SOCIAL MANAGEMENT IN PUBLIC INSTITUTIONS AND ITS POSSIBLE FEEDBACK RELATIONSHIP WITH ORGANIZATIONAL CLIMATE: A DESCRIPTIVE REVIEW

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ABSTRACT

Objective: The objective of this study is to investigate whether transparency practices influence social management and the organizational climate, and whether there is a theoretical relationship between the constructs in public institutions.

Method: The methodology was systematic bibliographical research with descriptive-qualitative analysis of 46 studies published in the Scielo database, without date restrictions. After complete readings, a selection by scope was carried out and 14 studies were included in the qualitative synthesis.

Results and Discussion: The results obtained suggest that the organization's social management and organizational climate depend on the degree of effective transparency in the institution's decision-making processes.

Research Implications: Therefore, transparency can be referred to as the link between the organizational climate and the adoption of effective social management, since transparent actions increase the trust of the institution's members in relation to themselves and the institution itself, fostering a more positive and collaborative work environment.

Originality/Value: This study contributes to advancing the dynamics of understanding the role of transparency in the relationship between social management and organizational climate, guiding the management of these institutions towards greater efficiency.

Keywords: Social Management, Public Management, Organizational Climate, Public Institution

GESTÃO SOCIAL EM INSTITUIÇÕES PÚBLICAS E SUA POSSÍVEL RELAÇÃO DE RETROALIMENTAÇÃO COM O CLIMA ORGANIZACIONAL: UMA REVISÃO DESCRIPTIVA

RESUMO

Objetivo: O objetivo deste estudo é investigar se práticas de transparência influenciam a gestão social e o clima organizacional, e se existe uma relação teórica entre os construtos em instituições públicas.

Método: A metodologia foi uma pesquisa bibliográfica sistemática com análise descritiva-qualitativa de 46 estudos publicados na base de dados Scielo, sem restrições de data. Após as leituras completa, foi realizado uma seleção por escopo e foram inclusos 14 estudos na síntese qualitativa.

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Resultados e Discussão: Os resultados obtidos sugerem que a gestão social e o clima organizacional da organização dependem do grau de transparência efetiva nos processos decisórios da instituição.

Implicações da Pesquisa: Assim sendo, a transparência pode ser referida como o elo entre o clima organizacional e a adoção de uma gestão social eficaz, visto que ações transparentes aumentam a confiança dos membros da instituição em relação a si mesmos e a própria instituição, fomentando um ambiente de trabalho mais positivo e colaborativo.

Originalidade/Valor: Este estudo contribui para o avanço na dinâmica de compreensão do papel da transparência na relação entre gestão social e clima organizacional, orientando a gestão destas instituições para uma maior eficiência.

Palavras-chave: Gestão Social, Gestão Pública, Clima Organizacional, Instituição Pública.

LA GESTIÓN SOCIAL EN INSTITUCIONES PÚBLICAS Y SU POSIBLE RELACIÓN DE RETROALIMENTACIÓN CON EL CLIMA ORGANIZACIONAL: UNA REVISIÓN DESCRIPTIVA

RESUMEN

Objetivo: El objetivo de este estudio es investigar si las prácticas de transparencia influyen en la gestión social y el clima organizacional, y si existe una relación teórica entre los constructos en las instituciones públicas.

Método: La metodología fue una investigación bibliográfica sistemática con análisis descriptivo-cualitativo de 46 estudios publicados en la base de datos Scielo, sin restricciones de fechas. Luego de las lecturas completas, se realizó una selección por alcance y se incluyeron 14 estudios en la síntesis cualitativa.

Resultados y Discusión: Los resultados obtenidos sugieren que la gestión social y el clima organizacional de la organización dependen del grado de transparencia efectiva en los procesos de toma de decisiones de la instituciones.

Implicaciones de la investigación: Por lo tanto, se puede referir a la transparencia como el vínculo entre el clima organizacional y la adopción de una gestión social efectiva, ya que las acciones transparentes aumentan la confianza de los miembros de la institución en relación con ellos mismos y con la institución misma, fomentando una relación más positiva y colaborativa. ambiente de trabajo.

Originalidad/Valor: Este estudio contribuye a avanzar en la dinámica de comprensión del papel de la transparencia en la relación entre gestión social y clima organizacional, orientando la gestión de estas instituciones hacia una mayor eficiencia.

Palabras clave: Gestión Social, Gestión Pública, Clima Organizacional, Institución Pública.

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1 INTRODUCTION

Although no definitive conceptualization has been established for the concept of social management (Aguiar-Barbosa & Chim-Miki, 2020; Magalhães et al., 2006; Oliveira, 2021), there is a common core, convergent for almost all definitions, which understands the idea of citizen participation in the delineation of the hierarchy of essential needs for the common good.
In this sense, social management has become a crucial field of study, as public institutions understand the need to seek more effective ways to provide services and policies that meet the needs of society (Peci et al., 2021). Beyond the mere administration of public resources, social management can encompass the promotion of social well-being, the inclusion of the voice of citizens in the decision-making process and the search for comprehensive solutions to social challenges (Salgado et al., 2019).

Organizations can present themselves with deep-rooted cultures that result in resistance to change on the part of its members, imposing difficulties in the insertion of citizen participation. From an institutional point of view, it is foreseeable that the implementation of a new organizational process will face challenges linked to its acceptance, often influenced by the culture and organizational climate of the institution (Basso et al., 2022; Freires et al., 2014).

In the area of civil service, it is essential that civil servants understand themselves as integral citizens of society. In this way, adopting principles of empathy and solidarity, such servers will be aware of the benefits and achievements correlated with the process (Alamy & Alamy, 2017; Montezano et al., 2019). By internalizing this perspective, workers will be able to play a more engaged and committed role in implementing social policies and programs that directly impact the community. Its self-recognition, as an integral part of the social being, reinforces the sense of collective purpose and strengthens the alignment between institutional goals and the real needs of the population, contributing to a more efficient and inclusive social management (Konzen et al., 2019). Thus, it is hoped that the vision of the server, as a social being, can contribute to the development of an ideological culture, or even an organizational climate that favors the implementation of social management strategies.

In order to gather data that would allow to synthesize what evidence has already been produced at the intersection of concepts and to guide conduct that can be adopted within public management, the following guiding question was defined: What is the interconnection between social management and organizational climate? Thus, this study aims to investigate whether transparency practices influence social management and organizational climate, and whether there is a theoretical relationship between the constructs in public institutions.

2 THEORETICAL FRAME

From a theoretical perspective, different approaches can be used in reflections on social management, among which have been consolidated those with premises of an ideal Weberian type (Cancido et al., 2019; Chaves & Franco, 2021; Oliveira et al., 2020; Saraiva, 2002;
Tenório, 1998; Tenório & Saracia, 2006). Weber proposes that the analysis of comprehensive social issues, especially generalizations and conceptualizations, be done by defining an ideal type for that situation. That is, creating a model of optimal and desirable parameters that will guide the investigations of the social situation (Cancido et al., 2019).

Magalhães et al. (2006) clarified that social management can be associated with four types of interests, being collective, general, sectoral and community, covering a range of activities that interfere in different areas of social life and that an individual action of self-interest would not be sufficient to ensure full compliance with the essential demands of the community. In other words, the purpose of social management would be to establish administrative organizations that are more efficient and that have the freedom to serve the interests of the public, and not only the State, in this way, promoting the common good (Cancido et al., 2019).

Still in the context of Social Management, it is possible to glimpse points of weaknesses that can be adopted as a reference for action by this concept, and there is thus a potential for continuous improvement. However, it is worth highlighting that this will be surrounded by the limitations that each means will impose as a condition sine qua non (Cunha et al., 2020). An example is the low permeability of a transformative education that is capable of producing an autonomy of thought (Zatti, 2007), manifesting itself in a behavior unconscious in relation to citizens' rights and duties, which in turn hinders the active and informed participation of the population in the decision-making process (Jacobi, 2000).

As well as the vulnerability of educational quality, socioeconomic barriers, such as lack of access to education and technological resources, can hinder the engagement of the most vulnerable strata of society in the face of social management (Carmo et al., 2021). It is also added to this context, to the distrust of government institutions, which are fed by corruption scandals (Bevilaqua, 2022). Thus, there is skepticism regarding the effectiveness of a system of social management, and that discourages the participation and support of the population in activities related to the incorporation of popular opinion aimed at collective welfare (Magalhães et al., 2006).

By developing an autonomous and conscious thinking about their dual role — a citizen who shares collective well-being and generates this well-being via public service — servers tend to contribute to a positive organizational climate characterized by open communication, collaboration, trust and an inclusive environment, creating ideal conditions for engagement, resulting in collective contentment (Konzen et al., 2019).

The organizational climate refers to the prevailing attitudes, values and behaviors, which
exist within an organization (Ángel-Salazar et al., 2020). For their part, Ribeiro and Veiga (2022), understand that the organizational climate would be a "present atmosphere in organizations originating from policies, practices and organizational procedures perceived daily by employees". It is important to mention that the organizational culture, present in a governmental context, tends to value bureaucracy and centralized decision-making, being governed by the public and political hierarchy, making it difficult to adopt more inclusive and participative approaches. In addition, resistance to change by employees and managers, lack of training in new social management practices and resistance to transparency are significant obstacles to promoting a favorable organizational climate (Pires & Macêdo, 2006). Overcoming these limitations requires a leadership effort, institutional training and the promotion of a more open, transparent and public service oriented organizational culture, aiming to effectively meet the needs of the population, promoting a more efficient and inclusive social management (Santos & Serafim, 2020; Saraiva, 2002).

In view of the presented, it is understood that an organizational climate is based on the principles of autonomous thinking, encouraging innovation, interdepartmental cooperation and social responsibility, being the pillars necessary for the success of a social management model in a public institution (Ventorini et al., 2019).

3 METHODOLOGY

This review study was descriptive and qualitative in nature. They sought to analyze and integrate information about the interconnection between the concept of social management and organizational climate in public institutions. Integrative reviews have been widely conducted in descriptive research, using a practical and objective language, allowing a considerable amount of information to be compiled and discussed in such a way that the debate of different views on a topic is debated (Gil, 2008).

The study was initially structured with the definition of the study problem (1), then the bibliographic research (2) of the problem in question was carried out, the data obtained were evaluated and selected in relation to its quality (3) and then synthesized (4), as Figure 1.
As mentioned above, in order to gather data that allows to synthesize what evidence has already been produced at the intersection of concepts and to guide conduct that can be adopted within public management, was defined with the following guiding question: What is the interconnection between social management and organizational climate?

To answer this question, a search and selection of studies was carried out with the database of the Scientific Electronic Library Online (SciELO). No date limitation was imposed on the selection. The selection of the material was carried out in September and October 2023, using advanced search without restriction, applying the terms "social management", "organizational climate" and "Transparency" as integrated keywords via AND and OR function; no restriction was imposed on the search field.

The initial search returned 46 papers, and the refinement was carried out by reading the titles and abstracts, selecting for the review the papers that met the following inclusion criteria: texts in the form of articles, theses or dissertations available in full free of charge in electronic medium, in Portuguese or English, published in national and international periodicals, that addressed the theme of the guiding question. A refinement was carried out in different stages to select those works of greater relevance based on content analysis. After this step the selected studies were analyzed, and the results are described in the Results and Discussion section.
4 RESULTS AND DISCUSSIONS

Of the 46 papers, 14 were included because they have research objects that contribute directly to the discussion of the following guiding question: What is the interconnection between social management and organizational climate? The result of the evaluation and selection process of the studies is presented in Figure 2.

Figure 2
Flowchart of results and selection of studies.

None of the 14 texts included in this review directly and objectively assessed the relationship between the organizational climate and social management in public institutions. However, studies that evaluated individuals involved in the decision-making process of public institutions through interviews have found some structural difficulties and especially, a greater need for transparency within the process (Bardal & Torres, 2020; Barros et al., 2019; Di Marco & Terceira, 2022; Faria et al., 2017; Zuccolotto & Teixeira, 2015).
Based on this, it was inferred that the link between social management and organizational climate was the degree of transparency in the management process, which could effectively bring the population and employees closer to the public administration. By guiding this relationship in transparency and mutual trust, the possibility of a genuine improvement in the organizational climate emerges (Ángel-Salazar et al., 2020; Konzen et al., 2019). However, although much of the text is cited, transparency has been little analyzed in relation to its intersection with organizational climate and social management, although it has been strictly associated individually with both themes.

Among the publications analyzed in this study, social management was conceptualized as a way of thinking about democracy and public management in a collective way, with greater inclusion of the population in decision-making processes, and not merely electoral, and which depends strictly on the commitment to transparency on the part of the institutions (Rocha, 2011; Zuccolotto & Teixeira, 2015). Thus, Social Management can be understood as collective decision-making, without coercion and based on transparency, intersubjectivity and dialogicity (Barros et al., 2019). Social observatories and monitoring programs were measures presented to encourage the maintenance of transparency (Barros et al., 2019; Di Marco & Terceira, 2022; Gonçalves et al., 2013).

In addition to the practice of disseminating information in a clear, accessible and understandable way to society, the ideas of transparency in public administration include the proactive dissemination of data on budgets, decisions, policies and government performance, with the aim of promoting accountability, citizen participation and trust in public management (Ribas et al., 2017; Zuccolotto & Teixeira, 2015).

In general, transparency emerges as a significant challenge for public management in all instances of federal power in Brazil (Bairral et al., 2015). The lack of this full adoption of the culture of transparency can be treated as obstacles to access to crucial information for citizens, thus hindering the effective exercise of public service provision and social control (Silva & Muniz, 2022).

However, it is remarkable that in recent years legal measures have been introduced with the aim of regulating and institutionalizing public transparency. These initiatives aim not only to meet legal requirements, but also to demonstrate to society the existence of mechanisms that ensure the verification of important information (Di Marco & Terceira, 2022). However, despite the legal support imposed for public institutions to be more transparent, Bairral et al. (2015), when analyzing annual management reports of federal public entities in the year 2010, observed
a low level of transparency in the management reports (48%), deficiencies in mandatory disclosure (80%) and low adherence to voluntary reporting practices (19%).

Such information plays a crucial role in empowering society to evaluate not only the results of public management, but also the actions of governments, encompassing both the means employed and the objectives pursued (Gonçalves et al., 2013). This more comprehensive and regulated approach, which can be defined as transparency, seeks to strengthen society's trust in public administration and promote more informed and active participation by citizens in the democratic process. This participation can change the prevailing attitudes, values and behaviors of an institution, thus changing its organizational climate (Ángel-Salazar et al., 2020).

Souza et al. (2022) underline that there is a need to strengthen the look at concepts such as fairness and transparency, always taking care that the language used in the media is accessible. At the same time, it is necessary to train counselors who have difficulty in positioning themselves and including their guidelines in the decisions of the council, so that the relationship between the municipal government and the community is closer, since inclusion and participation alone are not enough for there to be good governance in the conservation units (Silva & Muniz, 2022).

Bardal e Torres (2020) when analyzing the effectiveness of citizen participation in the city councils of Curitiba, observed something in line with what Souza et al observed. (2022). Of the 21 social councils in Curitiba, only three followed all the data collection sources defined by the research method, ensuring the institutionalization of participatory democracy and social control. In addition, they noted that although civil society is represented in the councils, the activity of the councilors in this sector still appears to be restricted and that despite the presence of these representatives in most plenary meetings, the occasions on which they have spoken out to make propositions and influence decisions have been rare.

The authors noted that the transparency of the actions of the social councils was also limited and only a minority joined the Portal of the Municipal Councils of Curitiba or provided information. Even where the information was available, the drafting of the minutes was considered restrictive to assess the effectiveness of citizen participation (Barddal & Torres, 2020).

Jacobi et al. (2015) highlighted that improving social control mechanisms represents one of the key governance challenges. Furthermore, the author observed that in relation to water legislation, there are ambiguities, since, although spaces arise for the participation of civil society, the participation is limited by the outdated system of water resources management. In other words, the law allows for the contribution of civil society, but the effectiveness of this
involvement depends on the modernization and making available of the water resources management system by the government.

Although the expected advances in Brazilian democracy have not been widely observed in terms of public management and consequently lead to a level of popular participation effectively below the desired ideal, if we consider the recent historical trajectory of democratic institutions, the creation of spaces for deliberation by civil society, and the creation and strengthening of transparency mechanisms, certainly there has been an increase in the accountability of the public administration (Rocha, 2011).

In the same line of discussion, it is possible to raise that models of social management will be based on transparency, since, for there to be an assertive collective decision-making without coercion, it is necessary to ensure the disclosure of information, real and relevant data, aiming at a precise panorama of the needs to be achieved, besides ensuring the reliability of the population (Ribas et al., 2017) and its consequent willingness to participate. For example, da Silva and Muniz (2022), when evaluating social control in the National School Feeding Program, reported that there is a lack of standardization of information repositories involving the School Feeding Board, exemplified by the existence of two different informational e-mail addresses, but that besides scarce in relation to information, they still presented conflicting data. Within the hypothesis constructed in this study, these barriers can function as detractors of the organizational climate, moving the individual away from his sense of social responsibility, effectiveness and belonging in the institution's decision-making process.

Martirani and Peres (2016) observed that the analysis of the water crisis in São Paulo also undergoes conflicting communication and with little social control, reporting the socio-environmental conflicts involving private interests and collective benefits, observed in the divergences between the Brazilian Forest Code itself and the National Water Resources Policy, which defines water as a public good and recommends a decentralized management process, guided by environmental governance, with the participation of public authorities, users and communities, aiming at strengthening the committees, including in the decision-making processes. Silva et al. (2016) reported that, although legally ensured, transparency and social control in public health are often not observed in a practical way, and that many public sector contracts with private service providers are not properly presented to interested citizens.

Public administration, from the perspective of social management and social control, often presents itself immature as regards the materialization of the suggestions of the councils and should, with these, create mechanisms of practical actions (Gonçalves et al., 2013). At the same time, it has been proposed that advisors should receive information that enables them to
examine and understand financial or any other public administration related reports, and that can assist in maintaining social control. In addition, they are expected to participate in discussions and offer suggestions for improvement through their opinions (Gonçalves et al., 2013).

The success of the evaluation of public policies as a mechanism for social control seems to be related to two fundamental conditions: the first involves transparency in the actions of public authorities to strengthen mechanisms of accountability in general. Without real and clear information, citizens are unable to understand the results of the evaluations and thus to hold public officials accountable. The second condition concerns the integration of standards and monitoring procedures through social participation. The conception and implementation of this type of control cannot take place in an isolated manner by bureaucracy; on the contrary, they must be guided and supervised by the needs of the population (Ceneviva & Farah, 2012).

Regarding the organizational climate, only the text of Faria et al. (2017) gave some focus on the importance of the internal relations of individuals that make up the body of public enterprises or sectors of public administration. The authors observed that interactions between individuals, transparency and active participation in management, together with recognition through the valorization of collaborators' efforts to solve challenges, were associated with positive attitudes and involvement in the constant improvement of the professional environment. Work engagement stood out as a notable feature, distancing itself from the socially pervasive perception of civil servants, suggesting that attitude change can positively influence the organizational climate. At the same time, the authors observed that the restrictions in the power of intervention and the lack of communication between sectors hinder the work processes, resulting in the non-completion of the services as desired.

However, a term mentioned above needs to be used to better understand the link between the organizational climate and social management: the proactivity needed to make an institution truly transparent. This, because, the organizational climate is directly related to the psychological and emotional environment that exists in an organization (Konzen et al., 2019; Ventorini et al., 2019). It is influenced by several factors, including the company's culture, the relationship between employees and people management policies. A positive organizational climate is associated with greater motivation, job satisfaction and productivity, and engagement in favor of a strategic value for the institution (Ribeiro & Veiga, 2022). In public institutions, transparency is an inherent value that should be proactively cultivated by the individuals who are part of the institutions, with possibilities for improvements in the efficiency of social control and management and organizational climate.
5 CONCLUSION

Transparency can be the link between the organizational climate and the adoption of a truly effective social management, since, internally, transparent actions increase the confidence of the members of the institution towards themselves and the institution itself, fostering a more positive and collaborative working environment (improvement of the organizational climate), seeking to preserve (or broaden) transparency.

At the same time, transparency involves openness and honesty in relations between the organization and society, encouraging the adoption of social management models. This is because effective social management requires transparent communication about the services provided, their financing, their implementation and their social impacts.

This not only strengthens the reputation of the public sector, but can also foster a stronger relationship with the community, and is also linked to accountability and responsibility, essential aspects of effective social management.

Finally, in view of the scarcity of studies published with objective evaluations between social management and organizational climate, this study reinforces the importance of new studies related to the theme, especially regarding the relationship between social management, transparency and organizational climate.

REFERENCES


