




## PIAUI MUNICIPAL EDUCATION COUNCILS: COMPOSITION, FUNCTIONS AND DIFFICULTIES FACED IN THE EXERCISE OF SOCIAL CONTROL

### CONSELHOS MUNICIPAIS DE EDUCAÇÃO DO PIAUÍ: COMPOSIÇÃO, FUNÇÕES E AS DIFICULDADES ENFRENTADAS NO EXERCÍCIO DO CONTROLE SOCIAL

### CONSEJOS MUNICIPALES DE EDUCACIÓN DE PIAUÍ: COMPOSICIÓN, FUNCIONES Y DIFICULTADES ENFRENTADAS EN EL EJERCICIO DE CONTROL SOCIAL

Tulyana Coutinho Bento Pereira 

Gilson Soares de Araújo 

Jairo de Carvalho Guimarães 

#### ABSTRACT

This article discusses the configuration of Municipal Education Councils (MECs) in the state of Piauí. For this, documentary sources referring to social control in public administration, participatory and deliberative democracy and the diagnosis of MEC and the Piauí State Council of Education carried out by the Piauí State Audit Court (TCE/PI) in December 2020 were used. It was found that most of the Piauí MECs have 6 to 10 counselors, composed of parents, teachers, employees of the Executive and non-governmental entities, who perform deliberative, consultative, supervisory and regulatory functions. The main difficulties are structural, budgetary deficiencies and lack of training. It is concluded that these difficulties are related to the problem, widely discussed in the literature, of ineffectiveness of the Education Councils, which can be overcome with investment in the training of members and greater financial capacity.

**KEYWORDS:** Municipal education councils. Participatory democracy. Deliberative democracy. Social Control. Piauí.

#### RESUMO

Este artigo aborda a configuração dos Conselhos Municipais de Educação (CMEs) do estado do Piauí. Para isso, utilizaram-se fontes documentais referentes ao controle social na Administração Pública, democracia participativa e deliberativa e o diagnóstico dos CMEs e do conselho estadual de educação do Piauí realizado pelo Tribunal de Contas do Estado do Piauí (TCE/PI) em dezembro de 2020. Verificou-se que a maior parte dos CMEs piauienses possui de 6 a 10 conselheiros, composta por pais, professores, funcionários do Executivo e de entidades não governamental, que desempenham funções deliberativa, consultiva, fiscalizadora e normativa. As principais dificuldades são as deficiências estruturais, orçamentárias e a falta de capacitação. Conclui-se que essas dificuldades estão relacionadas ao problema, amplamente discutido na literatura, de ineficácia dos



Conselhos de Educação, podendo ser superado com o investimento na formação dos membros e maior capacidade financeira.

**PALAVRAS-CHAVE:** Conselhos Municipais de Educação. Democracia participativa. Democracia deliberativa. Controle Social. Piauí.

## RESUMÉN

Este artículo analiza la configuración de los Consejos Municipales de Educación (CMEs) en el estado de Piauí. Para ello, se utilizaron fuentes documentales referentes al control social en la administración pública, la democracia participativa y deliberativa y el diagnóstico de los CMEs y el Consejo de Educación del Estado de Piauí realizado por el Tribunal de Cuentas del Estado de Piauí (TCE/PI) en diciembre 2020. Se encontró que la mayoría de los CMEs de Piauí cuentan con 6 a 10 consejeros, integrados por padres, maestros, empleados del Ejecutivo y entidades no gubernamentales, quienes realizan funciones deliberativas, consultivas, supervisoras y regulatorias. Las principales dificultades son las deficiencias estructurales, presupuestarias y la falta de formación. Se concluye que estas dificultades están relacionadas con el problema, ampliamente discutido en la literatura, de la ineficacia de los Consejos de Educación, que se puede superar con inversión en la formación de los miembros y mayor capacidad financiera.

**PALABRAS CLAVE:** Consejos municipales de educación. Democracia participativa. Democracia deliberativa. Control Social. Piauí.

## INTRODUCTION

This article addresses the configuration of Municipal Education Councils (CMEs) in the state of Piauí, their main characteristics, and challenges concerning the performance of their roles. The starting point for this study is social control in the context of the redemocratization in Brazil and the introduction of participatory and deliberative democracy in participatory institutions, including ombudsmen, consultation and reporting channels, conferences, the participatory budget, and public policy, human rights, or thematic councils.

In the present study, the discussion regarding public policy councils as actors of this participative and deliberative democracy stands out, more specifically that of Education in the municipalities of the State of Piauí. In this analysis, we seek to understand: What is the composition and distribution of representatives in relation to segments of society and the state? What roles do they perform? What are the main difficulties faced by the CMEs of Piauí for the performance of their duties? What factors can contribute to reducing such barriers, making them instruments of effective collective management of education policies?

In order to answer these questions, bibliographic and documentary sources were used. The first one is based on referential texts on social control in Public Administration and participatory and deliberative democracy, of which a publication from the magazine *Escola Nacional de Administração Pública* (The Brazilian National School of Public Administration - ENAP) and the works of Pateman (1970) and Habermas (1990) stand out. The second one



consists of a diagnosis made by the Court of Piauí (TCE/PI) in December 2020 with 148 Municipal Councils of Education, besides the state council (PIAUÍ, 2020). As a complementary theoretical contribution, this work was based on studies from Carneiro & Brasil (2014), Gurgel (2020), Gohn (2004, 2011), and Gurgel & Justen (2013).

The results are presented in four sections, besides this introduction, which is the first one. The second section focuses on social control in the context of the redemocratization in Brazil, based on participatory and deliberative democracy in participatory institutions. The third section presents a study carried out by the TCE/PI, emphasizing the characteristics and the main challenges faced by councils in the state of Piauí. Finally, in the fourth section, it is concluded that there are several deficiencies related to structural and budgetary issues, and the lack of staff and professional training, which result in the inefficiency of Municipal and State Education Councils, a problem widely discussed in the literature.

#### **SOCIAL CONTROL IN THE CONTEXT OF REDEMOCRATIZATION: INTRODUCTION OF PARTICIPATIVE AND DELIBERATIVE DEMOCRACY IN PARTICIPATIVE INSTITUTIONS IN BRAZIL**

According to Silva (2002), social control in Public Administration aims to protect institutions against possible errors or irregularities; obtain correct and secure information for decision making; guarantee adherence to the institution's general policies; and achieve the entity's goals and plans, through the efficient use of resources. Given the possibilities that these prerogatives and duties are not, in fact, fulfilled by the public manager, in the exercise of the power attributed to him, it is necessary to establish limits to the use of this power. In Montesquieu's conception (1996, p. 166),

[...] Political liberty is to be found only in moderate governments; and even in these it is not always found. It is there only when there is no abuse of power: but constant experience shews us that every man invested with power is apt to abuse it, and to carry his authority as far as it will go. Is it not strange, though true, to say, that virtue itself has need of limits? To prevent this abuse, it is necessary, from the very nature of things, power should be a check to power.

The need for such control in the public management of Brazil took place in a context of democratic transition, the direct election for President of the Republic, the introduction of neoliberal concepts, and finally the rigidity of the principles established in the Brazilian Constitution of 1988. In addition to that, an increasingly competitive market economy reality, technological development, and globalization of world economies led to the need to reduce costs and increase the quality of public services provided (ENAP/MARE, 1995).

This political and economic context Brazil was facing, from the end of the 1980s and in the 1990s, fostered a new standard of Public Administration in the country: the managerial approach, characterized by greater freedom in the manager's performance, reduced



formalities, and focus on results control. Thus, the decentralization of public functions and greater participation of society were established, in contrast to the previous model, the bureaucratic one, whose tenets were impersonality, formality (legality), career, hierarchy, and process control (SILVA, 2002).

The bureaucratic public administration was marked by the monopoly of the exercise of political power within a state, “the only legitimate one to choose and decide on the priorities and ways of executing public policies, covered by the principle of legality”, through representative democracy (BITENCOURT; PASE, 2015, p. 301), although there are thinkers (HABERMAS, 2014; SCHUMPETER, 2008) who perceive a weakened representative democracy insofar as the market determines political regulation, interest groups maintain a strong influence on public authorities, the capital defines the rules of the relationship between state and society, and decisions concerning public policies are made by actors who are often not directly involved with groups that claim the implementation of effective and efficient actions for the benefit of collective well-being (GURGEL; JUSTEN, 2013 ).

However, with the promulgation of the Brazilian Constitution of 1988, a landmark in the country's redemocratization, the mechanisms of representative democracy were incorporated, in addition to those of direct, participatory, and deliberative democracy, and social control in public policies and public management (CARNEIRO; BRASIL, 2014; GURGEL, 2020).

In the perspective of participatory democracy, Pateman (1970), a reference for this trend in the second half of the 20th century, the importance of social participation in decision-making processes and its educational function stand out, in the sense of developing individuals' citizenship, through training and individual and collective awareness, as described below: “the major function of participation in the theory of participatory democracy is, therefore, an educative one, and educative in the very widest sense, including both the psychological aspect and the gaining of practice in democratic skills and procedures” (PATEMAN, 1970, p. 60-61). For the author, participation has an integrative effect and “aids the acceptance of collective decisions” (PATEMAN, 1970, p. 61).

As stated by Teixeira (1999, p. 135), “civil society is located in a determined space where it develops its relations and builds its public spaces for the expression and participation of its actors”, reinforcing, in effect, the meaning constructed from the demarcation of public deliberative spaces aimed at empowering participatory democracy. In the perspective of deliberative democracy, Habermas's (1990, 2014) works stand out, emphasizing the discursive dimension and the possibilities of agreements, convergences, and mutual understanding through dialogue, from a communicative action (CARNEIRO; BRASIL, 2014). Thus, Habermas' (1990) communicative action is the interaction of individuals through language, seeking a coercion-free form of consensus, as seen in his work:



Since communicative action depends on the use of language aimed at understanding, it must fulfill more rigorous conditions. Participating actors try to define their action plans cooperatively, taking into account each other, in light of a shared lifeworld based on common interpretations of the situation. Also, they are willing to achieve these mediate objectives of defining the situation and choosing the ends, assuming the roles of speakers and listeners, who speak and listen through processes of understanding. Understanding through language works as follows: the participants in the interaction bond through the intended validity of their speech actions or take into account the found disagreement. Through speech actions, criticizable validity claims are raised, pointing out to an intersubjective recognition. The offer contained in a speech act acquires mandatory force when the speaker guarantees, through their validity claim, that they are in a position to redeem this claim, if required, using the correct type of arguments (HABERMAS, 1990, p. 72)<sup>1</sup>.

Hence, the democratic process takes place through dialogue and the rational discussion of arguments, in order to reach an agreement or mutual understanding of issues between citizens, intending to achieve common goals. In this conceptual framework, Gurgel (2020) emphasizes that in modernity - in which subjective social relations are present - consubstantiation, respect, and consideration for human thought pass

[...] through understanding the world, the reason through knowledge, communication, and reasoning, the validity of rules and the legitimacy of power; advancing from individualism to the understanding of looking at the other [original emphasis], in social arrangements, where collective discourses are held aiming at consensus; everything happening in the public sectors created over the last decades and that form the new links between society and the state (GURGEL, 2020, p. 22).

These participatory and deliberative forms of democracy help face the challenges of contemporary public action, such as, for example, the feeling of political apathy, indifference, mistrust, and the conformity of civil society (CHAUI, 2007; MIGUEL, 2016; SANTOS, 2013; TEIXEIRA, 1997; GOHN, 2004; PEREIRA, 2012; SILVA, 2002). In this scenario, it is expected that the participatory process supported by deliberative orientations surpass the limits of representative democracy, insofar as the conduction of decisions and opinions within the public sector by citizens, “would lead to a qualification of these speeches, as one’s opinion would always oppose the opinion of others, always seeking the best argumentation and, consequently, individuals” (BITENCOURT; PASE, 2015, p. 306) and would lead them to participate in the control of the state's political decisions.

The two dimensions (participatory and deliberative) observed in the post-1980 Brazilian context favored social control and accountability and affected decision-making processes in public policies, especially with the diffusion of participatory institutions with different formats, “different ways of integrating citizens and civil society associations in public deliberations” (AVRITZER, 2008, p. 3).

Since the promulgation of the 1988 Federal Constitution of Brazil, institutionalized

<sup>1</sup> Translated by Saulo Dias, from the Portuguese version of “Postmetaphysical Thinking” by Jürgen Habermas (Pensamento pós-metafísico).



participation has been characterized by the “emergence of new collective corporate actors [...]; decentralization and expansion of local autonomy; [...] and the reconfiguration of relations between the state and society, especially through new participatory institutional designs” (CARNEIRO; BRASIL, 2014, p. 7).

The Magna Carta foresaw, among other mechanisms of participation, political mechanisms of direct democracy - such as referenda and plebiscites; legal mechanisms - public civil action and popular action; the legislative ones - the popular initiative and the bills; and participation administrators - such as ombudsmen, consultation and reporting channels, conferences representations and public hearings (CARNEIRO; BRASIL, 2014; MOURA, 2020). A point worth mentioning concerns the finding that transparent public management, with the establishment of good governance, strengthens social control and determines the adoption of a close relationship with citizens. For Mileski (2018, p. 186), “transparency aims to allow the improvement of social control. Thus, it is also necessary to ensure the means for the citizen to exercise it”.

In the 1990s, forms of social participation in public policies in local governments multiplied, with emphasis on conferences linked to the governmental agenda; the participatory budget, owing to its innovative format alongside other forms of participation in the budget; and public policy, human rights or thematic councils, due to their quantitative expression (CARNEIRO; BRASIL, 2014).

National conferences have a participatory design laid out to “feed the governmental agenda, the formulation, guidance and social control of public policies [...] alongside the possibility of electing the corporate representatives of the councils” (CARNEIRO; BRASIL, 2014, p. 14). They are related to the three sectors of government, have a deliberative or consultative character, occur every two or three years, and are mobilized by the federal government. In these spaces, the main issues and normative directions of public policies are deliberated (CARNEIRO; BRASIL, 2014).

Since the Lula government, in 2003, the types and scope of conferences were expanded, with the realization in almost all states and a significant number of municipalities. The themes discussed in such conferences also expanded, including the rights of minorities and mobilized social segments, which made them more inclusive. The consultative nature of most conferences, lacking a deliberative dimension, however, proved to be a limiting factor to this form of participation (CARNEIRO; BRASIL, 2014).

The Participatory Budget (PB) created in 1989, in Porto Alegre (RS) and then spread in Brazil, in turn, constitutes “an innovative arrangement, as a 'bottom-up' design, from the free and open access for participants, and the upward logic, emphasizing its more democratizing and redistributive character concerning councils” (CARNEIRO; BRASIL, 2014, p. 15). At



the municipal level, the idea was standardized by the City Statute of Brazil, which provides for the "conduction of debates, hearings and public consultations on the proposals of the multiannual plan, the law of budgetary guidelines and the annual budget, as a mandatory condition for its approval by the Municipal Chamber" (BRASIL, 2001). The Participatory Budget (PB) becomes, in the long process of mobilization and participation of civil society in the decisions of the Public Power, one of the most effective instruments for strengthening the social control of Public Policies (MOURA, 2020) and for the concession of "[...] real decision-making power to those who take part in it" (SILVA, 2002, p. 130).

Another form of participation is councils. These can be public policies, rights, or thematic councils. They are "instituted by specific legislation that defines their outlines and, usually, their functioning is characterized by regular periodic meetings" (CARNEIRO; BRASIL, 2014, p. 13). With a various number of members and with representation from different social segments, they perform deliberative, consultative, or both functions and participate in decision-making processes related to the formulation, management, evaluation, and social control (CARNEIRO; BRASIL, 2014; GOHN, 2011; GURGEL; JUSTEN, 2013; LÜCHMANN; ALMEIDA, 2013).

Thus, depending on the composition and purpose of the councils, they can be of different types, such as community, popular councils, or non-governmental civil forums, which are composed exclusively of representatives of civil society, with no institutional relationship with the state and management or public policy councils, which are incorporated to public bodies linked to the Executive and "enable the participation of social segments in the formulation of social policies and allow the population to have access to spaces where political decisions are made" (GONH, 2011, p. 354).

These management councils' basic areas of activity are social assistance, health, housing, children and adolescents, and education (GONH, 2011). To this last public policy, the Municipal Education Council (CME), the School Food Council (COMAE), and the Monitoring and Social Control Council (CACS) stand out. As for CMEs, in 2018, 4,771 (86%) Brazilian cities had these entities and 799 (14%) municipalities had not adopted them by their education system (TODOS PELA EDUCAÇÃO, 2018). The configuration of the Municipal Education Councils of Piauí and their main characteristics and challenges are presented in the following item.

### **THE MUNICIPAL EDUCATION COUNCILS OF PIAUÍ**

The municipalities, as provided in Article 8 of Law No. 9394/1996, are autonomous to organize their education systems or, if they choose, as states Article 12 of the same Law, can "integrate the state education system or produce from it a single basic education system" (BRASIL, 1996). Once the autonomous system has been chosen, they must establish their



executive (municipal education department or equivalent) and normative (municipal education council) bodies and communicate to the State Education Council the date of the effective date (PIAUÍ, 1999).

In Piauí, according to the State Education Council (CEE/PI), 97 out of 224 municipalities, have a Municipal Education System (PIAUÍ, 2021), that is to say, mandatorily created Municipal Education Councils. However, the study carried out by the Court of Audit of Piauí (TCE/PI) in December 2020 (PIAUÍ, 2020), indicated the existence of 148 Municipal Councils, in addition to the state one, meaning that 51 municipalities, even integrating the State Education System and linked to CEE PI, chose to create their own councils.

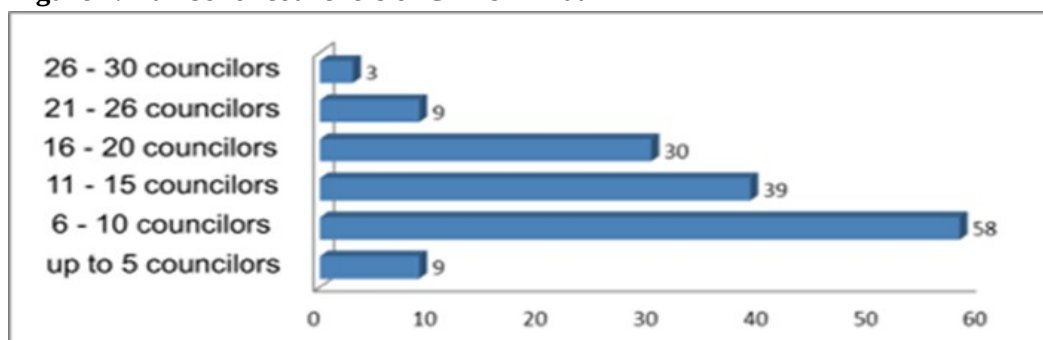
This work was carried out with a questionnaire sent to the 148 Municipal Education Councils, so as to assess five dimensions: profile of education advisers and communication with society and transparency, performance, administrative activities, and infrastructure of the units (PIAUÍ, 2020). All CMEs answered the 148 structured questionnaires sent via Google Forms, corresponding to the entire population studied. The approach took place between the months of October and November 2020.

Based on these dimensions, the composition and the roles performed by its member, as well as the main difficulties faced by the CMEs of Piauí in the exercise of their duties are analyzed in the section below.

### ***Composition of Municipal Councils in Piauí (CMEs)***

In the context of the research, the structure of the Municipal Councils was questioned. In this regard, as shown in Figure 1, in 58 (40%) Municipal Education Councils in Piauí, the number of members ranges from six to ten councilors, 39 (26%) CMEs have between eleven and fifteen members, 30 CMEs (20%) of them have between sixteen and twenty representatives, 9 (6%) CMEs answered that they have from twenty-one to twenty-six member, and another 9 (6%) CMEs up to 5 councilors. Finally, 3 (2%) CMEs said they have between twenty-six and thirty members.

**Figure 1.** Number of councilors of CMEs in Piauí





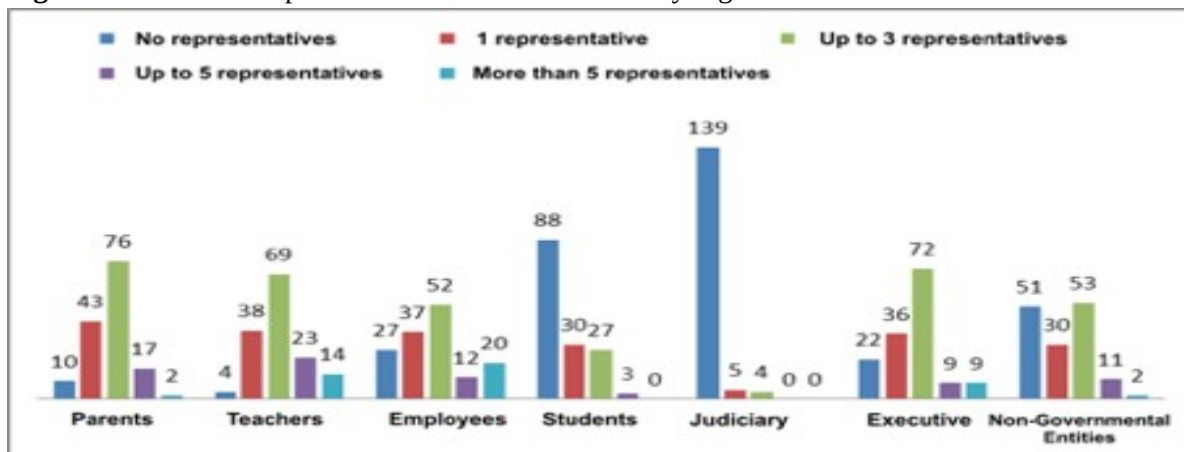


Source: Own elaboration, based on the 2020 Diagnosis of Education Councils (PIAUÍ, 2020)

In Brazil, there is no national legislation that defines the number of councilors that must make up a Municipal Education Council, which must be established in the law related to the creation of the CME and may vary according to the local reality (BRASIL, 2009). The predominant composition verified in Figure 1 (from six to ten members), however, is close to that adopted by the majority (66%) of Brazilian CMEs (from six to eleven members) (BRASIL, 2009).

CMEs in Piauí are characterized by the plurality of representations of parents, teachers, employees of the executive and non-governmental entities, and the small presence of students and representatives of the judiciary. As shown in Figure 2, there is a predominance of up to three representatives of parents, teachers, employees, the executive, and non-governmental entities. In 88 (59%) councils, however, there is no representation of students and in 139 (94%) of them, there are no representatives of the judiciary (PIAUÍ, 2020).

**Figure 2.** Number of representatives of CMEs in Piauí by segment



Source: Own elaboration, based on the 2020 Diagnosis of Education Councils (PIAUÍ, 2020)

According to the Court of Audit of Piauí, the presence of representatives' profiles from different segments, "tends to guarantee greater diversity and social representativeness, in addition to encouraging respect and appreciation of various knowledge" (PIAUÍ, 2020, p. 13). An expressive participation of councilors appointed by the executive tends to make the council a "voice of the government" (PIAUÍ, 2020), another problem indicated by Silva (2002) for the low effectiveness of these collegiate bodies. Lévy Bruhl states (ABBAGNANO, 2012, p. 868) that "it [participation] does not come after representations, does not entail them, but is prior to them, or at least simultaneous. What is given in the first place is participation", that is, in this nested process in which participants are represented and representatives, the active and assertive participation of the subjects is an essential point in the strengthening of social control and in the definition of good and necessary democratic

practices.

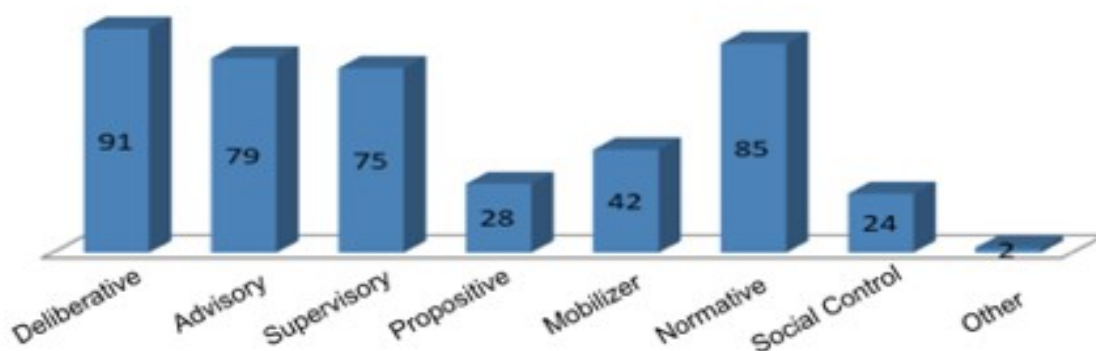
The absence of students as representatives can make CMEs “often another instrument in the hands of mayors and the elite, who speak on behalf of the community, as their official representatives” (GOHN, 2011, p. 355), to the detriment of the expected nature of state bodies when there is a plurality of representation. Thus, although they formally represent participatory and deliberative designs of democracy, councils may not be able to favor social control and accountability because they do not enable the participation of this social segment in political decisions.

The roles performed by the Municipal Education Councils of Piauí are presented below.

#### *Roles performed by the Municipal Education Councils of Piauí*

Among the 146 respondent councils asked about the effective frequency of meetings (out of a total of 148 participating councils), 65 (45%) CMEs said they had monthly meetings, 41 (28%) bi-monthly, 14 (10%) semiannually, 12 (8%) biweekly, 11 (7%) quarterly and 3 (2%) weekly meetings. As shown in Figure 3, in such meetings the collegiate bodies perform more frequently the deliberative, advisory, supervisory, and normative roles.

**Figure 3.** Roles most frequently performed by the CMEs of Piauí



Source: Piauí (2020)

Based on these answers, it appears that the councils of Piauí exercise, for the most part, the control of the municipal teaching management as “deliberative and equal actors, [...] not restricting their actions to opinion, consultation and counseling, without decision or deliberation power” (GOHN, 2011, p. 355). The diversity of attributions performed reflects the essence of deliberative democracy and reaffirms the importance of collegiate bodies in the process of establishing education management that is decentralized and participatory.

The main difficulties faced by the CMEs of the State of Piauí are presented in the section below.

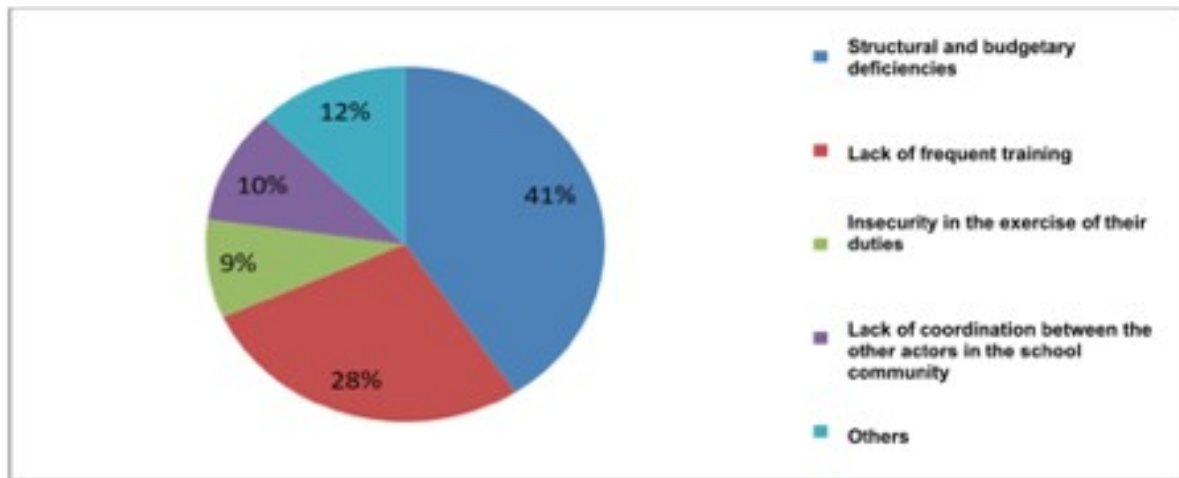


### *Main difficulties faced by the CMEs of Piauí for the performance of their duties*

Moving on with the research with the Municipal Education Councils, 148 CMEs were asked about the main difficulty in performing their duties. Among the CMEs in operation, 59 respondents (41%) pointed out structural and budgetary deficiencies, 40 informants (28%) stated lack of training, 15 (10%) said that it is the lack of coordination between the other actors in the school community, 13 (9%) claimed that insecurity in the exercise of their duties represents difficulties, and 18 (12%) indicated other difficulties, such as the lack of interest from the counselors in participating in meetings, as shown in Figure 4.

As Gurgel (2020, p. 47) claims, councils, in an analysis drawn from the sense of decentralization (CF/88) aiming at the effective participation of the collective subject, “[...] they become privileged spaces for public exercise, enabling a new relationship form between state and society, overcoming conservative Public Administration practices starting from the idea of co-responsibility between Government and society”. Thus, the effective participation not only of free and ordinary men, but of the councilors themselves, constitutes an inseparable element for the process of building citizenship and, as a direct consequence, the consolidation of deliberative and participatory democracy.

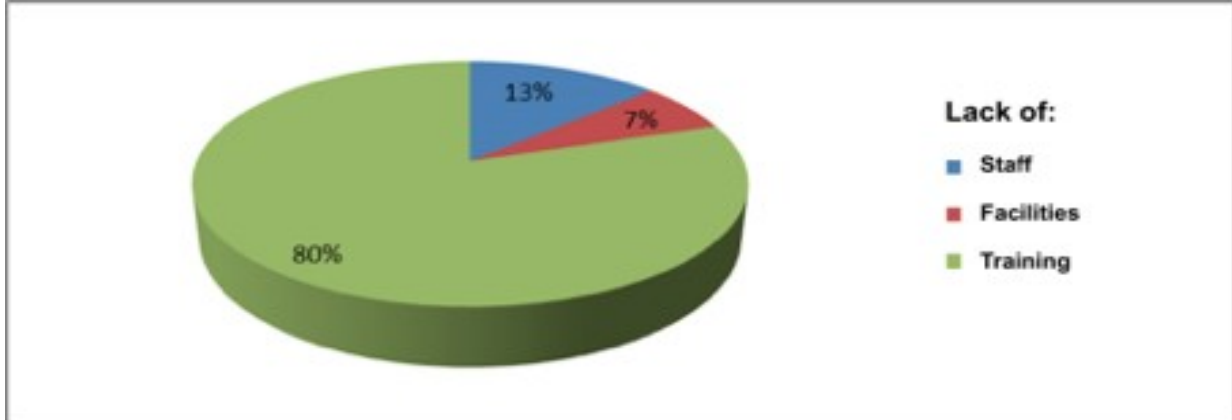
**Figure 4.** The main difficulty pointed out by the CMEs in operation for the performance of their duties



Source: Piauí (2020)

From 16 (11%) Municipal Education Councils that are not in operation, despite having been formally created, 12 of them (80%) indicated the lack of training of their members as the main reason for inactivity. The lack of staff was the reason mentioned by 2 (13%) councils and the lack of facilities by 1 (7%) of them, as shown in Figure 5.

**Figure 5.** The main reason for the lack of activities in CMEs created, but not active



Source: own elaboration based on the 2020 Diagnosis of Education Councils (PIAÚÍ, 2020)

The data presented in Figures 4 and 5 indicate that both the CMEs in operation and those that were formally created but are not performing their activities, point out structural and budgetary deficiencies and lack of training as their main difficulties.

Structural deficiencies, whether concerning staff or facilities were verified in several aspects of the research. In 2020, 92 (62%) CMEs did not have any staff to assist in the demands, and, among the 56 (38%) CMEs claiming to have administrative teams, 53 (95%) declared to maintain up to five employees only (PIAÚÍ, 2020).

According to the TCE/PI, in addition to employees, an adequate infrastructure with good



operating conditions could contribute to a better performance "of councilors' duties and a dignified reception for the interested public" (PIAUÍ, 2020, p. 16), which indicates the importance that the Municipality attributes to the CME in the education system. Most Piauí Municipal Councils (84 - 58%), however, do not have specific headquarters for the performance of their duties. Among those that have headquarters, 47 (77%) share them with other municipal public bodies (PIAUÍ, 2020).

Regarding the training of its staff, 128 (88%) councils said there was no forecast of transferring funds for investments in continuing education, and only 4 (3%) CMEs said they had their own annual budget allocation, that is, 144 (97%) depend exclusively on the municipal executive for the payment of expenses related to the functioning, maintenance, and execution of their activities and training of councilors (PIAUÍ, 2020).

Such data reveal that the effectiveness of the actions from management councils, as actors of deliberative and participatory democracy, depends on physical and budgetary autonomy, as well as on the training of their members. As Silva (2002, p. 130; 134) pointed out when analyzing the perspectives of social control in Brazil, the problem of the inefficiency of municipal and state education councils can be overcome with the "investment in training for council members" (p. 130) and the solution to the little effectiveness of Public Administration in Brazil "lies in building control based on social development supported by education and work" (p. 134).

## CONCLUSION

The present study addressed the 148 Municipal Education Councils (CMEs) of the state of Piauí, their main characteristics and challenges for the performance of their roles, in terms of the composition of the councils, their attributions, and the difficulties faced.

The most frequent number of members of CMEs in Piauí ranges from 6 to 10 councilors, verified in 58 of them, followed by 11 to 15 members, in 39 councils, and from 16 to 20, in 30 CMEs, whereas these representatives come from different segments, such as parents, teachers, employees, the executive, and non-governmental entities, and the presence of representatives of students and the judiciary is little, or often inexistent.

As for the frequency of meetings, 65 councils meet monthly, 41 twice a month, 14 semi-annually, 12 bi-weekly, 11 quarterly, and 3 meet weekly. In these meetings, the deliberative, advisory, supervisory, and normative functions are performed more frequently.

Concerning the main difficulties pointed out for the exercise of their duties, both the CMEs in operation, as well as those that were formally created, but are not active, indicate structural deficiencies, with regard to staff, infrastructure, budget, and the lack of training.

Such deficiencies generate the problem of the inefficiency of Municipal and State Education



Councils, discussed in the literature, which can be overcome with investment in training for council members and greater financial capacity. In addition to this factor, it is imperative to note that the deliberative, advisory, supervisory, and normative functions must be inspected by CMEs members in their entirety, in order to ensure the consolidation of a democratic and inclusive education.

Notwithstanding the contradictions present in the consolidation of a democratic space in education and recognizing that challenges are evident, it is important to mention a critical/reflective analysis of the elements involved aiming at the good performance of the Municipal Education Councils. From the dynamics of education, segment distribution, training of representatives, and performance of the CMEs, it was found that some inconsistencies or gaps are a reality. In this regard, it is worth pointing out that such conditions directly influence the flow of the participatory-democratic process of society, in view of the restrictive context, which may mean curbing opinions of the various segments that make up the Councils.

At this point, the strengthening of CMEs is conditioned to the regularity of the meetings, the effective participation of all segments that compose them, and the need for permanent support regarding the training of members. The educational demands must, in fact, be discussed with the use of arguments and reasons, from a critical-dialectical perspective, so that education is able to improve quality along its pathway.

## REFERENCES

ABBAGNANO, Nicola. **Dicionário de Filosofia**. 6. ed. São Paulo: WMF Martins Fontes, 2012.

AVRITZER, Leonardo. Instituições participativas e desenho institucional: algumas considerações sobre a variação da participação no Brasil democrático. **Revista Opinião Pública**, 14, 1, pp. 43-64, 2008.

BRASIL. **Lei Federal nº 10.257, de 10 de julho de 2001**. Regulamenta os arts. 182 e 183 da Constituição Federal, estabelece diretrizes gerais da política urbana e dá outras providências. Diário Oficial da União: seção 1, Brasília, DF, pp. 1, 11 July 2001. <https://www2.camara.leg.br/legin/fed/lei/2001/lei-10257-10-julho-2001-327901-norma-pl.html> (accessed 19 January 2021).

BRASIL. Ministério da Educação. **Criação, Composição e Atribuições do Conselho Municipal de Educação**. Brasília, DF: 17 February 2009. [http://www.mp.go.gov.br/portalweb/hp/8/docs/cme.\\_mec.pdf](http://www.mp.go.gov.br/portalweb/hp/8/docs/cme._mec.pdf). (accessed 19 January 2021).

BITENCOURT, Caroline Müller; PASE, Eduarda Simonetti. A necessária relação entre democracia e controle social: discutindo os possíveis reflexos de uma democracia “não



amadurecida” na efetivação do controle social da Administração Pública. **Revista de Investigações Constitucionais**, Curitiba. 2, 1, pp. 293-311, January/April 2015.

CARNEIRO, Ricardo; BRASIL, Flávia Duque. Controle social e as novas instituições participativas: um panorama do caso brasileiro pós-1988. In: V Congreso Internacional en Gobierno, Administración y Políticas Públicas, 2014, Madri. **Anais...** V Congreso Internacional en Gobierno, Administración y Políticas Públicas. Madri: GIGAPP/INAP, 2014.

CHAUI, Marilena. **Cultura e democracia**: o discurso competente e outras falas. 12. ed. São Paulo: Cortez, 2007.

ENAP/MARE. **Histórico das Reformas Administrativas no Brasil e tendências e inovações em nível internacional**: perspectivas do governo Fernando Henrique Cardoso. Centro de Documentação, Informação e Difusão Graciliano Ramos, Brasília-DF, 1995.

GOHN, Maria da Glória. Empoderamento e participação da comunidade em políticas sociais. **Revista Saúde e Sociedade**, 13, 2, pp. 20-31, May-August 2004.

GOHN, Maria da Glória. Movimentos Sociais na Contemporaneidade. **Revista Brasileira de Educação**, São Paulo, 16, 47, pp. 333-363, May/August, 2011.

GURGEL, Claudia. Democracia participativa brasileira e a participação social nas cidades: a experiência do orçamento como instrumento de controle externo: da legitimidade para uma cidadania com responsabilidade – confiança e participação. **Caderno de Direitos e Políticas Públicas**, 2, 2, 2, pp. 21-49, June/December, 2020.

GURGEL, Claudio; JUSTEN, Agatha. Controle social e políticas públicas: a experiência dos Conselhos Gestores. **Revista Administração Pública**, Rio de Janeiro, 47, 2, pp. 357-378, March/April, 2013.

HABERMAS, Jürgen. **Pensamento pós-metafísico**: estudos filosóficos. Translated by Flávio Beno Siebeneichler. Rio de Janeiro: Tempo Universitário, 1990.

HABERMAS, Jürgen. **Mudança estrutural da esfera pública**: investigações sobre uma categoria da sociedade burguesa. São Paulo: Editora Unesp, 2014.

LÜCHMANN, Lígia Helena Hahn; ALMEIDA, Carla Cecília Rodrigues. A representação política das mulheres nos Conselhos Gestores de Políticas Públicas. **Revista Katálysis**, Florianópolis, 13, 1, pp. 86-94, January/June. 2010.

MIGUEL, Luis Felipe. **Desigualdades e democracia**: o debate da teoria política. São Paulo: Editora Unesp, 2016.

MILESKI, Helio Saul. **O controle da gestão pública**. 3. ed. Belo Horizonte: Fórum, 2018.

MONTESQUIEU, Charles de Secondat, Baron de. **O espírito das leis**. São Paulo: Martins Fontes, 1996.

MOURA, Emerson Affonso da Costa. Controle social das políticas públicas através do orçamento participativo. **Caderno de Direitos e Políticas Públicas**, 2, 2, 2, pp. 54-82, June/December, 2020.

PATEMAN, Carole. **Participation and democratic theory**. Cambridge: Cambridge University Press, 1970.

PEREIRA, Antônio Kevan Brandão. Concepção Democrática de Bobbio: uma Defesa das Regras do Jogo. **REPOL - Revista Estudos de Política**, Campina Grande, 1, 1, pp. 33-67, 2012.

PIAUÍ. Conselho Estadual de Educação. **Municípios Autônomos**. Teresina, PI: Conselho Estadual de Educação, 2021.  
<http://www.ceepi.pro.br/> (accessed 19 January 2021).

PIAUÍ. Lei nº 5.101, de 23 de novembro 1999. Dispõe sobre o sistema de ensino do Estado e dá outras providências. **Diário Oficial do Estado do Piauí**: Teresina, PI, 25 November 1999.  
<http://www.ceepi.pro.br/Norma%20estadual/1999%20Lei%205.101%20-%20LDB%20estadual.doc> (accessed 19 January 2021).

PIAUÍ. Tribunal de Contas do Estado do Piauí. **Diagnóstico Conselhos Municipais de Educação 2020**. Teresina, PI: 2020. Disponível em: [https://www.tce.pi.gov.br/fiscalizado/pesquisa-de-processos/?n\\_tipo=1&n\\_processo=012454%2F2020](https://www.tce.pi.gov.br/fiscalizado/pesquisa-de-processos/?n_tipo=1&n_processo=012454%2F2020). Acesso em: 19 janeiro 2021.

SANTOS, Boaventura de Sousa. **Pela Mão de Alice: o social e o político na Pós-modernidade**. 14. ed. São Paulo: Cortez, 2013.

SCHUMPETER, Joseph Alois. **Capitalism, Socialism, and Democracy**. 3. ed. New York, USA: Harper Perennial, 2008.

SILVA, Francisco Carlos da Cruz. Controle social: reformando a administração para a sociedade. **Organização & Sociedade**, Salvador, 9, 24, pp. 115-137, August 2002.

TEIXEIRA, Elenaldo Celso. As dimensões da participação cidadã. **CADERNO CRH**, Salvador, 26/27, pp. 179-209, January/December 1997.

TEIXEIRA, Elenaldo Celso. Participação cidadã na sociedade civil global. **Revista Lua Nova**, 46, pp. 135-1668, 1999.

TODOS PELA EDUCAÇÃO. **Conselhos Municipais de Educação: o que são e como funcionam**. São Paulo: 19 February 2018. Disponível em: <https://todospelaeducacao.org.br/noticias/perguntas-e-respostas-o-que-sao-e-como-funcionam-os-conselhos-municipais-de-educacao/>. Acesso em: 19 janeiro 2021.