


PARTICIPATORY MANAGEMENT IN FULL-TIME HIGH SCHOOL CENTERS: A COMPARATIVE STUDY IN TERESINA-PI (2013-2015)

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ABSTRACT

The present dissertation, entitled "Participatory management adopted in the João Henrique de Almeida Souza and Didácio Silva Full-Time High School Centers, in Teresina-PI, in the years 2013 to 2015", aimed to analyze to what extent the School Development Plan (PDE), as a democratic model of Strategic Public Management, contributed to participatory management. It was considered that participatory management is part of the daily life of the schools analyzed, which justified the realization of this research, based on participatory strategic planning. The methodology adopted was characterized as a mixed study, with an analytical, descriptive and explanatory approach. Data collection involved the application of questionnaires to the management team, covering four dimensions: educational management; training of teachers and school support professionals; pedagogical and evaluation practices; and infrastructure. The study also covered qualitative and quantitative aspects, through a bibliographic review on participatory and school management, documentary analysis of legislation, decrees, ordinances and statistical data collection. The results obtained indicate that the participatory practices present in the management model of the schools studied contribute to the improvement of the quality of teaching. The analysis of the educational indicators revealed significant advances, reinforcing the need for continuity and strengthening of the participatory practices implemented in these institutions.

Keywords: Participatory management. Strategic planning. School management. Full-time education. Quality of teaching.

INTRODUCTION

The proposal of this work arises from the certainties and uncertainties related to the changes that the Didácio Silva and João Henrique de Almeida Souza full-time schools have undergone, in the face of the challenges imposed by the need to improve educational indicators in the period from 2013 to 2015. This context motivated the choice of the theme, since, for decades, educational management in the state of Piauí, as well as in Brazil, has sought an effective model of school management capable of overcoming the obstacles that affect the performance of students.

In this scenario, the opportunity to analyze the impact of the School Development Plan (PDE), conceived as a school management method based on the principles of strategic planning, was highlighted. Referenced by authors such as Souto-Maior, strategic planning is defended as a driving force for change in participatory environments, enabling the strengthening of democratic management and the overcoming of the educational challenges faced by the schools surveyed.

Regarding the problem of this research, five questions were formulated to justify its importance. The first seeks to establish theoretical relationships on the contribution of the school management model based on the PDE to the administrative and pedagogical quality of high school in the CEMTIs João Henrique de Almeida Souza and Didácio Silva. The other questions expand the analysis, addressing aspects such as educational management, continuing education of teachers and support professionals, pedagogical and evaluation practices, in addition to school infrastructure.

In the second chapter, the object of study is presented with the explanation of the general and specific objectives, which include analyzing to what extent the PDE, as a democratic model of strategic public management, contributed to participatory management in the schools studied. In addition, the administrative, structural and pedagogical characteristics of the CEMTIs are described, as well as relevant information about the local context, with emphasis on the city of Teresina.

Finally, the structure of the work also includes, in the third chapter, a theoretical approach to administration as a science, evidencing its historical evolution until the consolidation of strategic planning in Brazilian public management. The fourth chapter describes the methodological path adopted in the research, while the fifth presents and discusses the results obtained, from the application of questionnaires and analysis of

educational indicators, such as ENEM and the Educational Evaluation System of Piauí (SAEPI).

METHODOLOGY

The research was characterized as a mixed study, with a qualitative and quantitative approach. From a qualitative point of view, it sought to understand, through documentary and bibliographic analysis, how the participatory management model was implemented in the schools studied. The quantitative approach was applied to measure, based on statistical data, the results obtained by the institutions in the period from 2013 to 2015. The study is also analytical, as it seeks to understand the relationships between the management model adopted and the educational results; descriptive, by detailing management and pedagogical practices; and explanatory, by identifying the factors that influenced the advances observed. This methodological plurality allowed a broad analysis, articulating theory and practice, and enabling an in-depth understanding of the management processes in the schools surveyed.

The universe of the research comprised the Full-Time High School Centers (CEMTI) João Henrique de Almeida Souza and Didácio Silva, located in the municipality of Teresina, state of Piauí. These two centers were chosen because they adopt the participatory management model and because they present educational indicators that show significant advances. The sample was composed of the management teams of these institutions, including principals, pedagogical coordinators, teachers and school support professionals. The selection of participants was intentional, aiming to include those directly involved in the implementation of the School Development Plan (PDE) and in participatory management practices. In this way, the necessary representativeness was guaranteed to analyze the four dimensions of the study: educational management, continuing education, pedagogical practices and infrastructure.

For data collection, instruments appropriate to the mixed approach of the research were used. The main instrument was a structured questionnaire, applied to the management teams of the two schools, containing closed and open questions that allowed capturing both objective information and subjective perceptions about participatory management. In addition, a documentary survey was carried out, analyzing laws, decrees, ordinances and institutional reports that regulate and guide school management. Statistical data from educational indicators such as the National High School Exam (ENEM) and the Educational Evaluation System of Piauí (SAEPI) were also used. The crossing of these

sources allowed a robust analysis, integrating quantitative and qualitative information, essential to understand the effects of the management model in the schools studied.

RESULTS

The results show that the educational management in the schools surveyed was significantly influenced by the participatory model proposed by the School Development Plan (PDE). The performance of the management teams was guided by the constant search for administrative efficiency, associated with the valorization of collective participation in institutional decisions. The implementation of democratic management practices was observed, such as periodic meetings, collaborative planning and encouragement of the autonomy of the internal sectors. These actions favored the transparency of administrative and pedagogical processes, promoting greater commitment among school professionals. In addition, the management articulated with the school community, establishing open channels of communication and strategic partnerships, which strengthened the bond between the school and society. Shared leadership proved to be essential for the consolidation of a more organized and efficient school environment, reflecting positively on educational indicators.

With regard to the training of teachers and school support professionals, the data point to a continuous investment in the qualification and improvement of these educational agents. The management of the schools promoted several training actions, aligned with the needs identified in the participatory strategic planning. Courses, workshops, pedagogical meetings and study groups were offered, with the objective of updating teaching and administrative practices, in addition to strengthening the commitment to the political-pedagogical project of the institutions. It is noteworthy that continuing education was guided by an integrative vision, involving not only teachers, but also support professionals, responsible for the efficient functioning of the school. This strategy contributed to the creation of an institutional culture focused on excellence and overcoming everyday challenges. As a result, there was a qualitative advance in pedagogical practices and human resources management.

The pedagogical and evaluation practices adopted in the schools studied were directly influenced by participatory management and the use of the PDE as a strategic tool. The institutions invested in active and innovative methodologies, prioritizing the integral education of students and stimulating autonomy, youth protagonism and the development of skills and abilities. There was also a systematic effort to improve the evaluation processes, making them more diagnostic and formative, in line with the principles of democratic management. Based on collective planning, teachers began to develop more diversified

evaluation instruments, which consider the specificities of students and learning contexts. In addition, the periodic analysis of the results obtained in external evaluations, such as ENEM and SAEPI, guided decision-making and the redirection of pedagogical actions. These practices contributed to the advancement of educational indicators and to the consolidation of a school culture focused on quality.

Regarding the infrastructure, it was found that the physical conditions of the schools directly impacted the realization of educational practices and the development of administrative and pedagogical activities. The management of the educational units prioritized the maintenance and improvement of school spaces, promoting adjustments and investments according to the needs diagnosed in the School Development Plan (PDE). The schools had adequate environments for the execution of pedagogical activities, such as air-conditioned rooms, laboratories, libraries, sports courts and cafeterias, which favored the well-being and permanence of the students. In addition, there were efforts to ensure accessibility and safety, promoting a welcoming and functional school environment. This attention to infrastructure has had a positive impact on the quality of education, since adequate environments are fundamental for good school performance. Thus, the efficient management of structural resources proved to be a central element in strengthening the pedagogical proposal of schools.

DISCUSSION

Educational management in the full-time schools surveyed demonstrated a significant approximation with the principles of participatory management, standing out for the adoption of the School Development Plan (PDE) as a guiding instrument for administrative and pedagogical actions. According to Libâneo (2001), participatory management presupposes the involvement of all school actors in defining the direction of the institution, aiming at the democratization of relations and the collective construction of decisions. In this sense, the management model adopted in the CEMTIs João Henrique de Almeida Souza and Didácio Silva was aligned with these premises, by establishing effective communication channels between the management team, teachers, students and the school community.

In addition, strategic planning, according to Souto-Maior (1994), has been consolidated as a fundamental methodology, allowing school management to be guided by clear objectives and collectively defined goals, ensuring greater effectiveness of institutional

actions. The PDE, as a strategic management tool, strengthened the democratic character of the process, promoting the co-responsibility of school subjects in the construction of a more efficient and inclusive school (FUNDESCOLA, 2006).

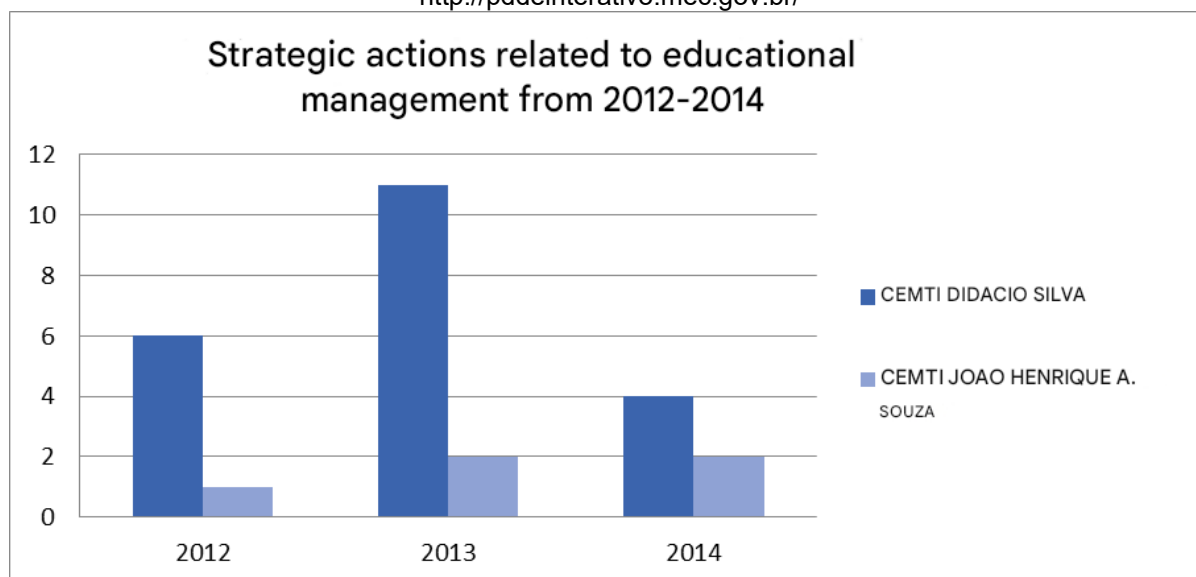
It is worth noting that the success of educational management observed in the schools surveyed is associated with the capacity for shared leadership and the commitment of the management teams, which constantly sought to articulate theory and practice in the conduct of school activities. According to Paro (2010), democratic management implies not only the decentralization of decisions, but also the valorization of collective processes and the effective participation of the various segments that make up the school. In Chart 1 we have an overview of the functioning of the schools under study. Both presented the same characteristics, with no differences with regard to the information collected:

Table 1. Characteristics of the Educational Management of high schools CDS (CEMTI Didácio Silva) JHS (CEMTI João Henrique de Almeida Souza) Data collected in the period 2012-2014, Teresina – Piauí.

Parameter/School	CDS	JHS
Mission	x	x
School organization defined	x	x
RADP	x	x
Management	x	x
Learning monitoring	x	x
Student service	x	x
Institutional evaluation	x	x
Class Council	x	x
Diagnostic evaluation	x	x
Recovery system	x	x
PROEMI	x	x
PDDE	x	x
PNAE	x	x
PNELM	x	x
Accessibility	x	x

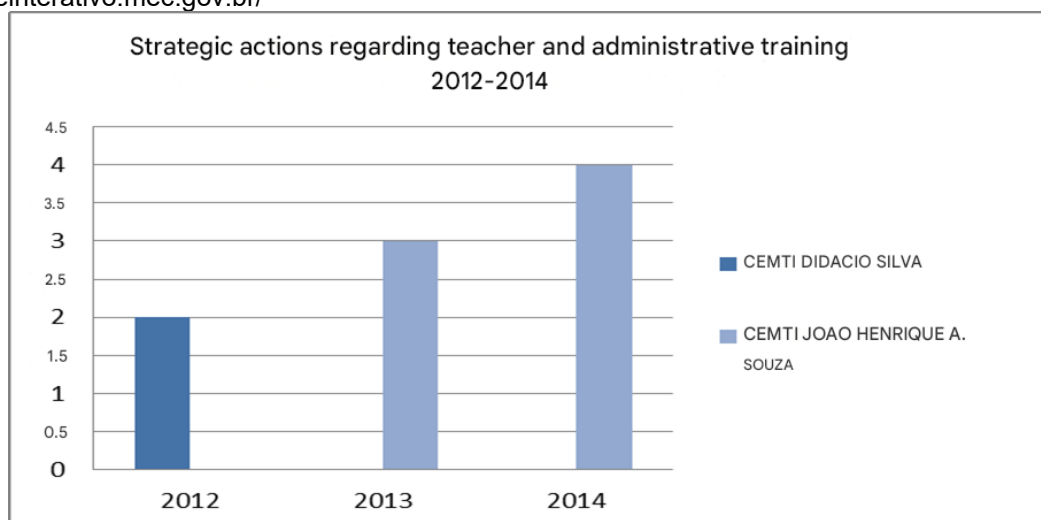
Thus, the results indicate that educational management, by being structured on participatory and strategic bases, contributed to the improvement of educational indicators, reflecting advances in the quality of education offered. As Heloani (2012) reinforces, participatory management not only increases organizational efficiency, but also humanizes school relationships, creating an environment conducive to learning and the integral development of students. Although there is a certain similarity in relation to the data obtained in both schools, there is a great difference when analyzing the strategic actions proposed in the period from 2012 to 2014.

Figure 1 - Strategic actions related to educational management from 2012-2014.
<http://pddeinterativo.mec.gov.br/>



The continuing education of teachers and support professionals proved to be one of the fundamental pillars for the effectiveness of participatory management in the schools analyzed. According to Nóvoa (1992), professional training is a permanent process, essential for educators to be able to respond adequately to emerging pedagogical and social demands. In this context, the schools developed training actions integrated with strategic planning, with a view to updating the pedagogical and strengthening of the teaching performance. Figure 2 shows an overview of the strategic actions related to teacher and administrative training in the 2012-2014 period.

Figure 2 - Strategic actions related to teacher and administrative training 2012-2014.
<http://pddeinterativo.mec.gov.br/>



The School Development Plan (PDE) guided the identification of training needs and the elaboration of strategies that involved courses, workshops, study groups and reflective moments on pedagogical practice. As Libâneo (2012) points out, continuing education should articulate theory with practice, allowing teachers to critically reflect on their performance and build new professional skills.

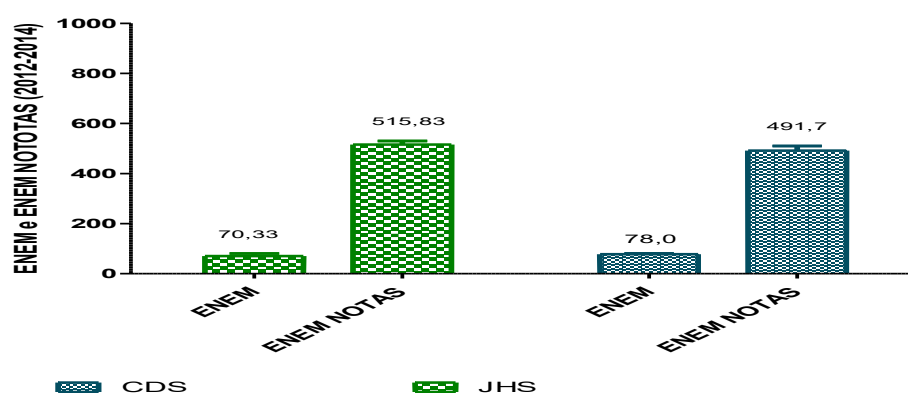
The expansion of training opportunities also contemplated support professionals, recognizing them as essential agents in the educational process. This perspective is supported by Lück (2009), when he states that the formation of the school team, in its entirety, is an indispensable condition for the success of institutional actions.

In addition, education was conceived as a space for dialogue and collective construction, as recommended by Freire (1996), who defends an education based on problematization and the active participation of the subjects. This focus enabled professionals to share knowledge and experiences, strengthening their identity and commitment to the political-pedagogical project of the schools.

The data collected demonstrate that continuing education, structured in a strategic and participatory manner, contributed significantly to the qualification of pedagogical and administrative practices, favoring the construction of an institutional culture focused on educational excellence. Thus, the importance of public policies that ensure permanent training as a right and a duty of all education professionals is reaffirmed (BRASIL, 2009).

The pedagogical and evaluation practices in the schools investigated were deeply impacted by the adoption of participatory management and the use of strategic planning as a guide for institutional actions. As defended by Perrenoud (1999), pedagogical practices must be continuously reviewed, seeking to respond to the challenges of an education focused on the integral formation of the student. In this sense, schools prioritized active methodologies, which stimulated student protagonism, autonomy and the development of skills. From this point of view, no statistically significant differences were observed ($P < 0.05$; $P = 0.952$) between the two schools under analysis, in relation to the National High School Exam for the overall scores. For CEMTI Didácio Silva (CDS) (284.9 ± 206.9) and CEMTI João Henrique de Almeida Souza (JHS) (293.1 ± 222.8).

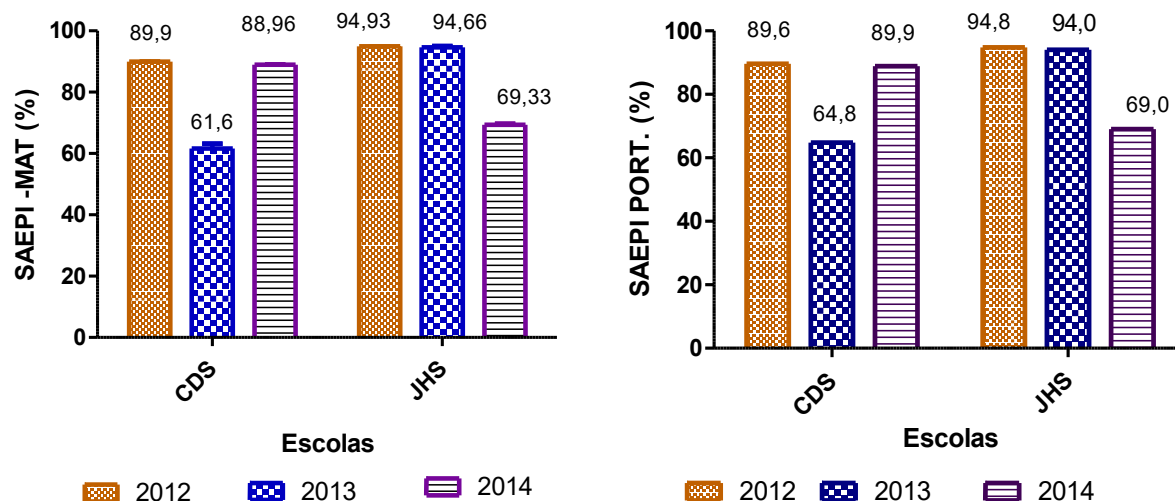
Figure 3 - Comparative study in relation to the ENEM (National High School Exam) in the period 2012-2014 for the CDS (CENTI Didácio Silva) and JHC (CENTI João Henrique de Almeida Souza) high schools, of Teresina – Piauí. ANOVA= Tukey's Multiple Comparison Test- $P < 0.05$.



Collective planning allowed teachers to develop more contextualized and meaningful pedagogical proposals, as Libâneo (2012) advises, when he states that teaching should start from the needs and interests of students, promoting more effective learning. Democratic management also stimulated reflection on evaluation processes, which began to be conceived as diagnostic and formative instruments, as opposed to a merely classificatory view (Luckesi, 2011).

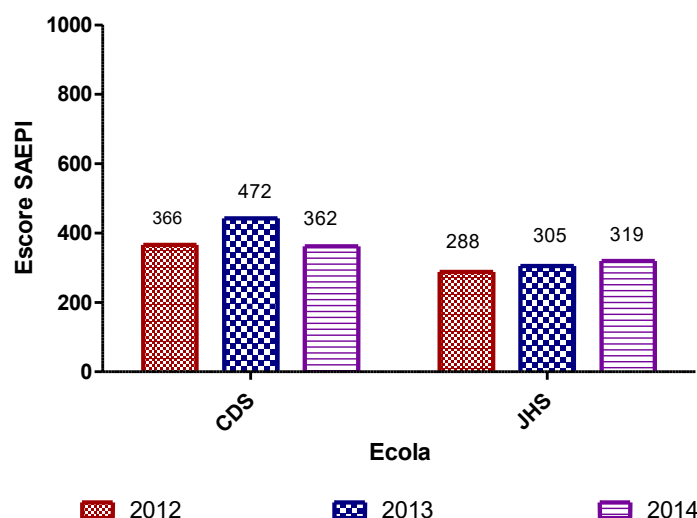
The systematic analysis of the results of external evaluations, such as the National High School Exam (ENEM) and the Educational Evaluation System of Piauí (SAEPI), also stood out as a relevant pedagogical practice, allowing the identification of weaknesses and potentialities in the teaching-learning process. This movement was articulated with the perspective of participatory institutional evaluation, defended by Sordi and Ludke (2009), which emphasizes the need to involve the entire school community in the analysis and improvement of pedagogical practices. This can be seen in the figures below, which present the results regarding the comparison made between the discipline of mathematics and Portuguese, according to the statistical analysis carried out through data also measured by the Educational Evaluation System of Piauí (SAEPI).

Figure 4 - Comparative study in relation to the Educational Evaluation System of Piauí (SAEPI) for mathematics (A) and Portuguese (B) considering the years 2012, 2013 and 2014, for high schools (CDS and JHS), in Teresina – Piauí. ANOVA= Tukey's Multiple Comparison Test- $P < 0.05$.



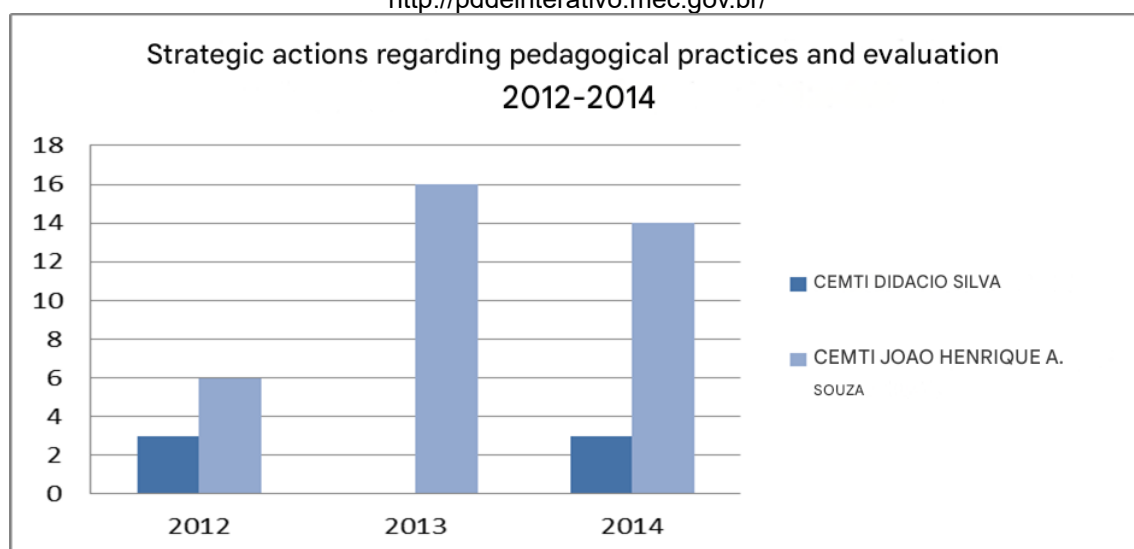
Similar to the previous data, in relation to the SAEPI overall mean score, the data obtained for the years 2012, 2013 and 2014 were not statistically significant ($P < 0.05$), indicating that the schools are in the same standard according to the evaluation of teaching quality. Positive correlations between the results related to the scores observed for ENEM and SAEPI, and School Sense, for the general scores, and those broken down for the subjects of mathematics and Portuguese.

Figure 5 - Comparative study between high schools (CDS and JHS) for Senso Escolar, considering the years 2012, 2013 and 2014, Teresina – Piauí. ANOVA= Tukey's Multiple Comparison Test- $P < 0.05$



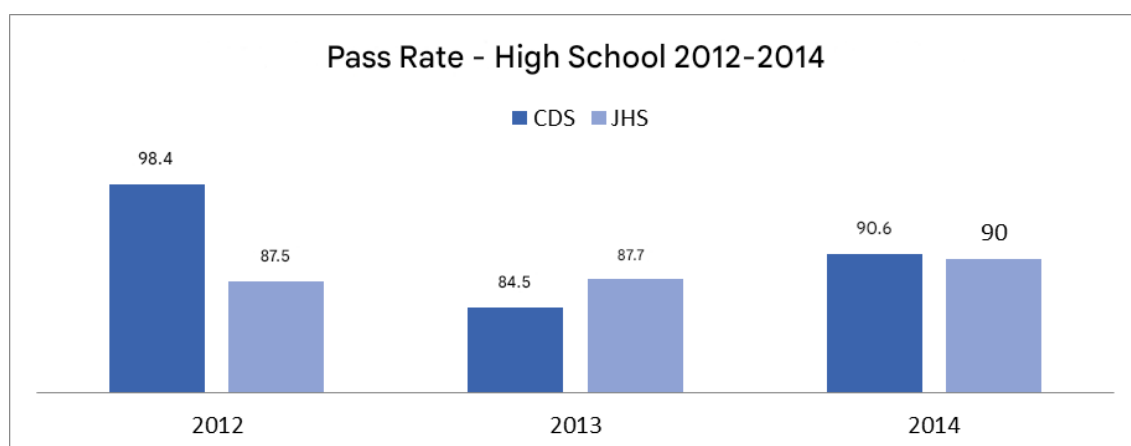
In addition, the pedagogical practices were enhanced by the participatory environment and by the appreciation of collective work, enabling the development of interdisciplinary projects and extracurricular activities that enriched the school curriculum. As Demo (2004) points out, the quality of education is intrinsically linked to the school's ability to reinvent itself, promoting innovative pedagogical practices committed to citizenship formation. The following figure demonstrates the performance of the schools under study in the dimension of pedagogical practices and evaluation.

Figure 6 - Strategic actions related to pedagogical practices and evaluation 2012-2014.
<http://pddeinterativo.mec.gov.br/>



Thus, participatory management and strategic planning proved to be fundamental for the strengthening of more democratic, effective pedagogical and evaluative practices centered on student development. When analogy is made between the data referring to strategic actions related to pedagogical practices and evaluation, in figure 18, with data related to the approval rate, there was no negative impact, as shown in figure 19 below.

Figure 7 – High School Pass Rate 2012-2014 . Source: Ministry of Education, Institute of Educational Research – INEP – Educational Census 2014.



The school infrastructure was a central element for the effectiveness of the participatory management model adopted by the investigated institutions. According to Lück (2009), the quality of the physical space and the material resources available directly influences the execution of pedagogical practices and the promotion of a favorable environment for learning. In this sense, the management of the schools was based on the use of the School Development Plan (PDE) as a tool for diagnosing and proposing structural improvements. Chart 3 shows an overview of the physical structure of the CEMTI Didácio Silva and CEMTI João Henrique de Almeida Souza, with regard to the quantity and conservation of the school facilities.

Table 2 - Physical structure of the high schools of the high schools CEMTI Didácio Silva (CDS) and CEMTI João Henrique de Almeida Souza (JHS) periods 2012-2014.

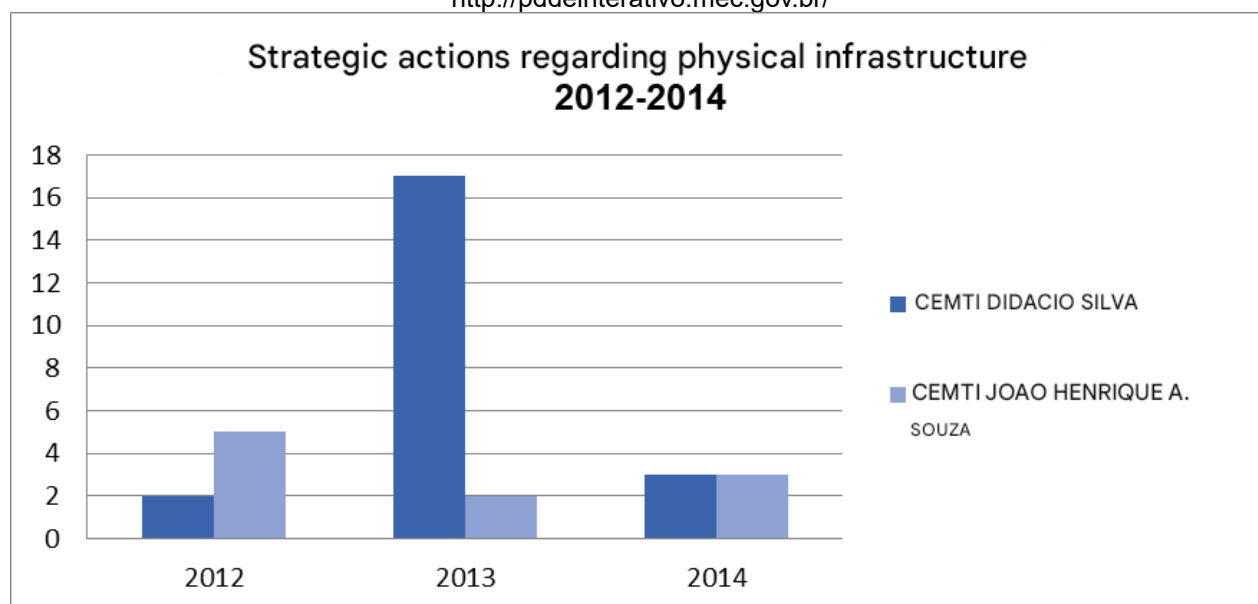
Dependencies	Qty		Quality			
	CDS	CJHS	CDS		CJHS	
			R	B	R	B
Sanitary	04	04		04		04
Library	01	01		01		01
Kitchen	01	01		01		01
Cafeteria	01	01		01		01
Computer lab	01	01		01		01
Sports court	01	01		01		01
Room for the board	01	01		01		01
Room for teachers	01	01		01		01
Room for special service	01	01		01		01
Air-conditioned classroom	10	08		10		08

B – GOOD R- BAD

The investments made in the schools included the adaptation and maintenance of spaces such as classrooms, laboratories, libraries, sports courts and cafeterias, providing adequate conditions for the development of educational activities. As Cavalli (2009) points out, well-structured school environments are indispensable to ensure the right to quality

education, favoring the well-being and permanence of students in school. Figure 8 shows a general representation of the level of investment made in physical structure.

Figure 8 - Strategic actions related to physical infrastructure 2012-2014. Source: <http://pddeinterativo.mec.gov.br/>

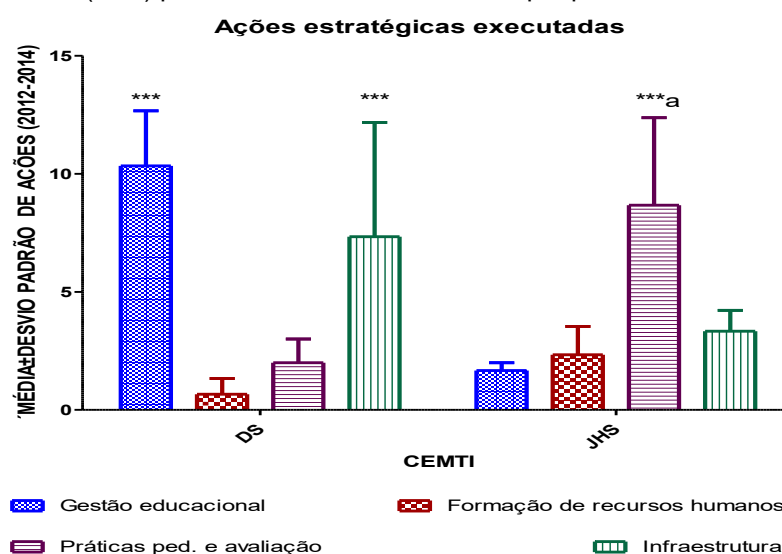


In addition, the adequate infrastructure has enabled the diversification of pedagogical practices, especially the adoption of methodologies that require specific resources, such as laboratory, sports, and cultural activities. Strategic planning, according to Souto-Maior (1994), guided decisions regarding the allocation of financial resources, ensuring that the improvements made were aligned with the priorities collectively defined by the school community.

Another relevant aspect refers to the promotion of accessible and safe environments, in line with current legislation and the principles of democratic management. According to the Statute of the Child and Adolescent (ECA, 1990), it is the duty of the school to guarantee a space that respects the dignity and rights of students, ensuring conditions that favor their full development.

No statistical differences were observed between the high school institutions when analyzing all the actions carried out in the period 2012-2014. However, the institution CEMTI Didácio Silva (CDS) invested significantly ($P < 0.0001$) in educational management and infrastructure, when compared to CEMTI João Henrique de Almeida Souza (JHS). In relation to pedagogical practices and evaluation, CEMTI João Henrique de Almeida Souza (JHS) gave more priority, as observed by the significant data $***a$, $P < 0.001$) in relation to CEMTI Didácio Silva (CDS).

Figure 9 - Strategic actions for the quality of education in the CEMTI Didácio Silva (CDS) and CEMTI João Henrique de Almeida Souza (JHS) periods 2012-2014. Source: [http:// pddeinterativo.mec.gov.br/](http://pddeinterativo.mec.gov.br/)



The data indicate that the improvements in infrastructure have positively impacted the pedagogical and administrative processes, contributing to the strengthening of the educational proposal of the schools and to the elevation of performance indicators. Thus, the importance of a management that values infrastructure as an essential dimension of educational quality, integrating it with strategic planning and participatory management, is reaffirmed.

CONCLUSION

The present research allowed us to verify that participatory management, anchored in the School Development Plan (PDE), was decisive to promote significant improvements in the administrative and pedagogical quality of the João Henrique de Almeida Souza and Didácio Silva Full-Time High School Centers. The use of participatory strategic planning favored the democratization of decision-making processes, stimulating the active involvement of managers, teachers, support professionals, students and the school community. This management model strengthened pedagogical practices, boosted the continuing education of professionals and promoted important advances in educational indicators, as demonstrated by the results obtained in external evaluations.

In addition, it was observed that participatory management boosted investments in school infrastructure, providing more adequate, safe and conducive environments for the development of educational activities. The study also showed that the success of this management model depends, fundamentally, on the commitment of school leaders and the

effective participation of all segments of the school community. It is concluded, therefore, that participatory management, when articulated with strategic planning instruments such as the PDE, is configured as a promising path for the construction of a more democratic, efficient public school committed to the integral education of students.

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