## 126 - PARTICIPATIVE MANAGEMENT AND HUMANIZATION: A MUNICIPAL EXPERIENCE IN BRAZILIAN SEMI-ARID NORTHEAST

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## INTRODUCTION

We are living now an ever-changing scenario in political, economic, social and structural changes that impose continuous reforms to the state in its ongoing management models for its own reorganization and enforcement. It implies not only in the control of the law, but the attention and active and co-responsible participation between government, managers and civil society. The decentralization of political, administrative and financial state to the other federal agencies is essential. It aims to think and act objectively sharing responsibilities to effect changes and respond to problems, improvement and qualification of services. (BRASIL, 2005).

The public organization is a complex system of structures and networks that interact to solve public problems (MADUREIRA, 2005), it has as social role to serve with quality and responsibility towards the customer (CORREA, 1993). In modern society, this sector "is increasingly affected by the environment in which it operates, turning into an open system with continuous exchanging relationships", rapid changes in the relations between managers, servers and users. Turbulence is experienced, "a set of conditions increasingly dynamic, complex and hostile." (SCHWELLA, 2005, p. 267).

In this context, the public management of municipal administration is becoming an innovative experience of the country in a continuous way since the return to democracy. The new forms of organization, resulting from the autonomy, responsibility and initiative of the municipalities have been replacing rigid management structures with flexibility, allowing to add strategic elements of social welfare, promoting citizenship by city agencies (FEDOZZI, 2001). Experiences of collective participation have opened channels of communication between administration and population, seeking to reverse the logic of bureaucratic-traditional basis, providing social interaction for dealing with problems in a collective way with cooperation. (MISOCZKY, 2002). A process that is enriched "as people experience relationships and notice that their knowledge and experience are important and are respected" (JUNQUEIRA et al, 1998, p. 75).

The challenge of effectively democratizing the relationship of the municipal administration with citizens, besides being able to involve the population, leads both the leaders and members of the movement to rethink and redo their speeches, also to reevaluate their strategies and practices. When the subject becomes aware of his rights, he becomes the subject of these policies, through learning by trial the relations, the exercise of citizenship guided by values and not by subjecting himself to it. This process requires a systematic work through discussions with staff and population, to make them allies. (JUNQUEIRA 1997). The construction of the management procedure occurs "with the learning provided by the practice itself, without any particular social actor" being able to predict how will this model be in the future (FEDOZZI, 2001, p. 103), it involves talent, creativity and autonomy of the worker, making it imperative to adopt the democratic style. (MENEZES, 2002).

In the search to fulfill its social function, the public organization requires on its staff, trained and motivated servers for quality work. So, it's necessary to implement a management system that is committed to a culture of appreciation and understanding of the server, providing a satisfaction environment. When the subject, in their interaction with each other, is not considered by the meant listening to their needs, he initiates a routinization of their actions, generating doubts and difficulties. (CARVALHO, 2009). Training is essential in this process by considering intellectual, technical and ethical skills, as well as skills and attitudes that facilitate the interaction with the user of the services, from the perspective of humanized care. (SILVA, 2006; ROGERS, 1997; GIACOMINI et al, 2001).

The National Policy on Humanization of Care and Management of SUS is a reference, has solidified roots and bets on ways to produce health and to manage work processes, leading to innovations in management practices. It proposes for the different groups / teams involved in these practices, the challenge of overcoming boundaries, experience new forms of organization of services and new ways of production and circulation of power. It makes use of tools and devices to consolidate networks, linkages and co-responsibility between users, workers and managers, driving strategies and articulated methods of action, knowledge and subjects, enhancing the warranty of integral, resolute and humanized care. It has participative management as a tool for the construction of changes in the ways to manage changes in caring practices, efficacy / effectiveness of care and motivation for the teams. (BRASIL, 2009).

To Benevides and Passos (2005), the humanization as a strategy of interference in these practices considers that these social subjects, concrete and engaged actors in local practices, when mobilized, can collectively transform realities, transforming themselves in this same process. As a social being the subject depends on of the meeting with the other for understanding and comprehension of life (FREIRE, 1980), in this perspective Campos (2000) proposes the circles as a collective space of opportunities for discussion and decision making, since problematic situations are to be considered and analyzed in a democratic way in the public management.

From this perspective, the humanized management is a reference in this study, in the search for strategies for the inclusion of managers and servers in the transformation process, once that understanding the human experience means thinking about the complexity of life (CARVALHO, GICO, 2009), considering the duties and the knowledge produced in the daily life of workers and in the reality of their practices, the source of creativity, but also of resistance (HENINGTON, 2008). A management, concerned with the training and development of employees, provides appropriate conditions so that these can perform their working activities, taking care to have their needs satisfied. We can think according to Nogueira-Martins (2006, p. 117) that measures that modify behavior, attitudes and values, such as humanized training proposals will "involve a process of consciousness and awareness" which does not mean faster processes, but that are also marked by difficulties and resistance throughout the way.

Thus, it is attempted in this article, to report only the initial experience of the construction of knowledge to the process of technical training of the municipal administration of São Bento do Norte / RN, starting from the necessity of managers and servers of a humanized management, turned to embracing with solutions, strengthening the process of democratic and collective pact.

São Bento do Norte is a region of the semi-arid northeast, place of difficulties experienced by periodic droughts, which needs approach of the government for the prospect of working collectively minding the community, allowing effective transformations in environmental, social and cultural levels as in Brasileiro (2009) and Pinto (2004).

### METHODOLOGY

We start from a qualitative, exploratory and descriptive method, by allowing social relations to be analyzed in different aspects and realities related to significant human attitudes, to the understanding and to the complexity of individual and collective in the historical context (MINAYO, 2000, 1994; MINAYO, SANCHES, 1993; SILVERIO, PATRICIO, 2007). It is built on this perspective, the circles of conversation, a circle for representing the horizontality of relations, enabling participants to deepen, the discussion, reflection, analysis and elaboration of actions for its purpose. (CAMPOS, 2000). This technique allows the apprehension of reality as well as the creative potential of the researcher. The practices in this study were, at each meeting, discussed and experienced in working groups in these circles with the subjects, managers of municipal public administration, and representatives of society, from São Bento do Norte/RN.

The study was conducted from February to May 2011, 66 subjects participated. There was an initial contact with the Secretaries of Health and Welfare, and later with the mayor and secretaries for the interview. Data collection was being built according to the context, so they were called "Movement", as it represents action, movement, variation, where senses are produced and circulated. Therefore the study in this article, was built in three movements, with the 1st described as the field study, the observation of practice and care, the context analysis performed only by the researcher, allowing to capture the confrontation of the reality between speeches and actions in daily practice, then allowing the meeting with the management team. The room for contextualization and discussion of the realities observed and collected the needs and possibilities for the construction of the training process taking into account the objective of the study; the 2nd is the collective construction with the management team: the mayor, secretaries, engineers, managers, trainers, monitors, and representatives of society. For this moment we generated guiding questions discussed in conversation circles, we decided here six questions to the central issue, "The humanization of service and embracement with resoluteness": 1. Is it feasible? 2. How to build? 3. What is the starting point? 4. What are the difficulties? 5. What are the facilities? 6. What does the group propose? And the 3rd, reflection and preparation of study data.

#### **RESULTS AND DISCUSSION**

The descriptions of the dynamics experienced in the encounter groups were analyzed first by understanding the speech transcripts, identifying significant units, and then by the convergence of all units for the configuration of the unveiling of the essential needs of the studied phenomenon.

## The 1st Movement: Observing, knowing the roads, holding meetings

Observing is contemplating, building, learning, is not the accumulation of information, but the apprehension and nonverbal understanding through subtle signs of facial expressions, voice, gestures, verbal comprehension and empathic understanding (AMATUZZI, 1989; ROGERS, 1997), in which no one seeks to interpret, but to understand. The further construction of reality. The processes of work and of the worker.

After the initial contact with the reality of the study and the entire survey of data generated by these meetings, the observation, listening, notes, ownership of the collection, finally the researcher moment, there was the reflection, thorough exhaustive readings of the observations and data collected in a more methodical, systematic and critical analysis. An exercise that allowed the flexibility of the construction to identify the emerging themes and connections. (SILVERIO, PATRICIO, 2007).

The data collected were analyzed and formed into categories, constructions which enabled the meeting with the mayor and secretaries. Here, there were exposed, discussed and thought of as steps for humanization of care, recognizing the other with rights, valuing the different subjects involved in the work processes, and the training permeating these spaces with the servers of the municipal administration. At this meeting there was a reflexive dialogue about the purpose of the city government: "To serve the entire population with quality and humanization, recovering their self-esteem." Therefore, the mission that marked the foundations already contained the humanization of care and concern topics, it was essential to prepare the server. The creation of a this space a circle for dialogue and exchange of ideas with the administration, brought the possibility of listening and appreciation of the thinking amongst managers, contextualizing their expectations including administrative policies. A moment of openness, constructive criticism and suggestions for improving the quality of services and care provided to the population. It is set up from there, a meeting place for discussion and general construction, because it was necessary to hear the whole management team. A moment that guided actions, changing conceptions, attitudes and interpretations.

## The 2nd Movement: Meetings and buildings, extending processes

In this movement there was a meeting with the entire management team of the municipal administration and representatives of society. The possibility of collective building, understanding and historical reflection on humanization in the management of work processes. The human being by being face to face with others, goes through the experience of "unexpected movements, because it is the unknown not only as experience, but also as a way of experiencing that was through the surfaces of the meetings." (BARROS, 1994, p. 416). There are given here strategies for personal achievement, potential network of relationships and support, as well as shared proposals. At this meeting, some points raised by them were discussed, reflected and built for the necessity and possibility of training for all servers.

It was built an organized and systematic solid for presentation of the data to the managing group, following the theme of the constructions. And starting at the proposals it was necessary to identify problems, build collectively agreeing with the group, make compromises in the daily service, and that the training would be continued.

The starting point according to the conversation circle is that "the humanization was feasible", all were according, but it should "start with regular meetings, setting up ombudsmen and train all servers." However, difficulties were encountered, as the "resistance to change, political and cultural issues, professional addictions, and identification of inappropriate profiles for positions / functions" as well as the possibility of "lack of continued evaluation and actions," demands that need to be thought and built. On the other hand there was observed the facilities, as "the initiative of the manager and support of the administration," and especially the consequent "improves in work processes." So that, the groups have proposed a "pact and a commitment to regular training with the involvement of participants as multipliers." The practice of humanization with embracement and resolution would

#### be held with the disclosure in various job sectors.

In this movement, there was still the explicit manifestation and collective desire of the group to train, with the continued involvement of all servers in the municipal administration, accepting the proposal to build and sustain this process. It is highlighted the questioning of the managers: "When are the trainings with the servers starting?", And immediately the response of the mayor: "... we are building with them this proposal, collectively as we did here, and quickly, after all they also need to be heard.

The open space of communication, built by discussions and interactions with the participation of the manager (DALLAGO; KROLIKODWSKI, 2006), allowed the reflection of the importance and effectiveness of their participation to the success and also for their commitment. This fact observed and noted during the dynamics, through speeches and level of satisfaction of participants and the results of data collected.

## The 3rd Movement: Analyzing buildings, reflecting possibilities

The return of the data was marked by a great meeting with the subjects, according to Silverio and Patricio (2007) that presentation is an important moment of improvement of already collected data of the reality, allowing intervening in a participatory way. This time can also generate notes for new constructions as well as the need for further studies, besides being by itself perspective of reflections and change.

"It was such a rich meeting that cannot be translated into words..." "Contextualizing humanization in relations was rescuing the essence of the human being...", "...I think this meeting as the recognition and the appreciation of the server..." When recognized, the human being also recognizes the existence of the other, which allows him the ability to talk and build relationships in a more dynamic way, facilitating more welcoming meetings.

An important moment where everything was meant, constituting a commitment more than technical, ethical, caring, an exercise of citizenship, because in the collective spaces realities are lived, the spaces are shared and understood, humanity is meant in a fabric built in the crossing of familiarity with the subject. (CARVALHO, 2009). Allowed and built by the dialogic relationship listening reduces the inequalities creating possibilities of the subjects to review their attitudes (CARVALHO, COSTA, 2007).

We can also think in this context that the dynamics of the encounter with the discursive practices exercised by the dialogic interaction in Conversation circles, was able to decrease the asymmetry of relations through the participation of all as protagonists of buildings and decisions, generated by the modes of seeing and creating meanings together.

"Holding discussions with the mayor in the group allowed us to believe in changes..." "... All the Secretaries are here, this means that there may be commitment of the team because the mayor will ask for those", "As a member of society I think this meeting is crucial, and it is new, because talking about human care with administrators of a city... it certainly has never happened..."

By contextualizing the realities in a space of openness to negotiation we perceive the unveiling of "micro-managing" commitments, articulating the experiences punctuated by situations experienced in functional practices, in both individual and collective space. The management of work processes is continuous and is operated in implicit and / or explicit spaces of negotiation. Thus, humanization permeates include the worker in this process, which is transformative and articulator of knowledges and practices in their everyday practice, involving creativity, but also resistance. Therefore the specificities can and should be considered as they always require socialization, cooperation and the formation of groups and networks. (HENINGTON, 2008, p. 560). "It's unbelievable to be able to build humanization and embracing in a city with involvement of the greater manager..." and "...who knew we would have a participatory management focused on humanization."

#### **FINAL CONSIDERATIONS**

The qualitative study by itself is translated into a challenge, not only because by allowing the understanding of reality present in action, along with its historical and dynamic facet, but by allowing reflection contextualizing everyday attitudes and practices that generate changes in the organization and ways of managing and observing the whole. Thus, when we use the experience of the conversation circles, which allowed the horizontality of relations, participatory structures were possible, make observations by the exchange and appreciation of knowledge and practices, creating links of integration and possibilities.

The difficulties often generated by the fragmented and isolated and uncompromising actions brought in our observation, to participants in this study, implications of trade, of one being able to do more integrated, enabling the formation of bonds, guiding deep and essential attitudes in the way of being in the social context of articulated and participatory practices. Prospects for increasing the involvement of subject-responsibility for the production of tasks, in the shared action for the organization and exchange in work processes.

We consider that the proposals for implementing the training of servers of the municipal administration, although in the process of improvement, as they are being built collectively, keep in itself a dialogical essence richly creative and active of change, because it stimulates the transformation of the subject to facilitate its construction in action, encouraging practices that incorporate integrated policies for the planning and development.

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#### PARTICIPATIVE MANAGEMENT AND HUMANIZATION: A MUNICIPAL EXPERIENCE IN BRAZILIAN SEMI-ARID NORTHEAST SUMMARY

It's reported the experience of building knowledge for technical training of the municipal government of São Bento do Norte/RN/Brazil, starting at the need of managers and servers for the humanized management, turned to the receptivity with solutions, strengthening the democratic and collective process for compromising. Starting with a qualitative method based on the reflection of the results produced with the participation of 66 individuals. The experiment took place in three movements, being the first described as the field study, context analysis, constructions with mayors and municipal assistants; the second being the collective construction in conversations circles with the management team and representatives of society and survey of the themes; the third a reflection and data creation. The conversation circles made possible horizontalness in the relations, made also possible articulated commitments to implement the training, as possibilities to promote changes by interactional dialogic encouraging its construction in the action, to practices that incorporate integrated policies for planning and development.

**KEYWORDS:** Participatory management. Humanization. Training.

## GESTION PARTICIPATIVE ET D'HUMANISATION: UNE EXPÉRIENCE MUNICIPALE EN BRÉSILIEN SEMI-ARIDE AU NORD-EST

## RÉSUMÉ

Nous rapportons l'expérience de l'expertise de construction pour la formation technique du gouvernement municipal de São Bento do Norte/RN/Brésil, à partir de la nécessité des gestionnaires et des serveurs pour la gestion humanisée, face à l'hôte avec la résolution de problèmes, le renforcement du processus démocratique de négociation et collective . Àpartir d'une méthode qualitative basée sur la réflexion des résultats obtenus avec la participation de 66 sujets. L'expérience s'est déroulée en trois mouvements, le premier décrit comme l'étude de terrain, l'analyse du contexte, des constructions avec les maires et les secrétaires municipaux, le deuxième mouvement la roues de la conversation avec l'équipe de direction et les représentants de la société, une enquête sur les thèmes, et la troisième réflexion et de préparation des données. La roues de la conversation permis des relations horizontales, des engagements articulés à mettre en œuvre la formation, comme des possibilités de promouvoir le changement en encourageant l'interaction dialogique de sa construction en action, à des pratiques qui intègrent des politiques intégrées pour la planification et du développement.

MOTS – CLÉS: Gestion participative. Humanisation. Formation.

## GESTIÓN PARTICIPATIVA Y HUMANIZACIÓN: UNA EXPERIENCIA MUNICIPAL EN EL SEMIÁRIDO AL NORDESTE BRASILEÑO

# RESUMEN

Se presenta la experiencia de la construcción de conocimientos para la formación técnica del gobierno municipal de São Bento do Norte/RN/Brasil, de la necesidad de los directivos y servidores para el manejo humanizado, frente a la acogida con la resolución de problemas, fortalecimiento del proceso democrático de negociación colectiva. Se inicia con un método cualitativo basado en la reflexión de los resultados obtenidos con la participación de 66 sujetos. El experimento se llevó a cabo en tres movimientos, que se describe como el primer estudio de campo, análisis de contexto, con el alcalde y secretarios municipales, el segundo la construcción a las conversaciones Ruedas de conferencias con el equipo directivo y los representantes de la sociedad, un estudio de los temas, el tercero reflexión y procesamiento de datos. La Rueda de la conversación posibles horizontal relaciones, compromisos articulados para poner en práctica la formación, como las posibilidades para promover el cambio mediante el fomento de la interacción dialógica de su construcción en la acción, a las prácticas que incorporan políticas integradas para la planificación y desarrollo.

PALABRAS CLAVE: Gestión participativa. Humanización. Formación.

#### GESTÃO PARTICIPATIVA E HUMANIZAÇÃO: UMA EXPERIÊNCIA MUNICIPAL NO SEMI-ÁRIDO DO NORDESTE BRASILEIRO RESUMO

Relata-se a experiencia da construção de conhecimentos para capacitação técnica da administração municipal de São Bento do Norte/RN/Brasil, partindo da necessidade dos gestores e servidores para a gestão humanizada, voltada para o acolhimento com resolutividade, fortalecendo o processo de pactuação democrática e coletiva. Parte-se de um método qualitativo com base na reflexão dos resultados construídos com a participação de 66 sujeitos. A experiência aconteceu em três movimentos, sendo o 10 descrito como o estudo de campo, análise do contexto, construções com prefeito e secretários; o 2o a construção coletiva em Rodas de conversas com equipe gestora e representantes da sociedade, levantamento das temáticas; o 3o reflexão e elaboração dos dados. A Roda de conversa possibilitou horizontalidade nas relações, compromissos articulados para a implantação da capacitação, como possibilidades de favorecer mudanças pela dialógica da interação favorecendo sua construção na ação, para práticas que incorporarem políticas integradas para o planejamento e o desenvolvimento.

PALAVRAS-CHAVE: Gestão participativa. Humanização. Capacitação.