3 Establish agreement with the external community for the educational changes.

4 Motivate the members of the school community to act and implement changes.

5 Establish a system of training and support to the members of the school community.

This way emphasizes that a leader must have a vision, values, integrity, and willingness to take risks. Must be agents of decentralization and changes.

3. Process of Formation and Choice of School Directors

According to the vision of coordination of Component of School of SEDUC/AM addressed the Interviewed on the requirements and the necessary training for occupation of the office of manager, We obtained the following response that to be a school manager is required managerial competence, negotiate and manage conflicts. The minimum level of training for the post of manager, must be the degree full, it does not have to be formed in pedagogy.

As can be seen, while the Article 67, sole paragraph: emphasizes the teaching experience as a pre-requisite for the job function, to SEDUC-AM this requirement is not a determining factor. There is a view, the disparity between what sets out the LDB, and what occurs in real decision-making for the filling of the position of school director, performed by SEDUC-AM.

It was also observed that the reality of school management estadual de Manaus, is still far away from the dictates of LDB, in respect of qualification criteria of the manager of the school; therefore, while the LDB in your "Art.64: speaks in training in undergraduate course in pedagogy or at the graduate level"; the reality school administrative state of Manaus points to no requirement of training, simply have a degree full.

As regards the selection of school managers, we obtained the following report: that after being subjected to an interview

of pedagogic stamp administrative, if approved, the person is still going through a technical endorsement of the director of the department of school administration and the secretary of SEDUC/AM.

He said that even if there was a system to measure the competence of the officers, the interviewees replied that there are 50 schools that serve as indicators because they have a program of quality management, projects and actions developed by the directors and their participation in the process of transformation in schools.

AND what happens with the manager who does not fit the criteria of evaluation, the interviewees replied: if the manager does not fit the criteria for evaluating them are replaced, even in the last year have been changed 64 directors and are thinking of changing more 56 because not snapped in one of main criteria - the school management shared and the lack of autonomy (lack of actions and projects themselves, without the aid of SEDUC/AM).

He made the following question: what is the ideal profile of manager to SEDUC/AM, to which they replied that the manager should have incorporated the democratic management and participatory, needs to be agent of transformation, innovation and originality. AND should be a catalyst for a new school.

Asked if there was some mechanism to reward for the manager who stood out, we obtained the following response; that there was no specific awards, there is a national contest that is the Prize for School Management" including in 1999 the director of the Provincial School Thome Medeiros Raposo (AM) won this award being received with a passage for the United States to improve - the manager is determined time in a school model learning how to improve their performance.

The Premium of School Management, is a National Prize for National Reference in School Management, a joint initiative of the CONSED /UNDIME/UNESCO and Roberto Marinho

Foundation, established in 1998, has emerged as relevant instrument of mobilisation and self- assessment of schools, aiming to improve the management and quality of education. For the purpose of carrying out the Premium account, still, with the support of the Ford Foundation, UNICEF and other institutions and agencies of cooperation.

During the interview it was found that be school manager is a difficult task and complex by the aspect of communication behaviors and attitudes that it involves, and the Affective dimension and existential in that it plunges. AND that the choice of School Manager Democratic, requires the person an engagement, a relationship with all the parties that involves Education, an active participation, a leader who leads, aiming as well, the training of citizens aware, supportive, responsible and free, called to participate in the immense effort of integral development that our Society currently undertakes, for the construction of a democratic society that performs its own progress, upon the human growth, moral, economic, and cultural development of people that comprise it .

The SEDUC/AM still does not have an adequate selection of school managers, this way the managers are chosen without having the appropriate training participatory.

The arguments by the elections of directors revolve around a democratic character, the possibility of allowing a greater degree of participation of all involved in the educational process and the need for democratic control of the State by population. From the point of view of education, the elections of directors underlie the thesis that the exercise of the function has a political dimension to be considered in determining the process of filling with more appropriate to the nature of the school institution (Mendonca, 2000).

Addressed on when was the last election, we were told what had happened in 1994, Being the last performed because the directors began to be chosen by the indication.

He wondered if the director on what was your training and what projects she had worked at the school, the response was the following: that when he began to exercise the function had Full Degree, and in 1998 the Government in partnership with ISAE offered the Specialization course in School Management, at the time of 200 (two hundred) existing directors, 150 (one hundred and fifty) did this qualification. During his tenure were carried out several projects involving school and community, among them stood out: English course, a project of Community vegetable garden, health project (with the participation of a pediatrician and promotedisease), literacy for parents, core of combating violence (with the support of a lawyer), National Program Friends of the School.

From the enactment of the Law . 5,692 /71, which recast the guidelines of foundations of elementary and middle level education, old 1 (2) and 2). Degrees, the degree in school administration, obtained in the course of graduate studies in Pedagogy or at the graduate, became necessary condition for the occupation of the office of school director, requirement reference of alleged technical competence, vocational training could be proportional (Martins, 2000).

There is a question as to the appropriateness of the curriculum of pedagogy courses to training needs of the director: "The requirement of training in pedagogy with enabling School board assumes that this qualification provide knowledge necessary to empower the professional well driving a school."

The candidate must also have professional experience and practice in school and full-time availability.

Some of these requirements were found in candidates for election, now what contributes to cease to exist the election in state education network of Manaus, was that there were no limitations to the power and authority, so do not contribute to the development of the institution of education, for this and other reasons the last election for the School occurred in 1994,

from that date the process of choosing the director began to be indicated by party politics.

4. Final Considerations

There is a disparity between the education and training required by the Law of Basic Guidelines (LDB) and training adopted by SEDUC/AM.

In accordance with the LDB to the school manager it is necessary to know in the administrative area, have experience, i.e. , be formed in undergraduate courses in pedagogy or at the graduate level. By SEDUC/AM what was found is that the school manager must possess only degree and not to Pedagogical training, and that this practice in a way interferes with the good performance of school management.

The school managers should be dynamic, bold, anxious to accompany or even predict/anticipate the changes. In the area of education not only in the Amazon, but in the rest of Brazil prevails a policy too old to the accommodation, to expect that things will improve without making the slightest effort. Some incentives began to appear, such as the national prize for school management that encourages managers to take the initiative, make a more active management/proactive in society.

As the choice of directors it was noted that the method of choice of managers through the election has become unworkable, because when they are elected, many managers in the same way politicians were forgotten their promises and many times were making unjustified use of power, for this and other reasons the last election took place in 1994, and from there entered the process of choice performed by indication, before the indicated is subjected to a curriculum analysis, interview of pedagogic stamp administrative and technical evaluation; getting good performance in these stages the candidate is then forwarded to the school.

The manager was keen to become involved with the community obtained the best result in the management. The State School Getulio Vargas (AM), for example, the director has already occupied the post for 18 years, because he was always involving the community, and promoting joint projects and programs, including with broad participation of the Association of Parents and teachers. There are projects from the existence of the medical school (pediatrician and promote disease), until project of Community vegetable garden and work with minor offenders; the project Friends of the School works effectively.

The SEDUC/AM accompanies the school managers through monitoring, a system seeking a return of the performance of managers.

The SEDUC/AM also seeks partnerships with other bodies seeking to offer training courses and improvement of their managers and other employees. In 1998 there was a partnership with ISAE (FGV-AM) to offer post-graduate course in School Management, were formed approximately 150 managers, approximately 90% of those who were in office. Today, in addition to the partnership with the ISAE, SEDUC/AM seeking partnership with the State University of Amazonas (UEA) that has master and doctoral programs in the area of management and education.

Education aimed at fundamentally, the transmission of knowledge, it would be incomplete, if not desaguasse in existence, if not fall in this inner dimension of the soul of the student, where the provisions of the will and where decisions are taken that will guide the life.

It is necessary to perform some final recommendations for other study how to adopt the training of managers indicated in LDB, being that the most skilled professionals plays better its function; creation of new methods of assessment of performance of managers with more formal requirements and meritocracy for choices of directors.

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