

---

## The Management and Social Control of the Sport in Brazil

<sup>1</sup>Temistocles Damasceno Silva, <sup>2</sup>Camila de Jesus Barreto, <sup>3</sup>Raissa Loara Freire Nogueira

<sup>1</sup>Department of Health, Bahia Southwest State University, Jequié, Brazil

<sup>2</sup>Department of Health, Bahia Southwest State University, Jequié, Brazil

<sup>3</sup>Department of Health, Bahia Southwest State University, Jequié, Brazil

---

### ABSTRACT

This study investigates the management and social control of public policies for sport and leisure, taking as reference analysis the prerogatives of the national system of sport in Brazil. While methodological procedure this is an exploratory study with a qualitative approach. With regard to data collection instruments was used to document analysis. Regarding the theoretical framework said the studies of Klaus Frey and Ivanete Boschetti about public policy analysis process. Thus, it became clear that the privileges found in this document concerning management and social control of sports actions need to go through a redesign process in order to enable the realization of inter-agency coordination and participatory management within sports.

**Keywords:** Sport, Leisure, Management, Social Control.

---

### INTRODUCTION

The advancement of citizenship has occurred historically through rights achievements achieved through constant historical process in which individuals, groups and nations struggle to acquire them [1]. In this context of achievements there is the social control as an administrative function, which allows people to verify and monitor compliance with the actions planned by the state.

Thus, Bueno [2] points that through the emergence of the ministry of sports collective participation in the construction of public policies for sport and recreation is gaining ground by conducting national conferences. Therefore, such action is presented as a possibility for realization of participative management with regard to actions related to the phenomena in question. In consonant, structured sports national system as the embodiment of tool of the national sports policy.

Thus, it is clear that this issue is of great value in building a more conscious society. However, the studies supporting this area are still scarce compared to other lines of policy. Thus, it is believed that this factor may be linked why there are many productions about social control of the sport.

Coupled with lack of scientific production in the area as well as the interest in investigating the said sector here comes the question about how to set up the national sports system with regard to management and social control of the sport. So some concerns permeated the development of research such as: what is the outlook of governmental and non-governmental coordination, established in the national sport system? What instruments of social participation and control explained in that document?

Faced with this aspect pointed out, this study sought to contribute to the expansion of scientific production in the field of public policies also served as an evaluation instrument to the body of

---

*\*Address for correspondence:*

tom@uesb.edu.br

managers involved with the theme. Therefore, the main motivational factor of this study is embraced by the theme affinity coupled with the initial and ongoing formation process of the researchers in question. Thus, through this study craved to analyze the national sport system with regard to management and social control of public policies sport, taking as reference analysis, the prerogatives elucidated in the final document of the Second Sport Conference.

This research is characterized as exploratory qualitative approach, thus aiming at a greater understanding of the topic, the study field. To do this, Mendonça [3] states that: "exploratory research aimed at creating greater familiarity with regard to a fact / phenomenon / process, investigating the stage they are in the information already available on the subject."

With regard to data collection instruments were used: document analysis taking as empirical reference the final document of the Second National Sports Conference. Thus, it is believed that the document analysis is a valuable method of gathering information, since documents from different sources can be obtained, in addition to being written or not, primary or secondary. Thus, this factor allows an intersection of information in order to clarify the object of the search.

In this context, while theoretical framework, this study was mainly based on the Frey studies [4] on the policy arena and analysis of indicators for social Boschetti policies [5], which depicts the analysis of the articulation of the sectors involved in process as well as verification of management tools and social control related to the assessed sector. It is noteworthy that other authors were used in further analytical process of the investigation.

### **Management and Control Social Sport in Brazil: A Brief Reflection**

In Brazil, until the end of the dictatorship noticed the absence of social control of public actions, for an obvious reason: authoritarianism and popular participation would be antagonistic terms. Thus, Bravo and belt [6] show that only with the onset of the country's democratization process, from the end of military rule in the 80s is that the term "social control" has come to be acclaimed. In this context, Ricci [7] states that such a concept was legally established with the enactment of the Constitution of 1988, which would be inculcated elements and participatory democracy guidelines so incorporating community participation in public policy management. Thus, Bravo and belt [6] still point to a very important fact in this democratization process:

It should be considered that social participation is only a status ban, in the period of the dictatorship, to a mandatory status, driven by a legal framework provided in the 1988 Constitution, the result of social struggles. This change occurs in a very different context. While there was a climate of mobilization and growing political unrest in the 1980s, in which civil society was hegemony by progressive forces, following decades are marked by a progressive reflux of social movements in the context of capitalist restructuring, neoliberal and consequent contrarre formas State (p.132, our translation)

In contrast, Brito [8] states that:

[...] Can not be said that social control has its origins in the 1988 Federal Constitution, but certainly the issue of the so called "Citizen Constitution" was a milestone in the design model that has been built since then. In the opening words of the text - mor ( article 1 , sole paragraph ) , the Brazilian democracy is no longer exclusively representative , rescuing is the component that was missing in the application of the famous Lincoln- concept that democracy is the regime that carries out government people , by the people and for the people ( p . 122, our translation).

In this logic, it is clear that the 80s was marked by great achievements popular where people established the beginning of a new social pace, orchestrated by them, by popular and individual right

to political participation and freedom of expression in its various manifestations. About this Araujo et. al [9 ] points out that:

At the end of the 1980, civil society went to assimilate a new mobilization of political culture and this can be perceived by the creation of several organized movements, trade unions, professional bodies that were placed as direct pressure fronts in winning participation channels popular in matters that concern the public affairs (p.26, our translation).

However , it is necessary to understand that the rights won only consolidate when actually enjoyed, "however, citizen participation, which is not reduced to electoral participation; It is a way to actively exercise their citizenship, to give effect to the rights already enshrined in laws and build new rights through instruments already achieved" [10].

Such problems can be understood by analyzing the trajectory of the sport in Brazil since both were only required and recognized as a social right in the Federal Constitution of 1988 [9] . So , you can see the short historical space where it emerged , although there is a need to highlight public policies related to sport , as becomes noticeable in different areas in the fact that society can not charge the legal guardian that she does not understand how important or as legal right.

Thus, for society to take ownership of the conquered legal rights is of paramount importance to make them known. As an example, there is the Law number 10.257 which was enacted in July 2001 by then President Fernando Henrique Cardoso, which ensures:

Democratic management through participation of the population and associations representing various segments of the community in the formulation, implementation and monitoring of plans, programs and urban development projects. [11]

In view of the above mentioned law it appears that social control is backed by law. Soon, it is urgent that the "theory" is set in motion. Thus, Mezzadri et al [12] present various data highlighting the absence of population and the representativeness and control of the implemented actions:

Community involvement in the development of sport and leisure activities was restricted to one of the fifteen investigated cities, which are held six specific public hearings per year. In the other, society does not participate in preparing the Government Plan. In other municipalities, the representation of society in the Municipal occurs through the Neighborhood Associations (our translation).

In this sense, it is worth highlighting the area of health as a pioneer in studies and in the Councils of promotions that promote spaces for such constructions. Not for nothing that this sector has a considerable number of scientific productions that address social control within that field of knowledge [9].

At the same time, we can mention at this point, the lack of guideposts and qualified representatives, holding political office for the sport and leisure although it is known that this is not an exclusive problem of the area. Therefore, it is limited the development of reflection versus action, given that the non- scientific understanding of the subject, thus conditioning superficial activities, based on common sense.

From this perspective, we can say that social control in democratic societies theoretically emanates from the people, leaving society monitoring of the actions proposed by their legally elected representatives. However, the reality turns out differently given that the general population is not educated to enforce this social control and often unconsciously , is controlled by the government through social programs in different spheres that do not include their real needs and rights . Thus, it becomes necessary a reflection on the configuration management and social control instilled the prerogatives of the national sport system so that we can broaden the understanding of the phenomenon in question.

## RESULTS AND DISCUSSION

AI National Sports Conference in 2004 was undoubtedly a landmark for Brazilian sport given that such action materialized social rights related to public participation in the process of shaping public policy in the sector in question. Thus, conferences were presented as a possible mechanism of sporting decentralization management. However, Castelan [13] highlights a significant point regarding the legitimacy of the First Conference:

This debate highlights the importance and care that the executive shows with popular participation. The question is whether the executive respects the decisions taken by the Conference, as popular participation space. [...] The various debates that took place at this conference which has greater prominence and political weight by the federal government is pointing to the construction of the National Policy of Sports and the Sports Incentive Law. This can be verified on the basis of documents and texts I Conference, as well as in the speeches of the Minister Agnelo Queiroz and President Lula's speech during the event. However, contrary to the government's interests, the main decision of the First Conference points to the construction of a National Sports System in a final document which is divided into 3 parts: 1) Letter of Brasilia, 2) Resolution of the creation of the National System Sport and Leisure, and finally, 3) Proposal for action adopted at the final plenary (p.43, our translation).

Thus, the Second National Sports Conference in 2006 aimed to: "The construction of the National Sporting Goods System, aiming to further coordinate the actions of agents working in this area, offering quality services to society to ensure access to sport and leisure and social rights" [14].

In consonant, it took place importance on the calendar for the preparation of conferences. However, Castelan [13] reveals that "the Third Conference took place only in 2010, disregarding a resolution introduced in the Conference space itself ". In contrast, the proposals approved in the final plenary session of the Second National Sports Conference pointed to the implementation of the National Sports System. Therefore, such a system was made through areas: (01) structure -organization, Agents and skills, (02) human resources and training, (03) management and social control, (04) funding.

Thus, the axis number 01 of the system shows that:

The National System of Sports and Leisure comprises the educational sport, sport participation and high performance sport, not mutually exclusive, articulated in an equitable way in an open, democratic and decentralized structure involving municipalities, states and the union, in public and private spheres, striving for the participation of the whole society [15].

Therefore, to understand the National System of sports and leisure as a result of the democratic process grounded in the Constitution of 1988, it appears that such data corroborate the studies of Boschetti [5] which indicate that:

The Federal Constitution, decentralization guidelines were established independently of government spheres and participation of society in controlling government actions as a basis for structuring the relationship between the public authorities of the three bodies and between them and civil society in the implementation of social policies ( p . 15 ).

Still on Axis number 01 we are clear that:

The National System for Sporting Goods aims to consolidate and National Sports Policy to create mechanisms to ensure the implementation and accessibility of the same in all spheres of the federation, and define the roles of the organizations leaders of sports and leisure [...] specific folders Creation Sporting Goods in state and municipal levels (Offices, Foundations, Local Authorities), with

administrative and budgetary autonomy, specific advice and developing plans for implementation and continuity of sport and leisure policies in all dimensions order social inclusion, and setting deadline for this creation . [15]

This axis shows that, theoretically, there should be a relationship between government spheres, establishing, skills to social agents involved. However, we can see here that there is a certain limitation of the document and that it does not show the stages of the development process of this relationship. In this logic, Frey [4] reveals that:

The process of solving a political problem consists of a sequence of steps. But in practice, the administrative political actors hardly cling to that sequence. This is especially true for more complex political programs that are based on interactive processes, the dynamics of which is fed by mutual reactions of the actors involved (p. 229, our translation).

Thus, on Axis number 03 corresponding Management and Social Control, it appears that that system has the prerogative as the implementation of democratic management in the public sphere, thus aiming the full exercise of citizenship through participation and social inclusion [15]. At the same time, this document points out that this participatory management should be materialized through councils, conferences, forums and Sectoral Chambers.

Predict and ensure legally in Municipal , state and federal , conducting periodic and biennial conferences held in odd years Forums that address the themes of Sport and Recreation to analyze and discuss the public policy of the sector, increase the social control over them and point guidelines that guide [15] .

Moreover, Silva, Silva and Almeida [16] show that:

The shaft management and social control, found as financial prerogative, the implementation of a transparent management of resources spent in the sector in question. At the same time, it indicates the prioritization of the use of financial resources for social and inclusive policies, reaffirming the importance of developing partnerships with other sectors and the need for qualified professionals to perform such functions.

In this logic, are as assignments for the National Council, State and Municipal Sporting Goods, conducting public hearings every six months [15] . It can be seen then, analyzing the topics presented in the shaft number 03 that there is an intention to realization of popular participation, however, only intention is not enough. Therefore, the absence of the population in the planning process and evaluation of sports action becomes a single factor for non- materialization of significant public policies. This factor can be demonstrated by the studies Silva and Avila [17] about a certain Brazilian city:

Failure to implement the municipal council of sports and leisure, during the period investigated, corroborated directly to the local community does not establish an effective dialogue towards the secretariat, thus denying service to local demands.

Thus, it appears that the management and social control of public policies for sport and leisure, currently in Brazil, with exceptions in some cities, have not yet consolidated a new culture of community participation in government actions related to the sector in question. However, new research in the area would be timely to better understand the categories analyzed.

## **CONCLUSION**

Upon completion of this investigation can be concluded that the national system of sport itself as a healthy tool in the realization process of the sport as a social right guaranteed in the federal constitution. However, the prerogatives found in this document concerning management and social

control of the shares, would need to pass a reformulation process, in order to promote the materialization of participatory management in sports. To this end, it is necessary to conduct further discussions on the phenomenon as well as the production of new knowledge on the subject in question. Finally, it would be interesting to implement spaces for socializing guidelines that make up the document, thus aiming the society at large access information and knowledge built so far.

## **REFERENCES**

- [1] Bresser Pereira, L. C. Cidadania e res pública: a emergência dos direitos republicanos. Revista de Informação Legislativa. Brasília: ano 34, n. 136,1997, p.289-313.
- [2] Bueno, L. Políticas Públicas do esporte no Brasil: razões para o predomínio do alto rendimento. (Tese de Doutorado) Fundação Getulio Vargas, Escola de Administração de empresa de São Paulo, São Paulo, 2008.
- [3] Mendonça, G. M. Manual de normalização para apresentação de trabalhos acadêmicos. Salvador: Unifacs, 2009.
- [4] Frey, K. Políticas Públicas: Um debate conceitual e reflexões referentes á prática da análise de políticas públicas no Brasil. Planejamento e Políticas Públicas nº 21. 2000.
- [5] Bhoscetti, I. Avaliação de políticas, programas e projetos sociais. In: Serviço Social: direitos sociais e competências profissionais. São Paulo, 2009.
- [6] Bravo, M.I; Correia, M.V.C. Desafios do controle social na atualidade. In: Serviço Social e Sociedade. nº.109 São Paulo, Jan./Mar. 2012.
- [7] Ricci, R. Contradições na implementação das ações de participação. Revista Espaço Acadêmico, n. 36, maio/2004. Disponível em: <http://www.espacoacademico.com.br> acesso em 23/05/2015.
- [8] Britto, C. A. Distinção entre controle social do poder e participação popular. Revista de Direito Administrativo. Brasília: n. 189, 1992, p. 115-122.
- [9] Araujo, S.M.; Jara, I.C.; Magalhães, Y.C.S. O processo de participação democrática e controle social nas políticas públicas de esporte e lazer. In: ARAÚJO, S.M. (Org.). Conselhos Estaduais de Esporte e Lazer no Nordeste Brasileiro: Participação popular e Controle social em questão. São Luís: Edufma, 2011, p.17-80.
- [10] Côrtes, S.N.Q. Controle Social do Estado como estratégia de emancipação e qualificação da democracia: uma reflexão teórica a partir dos grupos de cidadania da Diocese de Barra- Bahia. Brasília, 2003. Dissertação de mestrado em Direito e Estado. Faculdade de Direito, UnB.
- [11] Brasil. Lei 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, Brasília, DF, 10 de julh. 2001. Disponível em < [http://www.planalto.gov.br/ccivil\\_03/leis/leis\\_2001/110257.htm](http://www.planalto.gov.br/ccivil_03/leis/leis_2001/110257.htm)> acesso em: 25/05/2015.
- [12] Mezzadri, F. M.; Cavichioli, F. R.; Souza, D. L. (Org.). Esporte e Lazer: subsídios para o desenvolvimento e a gestão de políticas públicas. Jundiaí: Fontoura, 2006.
- [13] Castelan, L.P. As conferências nacionais do esporte na configuração da política esportiva e de lazer no Governo Lula (2003- 2010). Dissertação (Mestrado em Educação Física). Faculdade de Educação Física, Unicamp, Campinas (2010)
- [14] Confef. Conselho Federal de Educação Física. II Conferência Nacional do Esporte. Rio de Janeiro, 2006 Disponível em < <http://www.confef.org.br/extra/revistaef/show.asp?id=3624>> Acesso em: 16/07/15.

- [15] Brasil. MINISTÉRIO DO ESPORTE, PORTARIA Nº 13 DE 03 DE FEVEREIRO DE 2004. II Conferência Nacional do Esporte - Documento Final. Disponível em: [http://portal.esporte.gov.br/conferencia\\_nacional/conferencia2/textoBasico.jsp](http://portal.esporte.gov.br/conferencia_nacional/conferencia2/textoBasico.jsp) Acesso em: 16 de Junho de 2015.
- [16] Silva, T. D.; Almeida, T. S.; Silva, R. C. Politics and Sports Finance in Brazil: An Analysis about the National System for Sport and leisure. *International Journal of Research in Humanities and Social Studies*. v. 2, Issue 7, 2015. Hyderabad, India. Disponível em: <http://www.ijrhss.org/v2-i7.php> acesso em 18/07/15.
- [17] Silva, T.D.; Ávila, M.A. Análise da estrutura administrativa e financeira destinada ao lazer no município de Jequié/BA. *Coleção Pesquisa em Educação Física*, n. 13, v. 1, p. 31-40, 2014.

## **AUTHORS' BIOGRAPHY**



**Temistocles Damasceno Silva**, Degree in Physical Education from the State University of Southwest Bahia (UESB) and specialist in Physical Activity and Health at the Faculty of Technology and Science (FTC). He is currently a student of Master's degree in regional and urban development at the University of Salvador (Unifacs / BA) and is part of the faculty teaching degree course in Physical Education / UESB. He has lectured in the course of Teacher Training Public Network (PARFOR) of UESB, UNEB and UESC. He has experience in Public Policy with an emphasis on Sport and Recreation.



**Camila de Jesus Barreto**, Course student of physical education from the State University of Southwest Bahia. Currently, participating as a monitor researcher of the study group on sport management and recreation – UESB.



**Raissa Loara Freire Nogueira** Course student of physical education from the State University of Southwest Bahia. Currently, participating as a monitor researcher of the study group on sport management and recreation – UESB.