P05 / Governance of Intersectoral Policies with the Population: Illusions and Reality

Topic : POLICY IMPLEMENTATION

Chair : Fernanda Natasha Bravo Cruz (Universidade de Brasília)

Second Chair : Pernelle Smits (U Laval , Canada)

GENERAL OBJECTIVES, RESEARCH QUESTIONS AND SCIENTIFIC RELEVANCE

Crowdsourcing, citizen panel, world cafe are all methodologies to foster a direct involvement of citizens into public decisions. Some countries encourage digital participation at the stage of agenda settings, as some western government did through the e-government move. Latin American countries encouraged wide on-site population design of public policies and citizen accountability in the monitoring of policy implementation with participatory institutions such as councils and conferences (Isunza Vera & Gurza Lavalle,2010; Cruz & Daroit, 2017). Initiatives multiplies, with their load of disappointments and complexities regarding how to keep mechanisms time efficient for the population and for managers and policy makers (Cunill-Grau, 2014). Arnstein long mentioned weaknesses and lack of authenticity in participatory process (Arnstein, 1969).

Challenges to keep both voices in balance, the voice of policy makers and the voice of the population, are numerous. Methodology-wise, one needs to capture precise information from the population that can bring up generic comments. Also, the question of best instruments to enable authentic participation of the population is relevant (Halpern, Lascoumes, Le Galès, 2014). Value-wise, one has to combine potentially divergent set of opinions from the population and from decision-makers. Ethically-wise, great care has to be taken for prevention of the cooptation of the population by interest groups defending one agenda, etc.

We propose to host researchers interested in intersectoral public policy governance, especially those converging interest in both participatory and multi-sectoral experiences. Hence, this panel aims at recognizing complex state tactics (Smits et al 2016; Smits 2018, Cruz & Daroit, 2017a) responding to population demands.

We intend to generate debate around empirical and/or theoretical advances with respect to structural/cognitive/ethical aspects of governing intersectoral policies with the population, sharing arguments on new axis for research. Scholars with supportive and critical experience are welcome. We will prioritize papers on review, multiple cases and comparatives cases, intriguing or disturbing single case study are also welcome.

Therefore, the indicative panel questions are:

1. Which are the conditions (i.e. structures, practices and values) to enable governance of intersectorial policies with the population (i.e. arenas, morphologies and instruments that are entailing transversally the public action among societal groups and government agencies, autonomous actors in binding institutional environment)?
2. At the policy design stage, who is able to participate? Why? How?
3. Where, in which settings, are complex policies proposals being designed with or for the population? How are these hybrid arenas among population, public servants and politicians being organized?
4. Which kind of instruments are being mobilized to link actors and projects from multiple sectors, institutions and branches?
5. Which kind of relations are produced among the actors involved in intersectoral management policies? How?
6. Which results have risen up from the mobilization of the population in intersectoral initiatives?
7. What theories are informative to understand the governance of intersectoral policies with the population?

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CALL FOR PAPERS

This Panel recognizes contemporary changes in our societies that are reframing the State. The classic fragmented and hierarchic State structures are unable to tackle goals such as promoting gender and race equality, social development, healthy environments or the social participation deepening. Public policy intersectoral management have been approached by researchers and managers as a relevant path to solve multidimensional problems. There are many inquiries regarding strategies to overcome complex (or wicked) public issues, observing coordination, instrumentation, mainstreaming, governance, common goals, articulation, decision-making or bureaucratic organization. Considering both the relevance of intersectoral management to produce effective social policies, the quest for more authentic public participation in framing public policies, and the importance of academic reflexion to understand and improve these initiatives, we encourage academic-practitioners to engage in writing their experiences, and also authors of applied researches to share their discoveries into the authentic involvement of the population in the design of complex intersectoral public policies. In order to host a forum that recognizes initiatives from around the globe, we welcome papers on specific or compared local, regional, national and also transnational population-centered intersectoral management.

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Session 1T06P05 - Governance with the Population: Frames, Measurement Instruments, Strategies and Mecanisms

Wednesday, June 26th 14:00 to 16:00 (MB 3.265)

Discussants

Pernelle Smits (U Laval , Canada)

Fernanda Natasha Bravo Cruz (Universidade de Brasília)

Commonalities and differences to mobilize the population in sectoral versus intersectoral policies

Pernelle Smits (U Laval , Canada)

Fernanda Natasha Bravo Cruz (Universidade de Brasília)

Authors: Pernelle Smits, Canada & Fernanda Natasha Bravo Cruz,

Brazil

Research questions:

-what are the specifics of both sectoral and intersectoral policies in favor of the mobilization of the population?

- what are the specifics of both sectoral and intersectoral policies against mobilizing the population?

-what are opinions of public servants regarding the mobilization of the population for both sectoral and intersectoral policies?

Methodology:

The research is eminently qualitative, based on the analysis of policy documents, as well as practices and discourses from interviews with public servants.

Fit with panel:

The panel is interested in deepening our understanding of authentic participation by population. We choose different country settings, and propose to explore two sides: public administrations' point of view, the content of policies themselves.

Evaluation and transversal public policies: race, gender and sexual diversity

Regina Laisner (São Paulo State University)

It is notable that the recognition of the importance of evaluation as a fundamental part of the analysis of public policies is growing. This is essential, both for the policy makers themselves and their beneficiaries, so that it is possible to measure the most diverse effects of the policies and their respective programs. In order for this task to be successful, apart from dedicating itself to finding appropriate and refined methods and analysis tools, it is necessary to reflect on the meaning of evaluations as something that, beyond a technical sense, has a political meaning, much more complex and demanding: a democratic sense in terms of the construction of citizenship.

The construction of citizenship, in modern times and in increasingly fragmented and complex societies, has

demanded more refined tools in order to face their demands and needs (Brugué, 2008). So, as Fraser (2006) affirms, demands for "recognition of difference" that were raised with more force since the end of the century for the struggles by organized groups.

With the perspective of contributing to this debate, this research, developed in the NEPPs – “Núcleo de Estudos em Políticas Públicas” (Center of Studies in Public Policies) of the São Paulo State University (UNESP/Brazil), proposes to present an evaluation tool capable of exploiting transversal dimensions that corresponds to questions of race, gender and sexual diversity, in the Brazilian case.

In general, the policies on which evaluations are made are sectoral, embedded in a restricted context of analysis, closed to the respective managers, while in practice, the issues surrounding the struggle for citizenship are much broader and cross-cutting. So, in this communication, we seek to propose an evaluation format that considers the various dimensions proposed, as well as the ideas and interests of the respective actors involved.

From this point of view, the broader perspective that marks this research is presented by the understanding that each of these dimensions are established by a process of social construction: social and historical construction of identities that is always collective result, not without conflicts, but nothing natural. Taking this perspective into account, the work will be presented in two main parts. A first, where race, gender and sexual diversity will be defined, at least in terms of essential indicators, so that it will be possible to specify questions related to each of the dimensions postulated in an evaluation, as well as their connections, in the presented context. In the second part, having this conceptualization as reference, a set of social indicators will be propose as a basis for the development of a concrete evaluation tool that includes race, gender and sexual diversity transversally in the social policies of the state and federal levels from the Brazilian government.

Interpreting cross-cutting dynamics in contemporary Brazil – dialogic paths and new dilemmas

Doriana Daroit (Universidade de Brasília)

Fernanda Natasha Bravo Cruz (Universidade de Brasília)

Producing public policies is a matter not only of technical knowledge and public interest, but also of possibilities of governance agreements among political, societal, bureaucratic, scientific and economic actors – specially in complex themes. In contemporary Brazil, the uncertainty of political and economic crisis add even more value to concertation for policy implementation. This paper recognizes the challenges of multidimensional policies to achieve effectiveness in solving wicked problems. To present cross-cutting public action processes in a country in the global south, we reviewed Brazilian graduate researches regarding cross-cutting and intersectoral policies. Afterwards, we collated their results and main theoretical arguments to approaches in the political sociology of public action and sociology of science. The derived conceptual framework allowed us to investigate some emblematic initiatives such as the instrumentation that sets the already known Bolsa Família conditional cash-transfer, observing its organizational strategies and devices; and also the complex structure and dynamics of a classic participatory hybrid forum in Brazil, the National Health Council. The field research was based on interpreting present observations, interviews and documents. The approach among literature and field research leaded to the necessity of pointing out the following systematization of dimensions:
- multidimensional/interseccional problems, considering experience, sense, and material, science, political and cultural aspects;
- paths/interaction dynamics, observing aspects on operation/management, interaction, coordination, decentralization, control;
- & results, taking into account change and innovation, stabilization, normative instruments and effects.

The potent detailed aspects of the arena and the policy introduced by the dimensions motivated us to propose the supradescripted systematization as an analytical framework for cross-cutting public action.

Ensuring participation in the regionalization of Brazilian health policy: are the mechanisms enough?

Lara Laranja (Universidade de Brasília)

Magda Lucio

The construction of contemporary public policies highlights the need to think about social participation, coordination and articulation between sectors and actors. As a mean to ensure these principles, the Brazilian democratic Constitution of 1988 provided mechanisms to strengthen the links between government decision making and civil society. With constitutional provision and created by a legislation published few

years later, the Brazilian Unified Health System (SUS) shares this vision, being a complex structure that has as pillars decentralization, participation, universality and integrality of the services provided, valuing the instruments of social participation and active listening. For that reason, SUS has conferences and councils established in the three spheres of autonomous government (federal, state and municipal) as hybrid arenas of participation and commissions formed by managers, acting throw negotiation and agreement.

In the case of health policies, each federate entity has only one organism responsible for coordination, working in a single direction. It can be said that health policy in Brazil functions in a paradoxical way, established in cooperation and network, at the same time as it is ascending and hierarchical. The SUS's structure form is transversal and intersectoral, involving the multiple actors involved in the construction of the health public action.

In recent years, there has been an effort by general and regional governments to strengthen SUS health regions. Regionalization focuses on the territoriality of politics and the socioeconomic and cultural characteristics of each locality, understanding in a better way the specific need of each region. This form of organization works in reducing regional inequalities, a great challenge for a country with huge territorial extension. The health regions are established not only with the same level of government spheres, demanding actors to work in cooperation, integration and articulation.

Therefore, this paper proposes to draw a critical analysis of SUS's participation mechanisms, focusing on the regionalization of health, as a mean to establish a system of governance that act in concordance with the principles and directives established in the creation of SUS.

The methodology of the paper is based primarily on a bibliographical review, basing the precepts on participation, intersectionality and regionalization of health. It involves also a legislative survey of the construction of Brazilian health policy on these subjects, besides a vast documentary analysis.

It is hoped that the work will contribute to the strengthening of the studies invoked on the panel, besides giving visibility to a health policy based of participatory principles developed in Latin America.

Involving and maintaining youth users participation in design, implementation and policy evaluation: The case of mental health and youth transition to adulthood

Naïma Bentayeb (ENAP)

Simon Courtemanche

Martin Goyette (ENAP)

Benjamin Weiss (national school of public administration)

Glasby and Beresford (2005) question the assumption underlying the concept of 'evidence-based practice' in a context where policymakers, practitioners, evaluators, and researchers recognize the importance of experiential data; the authors proposed a new concept 'knowledge-based practice'. In fact, there is an increasing call for users services to participate in the policy-making process (Leung and Larn; 2019) as well as in evaluation and research processes (Breth & al., 2014; Bush & al. 2017). Many authors tried to explore the different venues of research about users' participation (ethical issues, participation impacts on users). Particularly, young users' participation presents more challenges, even if there are a large number of writings from different contexts exploring young people's participation, especially on research projects (Flemming, 2010; McLaughlin, 2005). The young people role in research made huge progress and they become active participants (McLaughlin, 2005). However, many issues remain important to explore, discuss and resolve to optimize young people's participation.

In this paper, we adopted the definition of Canada's Strategy for Patient-Oriented Research (SPOR). The user becomes a partner who collaborates actively to a continuum of research (governance, priority setting, conducting research and knowledge translation). We will present descriptive case studies (EDJeP and AO), and process evaluation of the engagement of youths. The two cases are successful experiences of the participation of youth. The first EDJeP is a provincial longitudinal study interested in the transition to the adulthood of youth placed in the youth center. The study focused on their trajectories, the services to which they have access, and how they were prepared for their autonomous life. A youth committee accompanied the project since the project was funded. The youth committee is an important component of the governance strategy since the project design. The second project "Air ouverte (AO)" is an integrated network of youth mental health services 12-25 years. Only three demonstrative projects in Quebec were financed in 2018 to implement and to evaluate those projects. In this paper, we will cover Laval's project. The youth user's participation was a condition of the fund organizations. The participation of youth covered the entire project continuum. Youth users are mobilized in different governance instances and a youth committee is involved in the implementation of "Aire Ouverte".

Our question research is interested on: what are the successful conditions to engage youth users in a participative process? Analysis of methodological, organizational and practical issues encountered during

this process and the solutions implemented to achieve a meaningful, active and continuous participation of youth users will be presented.

Financial issues, ethical issues, and youth coaching seem to be the preconditions of any process of youth user's involvement. However, real life exposes researchers and evaluators to other issues they have to resolve in an innovative way. In fact, the perception of youth participation of all stakeholders, the manipulation of the concept of participation as well as their coaching and training to enhance their self-confidence and self-esteem continuously are key elements to maintain their motivation, interest, and engagement.

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Articulate to implement: the role of CEDET in the institutional arrangement of public policy of special education for intellectual giftedness and talented students in Brazil

Gustavo Costa de Souza (Universidade Federal do Rio de Janeiro)

Raphael Alex Silva (Universidade Federal de Lavras)

This paper discusses the implementation of the public policy of special education for students with high skills and intellectual giftedness. The main purpose was to verify the role played by the Center for the Development of Potential and Talent - CEDET in its institutional arrangement (PIRES, GOMIDE, 2014) to understand how the policy is implemented and to analyze the means and instruments that are used for its effectiveness.

CEDET was created in 1993 and operates regularly in Lavras-MG, a city in the south of Minas Gerais with 102,124 thousand inhabitants (IBGE 2017). CEDET is a space of support and educational complementation to gifted and talented students, attending the different schools of the community at all levels of Basic Education (GUENTHER, 2006). It currently serves about 500 students, from eleven municipal schools, eight state schools and two private schools. It promotes Integration and Co-responsibility with the schools and with its partners, assuming co-responsibility both in relation to the process and the expected results (SILVA, 2018).

The research focuses on the municipality of Lavras, in the State of Minas Gerais, although similar initiatives inspired by CEDET have already been developed in other municipalities. The focus of the work is to understand the participation of social actors in the public policy examined here, highlighting the articulation role played by CEDET.

The main concepts about the subject of intellectual giftedness and talent are taken from the studies of Guenther (2000, 2006, 2007), Alencar, Feldhusen and French (2004), Fleith (2007) and Antipoff (2010), as well as government regulations made by the brazilian Ministry of Education (MEC, 2008; BRASIL 2008).

The paper highlights social participation in public policies and the involvement of social actors and

associations as a way of executing and cooperating with policy implementation and, thus, verify the institutional arrangements that allow CEDET to carry out its activities. The paper also exposes the historical context and explains the activities carried out by CEDET throughout its twenty-five years of existence.

Data collection was done through interviews and bibliographical and documentary researches, in order to get a better understanding of the way this public policy is implemented, thereby obtaining relevant information on the subject.

One of the findings of the research was that despite the city hall maintain the CEDET, the Association of Parents and Friends for Talent - ASPAT plays a fundamental role in the execution and maintenance of the Center, as well as guiding the activities. This association is responsible for articulating a wide network of volunteers and managing the agreements that CEDET has with the public power, with the university, with clubs and a number of other organizations for the public policy of special education to materialize.

In addition, this research highlights the importance that volunteer work and institutional cooperation have and their importance for policy implementation. This is an emblematic case of successful implementation of the public policy for special education that inspires other cooperative and associative initiatives in the implementation of educational policies across the country.