

Participatory Budgeting: Reflections on Your Role in Social Management

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Abstract—Over the years there has been a growing interest in the study of Social Management in the field of public administration, especially in the scope of Participatory Budgeting. Given this scenario, this article aims to describe the importance of Participatory Budgeting in Social Management based on experiences consolidated in Brazil. The technical procedures were delineated by the bibliographical research with a qualitative approach, based on a review of literature taking into account the main concepts on the subject. The results found point to the indispensability of the Participatory Budgeting in the context of Social Management and proposes a theoretical background that will allow future discussions on the theme. This work presents itself as a collaboration for reflection and discussion on aspects considered essential for the understanding of Social Management within the scope of public administration.

Keywords—Participatory Budgeting, Social Management, Public Management.

I. INTRODUCTION

The current context of changes in the economic, political and social segments, coupled with the technological transformations and the speed of the mass media, started to demand from the public administration a better performance in relation to the management of its resources. Public policies, government programs, actions, or any activities undertaken by the state need to be well formulated, monitored and evaluated so that they can achieve the expected results and objectives.

The Participatory Budgeting began in 1989 in Porto Alegre, state of Rio Grande do Sul, Brazil, with the aim of transferring power to the organized working class that would participate in the city's management and not only the elections that occur every four years. In the 2000s, the

Participatory Budgeting was present in more than 100 Brazilian municipalities and some international experiences, such as in Uruguay (Montevideo), Argentina (Córdoba), France (Saint-Demi) and Peru [13].

In this line, the objective of this work is to describe the importance of Participatory Budgeting in Social Management based on consolidated experiences in Brazil. The problem revolves around the indispensability or not of the Participatory Budgeting when it comes to Social Management.

Observing the literature on the researched subject, it is verified that Peres and Mattos [31] analyzed the process of the Participatory Planning and Budgeting Cycle (PPBC) in the city of São Paulo. Silva and Amorim [36] studied Participatory Budgeting in order to understand possible complementarities and / or conflicts resulting from the tools: Plurianual Plan (PPA), Budgetary Guidelines Law (BGL) and Annual Loan Law.

Other works observed the Participatory Budgeting from local realities: Anjos, Vieira and Abrantes [2], taking into account the municipalities of Porto Alegre (RS) and Belo Horizonte (MG), Marin and Guerrini [22] with focus on the municipality of São Paulo (SP), Abreu and Pinho [3] analyzing the Digital Participatory Budgeting (DPO) of Belo Horizonte (MG). Souza and Silva [40] discussed the democratic quality of the Participatory Budgeting based on an empirical study of the administrative region of Ceilândia (DF).

Oliveira [28] analyzed policies among transnational connections, networks and the dissemination of the Participatory Budgeting. Novaes and Santos [27] discussed the possibilities of the Participatory Budgeting (PB) to expand the democratization of public management and to effectively interfere in the allocation of municipal resources. Frezatti, Beck and Silva [15] analyzed the subject budgeting reserve from the point of

view of rhetoric, in an approach of interpretative approach.

In the international literature the Social Management has already been studied as a practice of concertation of the problems arising from the implementation of a governmental program [26]. Within the Brazilian context, Theodosius [42] analyzed the collaborative interactions that are established between the actors of the State, civil society organizations and Social Management. Drumond, Silveira and Silva [9] verified a hybridism of elements characteristic of public administration models: bureaucratic, managerial and societal, with predominance of the latter in Brazilian public policies.

Part of the existing literature studied Social Management linked to innovation, as in the case of Silva and Pacheco [35] who sought to highlight the convergences and divergences between theories of Social Management and social innovation. Silva et al. [34] studied the presence of attributes of Social Management as deliberative democracy, intersubjectivity and dialogicity. Garcia [16] identified several gaps and limitations in the understanding on the public sphere by studies in the field of Social Management.

The present research is justified by the lack of literature in the literature on the interaction between Participatory Budgeting and Social Management. The Participatory Budgeting, as an indispensable instrument of Social Management, has not received the deserved attention from the academic community.

This article is divided into four sections. The first section is introductory. The second section presents a brief review of the literature on Budgeting and Social Management. In the third section the methodology used in the work is presented. The fourth section presents the final considerations, where the limitations of the study are recognized, as well as the opportunities for the development of future research related to the topic.

II. REVIEW OF LITERATURE

Participatory Budgeting

Initially, it becomes necessary to conceptualize public budget, before speaking about Participatory Budgeting. This study sought in the literature concepts ranging from 1991 to 2010, as a way to enable a greater understanding of the theme, as shown in Table 1.

Table. 1: Budgeting Concepts (Authors, 2019).

Concepts
"It is an instrument of control of the Legislative Power over the Executive Power, in the constitutional form" [18].
"(...)the budget is a formal law, which only provides for public revenues and authorizes expenditures, without creating subjective rights and without

modifying tax and financial laws (...)"[43].
"The purpose of the budget is to present a financing plan and to provide detailed information about it, thus presenting itself as a planning tool" [23].
"The budget is a formal authorization and an instrument of planning, and it is up to the ruler, in the face of unforeseen or exceptional situations ..." [30].
"The budget will establish who will be responsible for paying the expenses, how much the government will collect from society, as well as determine what will be done and who will be the beneficiaries of these investments"[24].
"The public budget is characterized by having a multiplicity of political, legal, accounting, economic, financial, administrative aspects. Its concept has undergone significant changes over time [...]"[17].
"The public budget is a document that gives authorization to receive and to spend financial resources," and "be linked to planning activities" [19].
"The budget stands out as a law directed to the Public Administration, imposing on it duties, whose nonobservance can generate the sanctions of political intervention and configuration of crime of responsibility" [20].

The origin of the public budget goes back to the days of old, when the king or emperor was the state itself. There was no distinction between the private and the public, with the growth of the state it became necessary to organize their revenues and expenses better, and thus the public budget. Its importance for the balance of antagonistic interests around power only increased with its improvement [32].

The public budget is an extremely important instrument of action for the study of decision-making in public policies, it is perceived that the budget is a structuring instrument of governmental action, since this instrument is a filter for analyzing the feasibility of executing the public policies [1].

Due to the financial crisis, in the 1980s, there was great international pressure on Brazil's budgeting process. Governments would begin to seek a leaner, more effective and efficient management model, a state reform as close as possible to the managerial model. The inclusion of the budget in the national charter was the result of this pressure, which was due to an improvement in the implementation of public resources [38].

Cavalcante [7] states that the budget is a process of choosing between several demands and that even in the best times, public resources are not enough to meet all the demands. It is then up to the Executive Power to define priorities, expressly or indirectly. Preparing a budget is an extremely complex, tense and controversial task, since countless actors and interests are involved.

In turn, the Participatory Budgeting created in 1989 was a first experience of social participation in local governments implemented in Brazil, a policy that has gained prominence in the international scenario, nowadays the Participatory Budgeting is present in more than 2,500 cities in the world. The UN in 1996 considered the Participatory Budgeting of Porto Alegre as one of the 40 best urban management experiences in the world, an experience that was later also recognized by the World Bank [28].

The example of Porto Alegre was a model of public administration that broke with the authoritarian and patrimonial tradition, the direct participation of the population from the preparation to the budgetary implementation was one of the strategies used to consolidate this policy. A common feature of the Participatory Budgeting processes in Porto Alegre and the others, including the successful experience of Belo Horizonte, is the existence of regional assemblies, a practice common to the community movements and popular mobilizations of the 1970s and 1980s that sought to expand participation [27].

It is difficult to find in the literature a unique definition of Participatory Budgeting, due to the innumerable experiences and different contexts of its existence. Although it is possible to raise some fundamental characteristics in its process: participatory arrangement, decision-making system, democratic form, a political institution, participatory mechanism, governmental process involving participatory democracy, deconcentration of the decision-making power of the State, executive power for the citizen, the intervention of the citizen in the budgeting allocation and the priorities of the governmental action [40].

Social Management

Since there is no consensus regarding the conceptualization of Social Management, this section of the paper sought to structure a theoretical framework as a form of support and grounding on the theme researched before history.

Several researchers are striving to define the concept of Social Management, as well as research on experiences and theoretical studies on the field itself [25]. The field of interest of Social Management has developed in the Brazilian context since the period of the country's redemocratization, and has been put into practice as an alternative model of public management by social movements, left-wing parties and nongovernmental organizations [29].

Social management can be conceptualized, at its heart, from collective decision-making, without the use of coercion, based on dialogue and enlightened

understanding as process, transparency of acts as a presupposition and emancipation as the ultimate goal [5].



Fig.1: Elements of Social Management, 2012 [4].

In Figure 1 the main constituent elements of Social Management are evident, whether in the public or private sphere, such elements as democratic values, participation, justice, equity, social welfare and dialogue are essential.

Esse movimento de Gestão Social buscou a ampliação da participação cidadã, a discussão de problemas coletivos de cunho social e garantia de direitos, tendo seu ápice nos anos 80. Nessa década apareceram as primeiras experiências que buscavam romper com a centralização e a postura autoritária entre Estado e sociedade [29].

From the 90's began the discussion about Social Management in the academic environment, when researchers perceived in Social Management a possibility of innovation in the fields of research and teaching of Administration [4]. Institutions such as FGV, UFRGS, UFBA, USP and PUC-SP are some of the pioneers to explore this theme [5].

Social Management presents itself as a space for action by civil society, and the way of management is practiced by organizations that do not belong to the market or to the State. Such organizations do not have economic objectives, configuring themselves only as a means to reach the main goal, which can be linked to culture, politics, ecology, or according to the nature of each organization's performance. The term Social Management came to be widely used to denominate social practices originating not only from the governmental sphere, but from non-governmental organizations and even from companies that started to have concern regarding their social responsibility[12].

Table.2: shows the evolution of the concept of Social Management over time:

Table. 2: Concepts of Social Management (Authors, 2019).

Concepts
"Social management refers to the actions" that intervene in the different areas of social life to meet the

needs of the population, ranging from the issue of "abandoning children" to the issue of the labor crisis"[39].

"The transformation of society, where economic activity becomes the means and social welfare the end of development" [8].

"Social management is, in fact, the management of the demands and needs of citizens. Social policy, social programs, projects are channels and responses to these needs and demands "[6].

"A process of mediation that articulates multiple levels of individual and local power" [10].

"A set of social processes with the potential to enable emancipatory and transformative societal development" [21].

"Social management refers to what is elaborated in a public space, be it state or corporate, or even, at the confluence between them, represented in the articulation between State and society" [12].

"As the dialogical management process in which decision-making authority is shared between the participants of the action [...]" [41].

"Social management can be defined as that oriented to social (as purpose) and social (as process), guided by principles of ethics and solidarity" [11].

"[...] it is a field of knowledge in construction in an even preliminary stage in which the multidisciplinary character prevails, tending to interdisciplinarity" [4].

"Social management, [...] refers to a process in which individuals themselves become social subjects, expressing in their acts of language their demands and desires, and bringing the State closer to the true sense of the "social" that walks together with public management "[14].

III. METHODOLOGY

The research adopted a qualitative approach, being the data obtained through bibliographic research in the platforms 'spell' and 'academic google', using as keywords the following terms: "Participatory Budgeting"; and "Social Management". As a temporal criterion, we worked with the period of the last 10 years (the filter from October/2008 to October/2018).

As for qualitative research, the bibliographic review is not limited only to the initial stage, but plays a role of extreme importance throughout the research. The need to search for literature was also detected in books, dissertations and theses to broaden the basis of the research.

According to Severino [33], the bibliographic research are studies conducted through available and properly published records of previous research, which address the proposed theme. In addition, it provides a better

understanding of the phenomena and contributes to new readings, being possible through the theoretical basis chosen

From the methodological point of view, we sought to study and understand the main parameters and form of application employed in the studies found. Thus the present work is inserted in the perspective of contributing to the development of the thematic under analysis.

IV. CONCLUSION

The evidences identified in this study point to the need to implement the Participatory Budgeting in the context of Social Management. From this, public management can be more effective in combating the problems and dilemmas faced by public administration.

It is worth emphasizing, within the time frame of this research, the importance of understanding the issue of Participatory Budgeting in a society that is increasingly complex and full of latent social problems, where it is still possible to find public managers with a high degree of centralization of decisions and with projects that are not subject to any type of evaluation, thus losing its effectiveness.

Therefore, the Participatory Budgeting becomes an indispensable instrument for Social Management, and some adjustments are still needed by the public administration for an efficient use, due to its complexity. Finally, this work brings a reflection on aspects considered essential for the understanding of Social Management as a model of public administration and proposes as future works, studies that can further enrich the subject addressed, as well as investigate the existence of applied Social Management cases in Brazil.

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