



**FUNDAÇÃO UNIVERSIDADE FEDERAL DO TOCANTINS - UFT**  
**CAMPUS UNIVERSITÁRIO DE PALMAS**  
**PROGRAMA DE MESTRADO PROFISSIONAL EM**  
**ADMINISTRAÇÃO PÚBLICA EM REDE NACIONAL - PROFIAP**

**FLÁVIO AYRES MARINHO**

**SOCIAL MANAGEMENT AND ICELAND'S CROWDSOURCED  
CONSTITUTION: THE USE OF ICTS ON DEMOCRATIC  
PARTICIPATION AT UNIVERSIDADE FEDERAL DO TOCANTINS**

**PALMAS - TO**

**2019**

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Dissertação apresentada à Universidade Federal do Tocantins no Mestrado Profissional em Administração Pública em Rede Nacional (PROFIAP) como requisito parcial para a obtenção de título de mestre em Administração Pública.

Orientador: Dr. Airton Cardoso Cançado

**PALMAS -TO**

**2019**

**Dados Internacionais de Catalogação na Publicação (CIP)**  
**Sistema de Bibliotecas da Universidade Federal do Tocantins**

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- M338s    Marinho, Flávio Ayres.  
          Social Management and Iceland's crowdsourced constitution: The use of  
          ICTs on democratic participation at Universidade Federal do Tocantins . /  
          Flávio Ayres Marinho. – Palmas, TO, 2019.  
          86 f.
- Dissertação (Mestrado Profissional) - Universidade Federal do Tocantins  
          – Câmpus Universitário de Palmas - Curso de Pós-Graduação (Mestrado)  
          Profissional em Administração Pública em Rede Nacional (PROFIAP), 2019.  
          Orientador: Airton Cardoso Cançado
1. Gestão Social. 2. Islândia. 3. Participação. 4. TICs. I. Título

**CDD 658**

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UFT”**

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Pós-Graduação em Administração Pública  
em Rede Nacional - PROFIAP da  
Universidade Federal do Tocantins para  
obtenção do título de mestre.

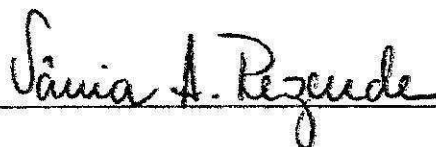
Orientador: Prof. Dr. Airton Cardoso  
Cançado

Aprovada em 12/05/2019.

BANCA EXAMINADORA:



Prof. Dr. Airton Cardoso Cançado – (Orientador)



Prof. Dra. Vania Aparecida Rezende



Prof. Dra. Helga Midori Iwamoto

## ACKNOWLEDGEMENTS

I would like to thank first the *Universidade Federal do Tocantins* for giving me the opportunity to dedicate myself full time for this project. Also, I am very grateful to Juliano Rios for being so supportive throughout the whole process and to all my colleagues who had to carry on all my office duties while I was away studying.

Moreover, I give many thanks to all my master course classmates with whom I've shared many good moments of learning and of fun during the period we attended classes together, specially to Fernando Barros and Francisco Melo who were my partners in almost all group assignments we had to do.

Also, I thank professor Helga Iwamoto for being so helpful with us students by teaching very good research techniques which I am sure helped everybody with their respective works. And I give a special thanks to my supervisor Airton Cançado who was always very calm and supportive and for being a very humble open-minded person who is capable of listening to his students and encouraging our ideas (and for having a great musical taste).

Many thanks also to Danilo Ribeiro who is like a brother to me and for being there in any moments of my life. I thank Tales Bueno as well, who is also a long-time friend and who has always been there for me as well. Alexandre and Hélio, thanks you both for all the good chats and for making the academic life sound less troublesome than it seems.

Thanks José Carlos and Eliane Seraphin for all the support and encouragement and for being such good examples of what a Professor should be like. I'd also like to thank Angelo Seraphin and Fabiana Seraphin, specially for every weekend lunch we had together and for all the jokes regarding my master's course.

A very special thanks to Sérgio and Consuelo Marinho, my parents, and also to my brother Sérgio for always loving me and being there for me and for teaching me how to be a better human being.

Finally, a very special thanks to my wife Catarina and to my daughter Alice. I love you both and you are certainly the reason why I keep going forward and fighting for my dreams.

“Allir vilja herrann vera, en enginn sekkinn bera”<sup>1</sup>

*Icelandic Proverb*

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<sup>1</sup> Everyone wants to be lord, but no one wants to carry the bag.

## RESUMO

Gestão Social é um conceito original do Brasil ainda em construção que, dentre outras aspirações, visa a ampliar a participação e engajamento popular nas decisões que influenciam a vida de todos. Os estudos sobre Gestão social no Brasil vêm se expandindo desde 1990. Em 2007 a Rede Nacional de Pesquisadores em Gestão Social (RGS) organizou o primeiro Encontro Nacional de Pesquisadores em Gestão Social (ENAPEGS). Este campo do conhecimento vislumbra construir uma nova esfera pública que tem por objetivo aproximar o povo e a política de uma forma que este possa debater e gerar decisões coletivas a respeito das necessidades e futuro da comunidade. A constituição popular da Islândia constitui-se em um processo inovador que traz novas possibilidades ao desenvolvimento da democracia. O governo da Islândia recentemente, entre 2009 e 2013, conduziu o processo de criação da primeira constituição do mundo criada pela população. Imersa em um contexto de crise financeira global gerada pelo colapso das grandes instituições financeiras da América, em 2008, depois do maior colapso bancário do século, conhecido pelos islandeses como 'The crash', um projeto de lei foi enviado ao parlamento requisitando que uma Assembleia Constitucional consultiva fosse instaurada. Esta, para assegurar a participação usou mídias sociais como Facebook, Twitter, Flickr e YouTube para conduzir as discussões entre as pessoas da Islândia e o Conselho. Historicamente, o processo de redação de uma constituição nunca incluiu a participação popular direta. Ainda que o processo não foi ratificado como a nova constituição da Islândia, serviu de modelo que se espalhou pelo mundo. Neste contexto, o processo de formulação da Constituição popular da Islândia será estudado na perspectiva da Gestão Social, tratando-se assim de um estudo de caso, e ainda de um trabalho qualitativo. Adiante, este trabalho visa fortalecer esta perspectiva a partir da experiência prática do processo de elaboração da Constituição popular da Islândia. A Análise deste processo demonstrou que pode-se aproximar de fato a Gestão Social ao processo de elaboração da Constituição Popular da Islândia e ainda a apresentar a Gestão Social como uma alternativa possível capaz de assegurar a participação e emancipação, propondo por meio deste estudo a adoção de um modelo de participação a ser adotado e utilizado no CONDIR da Universidade Federal do Tocantins, afim de aprimorar o processo decisório democrático por meio da participação de toda a comunidade acadêmica.

**Palavras-chave:** Democracia; Participação; Gestão Social; Islândia; TICs.

## ABSTRACT

Social Management is an original Brazilian concept still under construction that, among other aspirations, aims to broaden the participation and popular engagement in the decisions that influence the lives of everybody. Studies on social management in Brazil have been expanding since 1990. In 2007 the National Network of Researchers in Social Management (RGS) organized the first National Meeting of Researchers in Social Management (ENAPEGS). This field of knowledge envisages building a new public sphere that aims to bring people and politics together in a way that they can debate and generate collective decisions about the needs and future of the community. Iceland's popular constitution is an innovative process that brings new possibilities for the development of democracy. The Icelandic government recently, between 2009 and 2013, led the process of creating the first crowd-sourced constitution of the world. Immersed in a context of the global monetary crisis generated by the collapse of America's major financial institutions in 2008, following the biggest banking collapse of the century, known to the Icelanders as 'The Crash', a bill was submitted to the parliament requiring an advisory Constitutional Assembly to be instated. To ensure participation, the assembly used social media networks such as Facebook, Twitter, Flickr and YouTube to conduct discussions between the people of Iceland and the Council. Historically, the process of drafting a constitution never included direct popular participation. Although the process was not ratified like the new constitution of Iceland, it served as model that spread by the world. Considering this context, the formulation of a crowdsourced constitution in Iceland will be studied on the perspective of Social Management, begin this a case study, and also a qualitative research. This work aims to strengthen this perspective from the practical experience of the process of drafting the Constitution of Iceland. The analysis of this process enables the approximation between Social Management and Icelandic Crowdsourced Constitution process and as well to present Social Management as an alternative capable of ensuring participation and emancipation, proposing through this study, the adopting a model, based on the one used during the creating processes of Iceland's Crowdsourced Constitution, to be adopted and used in the CONDIR from *Universidade Federal do Tocantins* in order to improve democratic decision-making process by means of participation from all academic community.

**Keywords:** Democracy; Participation; Social Management; Iceland; ICTs.



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## **LIST OF ABBREVIATIONS AND INITIALS**

SA – Social Administration

SM – Social Management

ICC – Icelandic Crowdsourced Constitution

ICTs – Information and Communication technologies

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## 1. INTRODUCTION

This work is inserted in the *Mestrado Profissional em Administração Pública em Rede Nacional* (PROFIAP), which aims to educate professionals to exercise advanced public administration on Brazilian public organizations, to contribute for increasing productivity and effectiveness as well as to provide new instruments, models and methodologies in order to improve public management.

Generally speaking, Social Management - SM, which is the main area of this dissertation, is a new and promising science field, in progress, that seeks to enable a new way of public administration in opposition to Strategic Management, which is largely used in public and private institutions (TENÓRIO, 1998). SM attempts to invert the logic State-Society and Capital-Labor in order to promote an administration that ensures people's interests prevail, and thus, a fairer democracy is made possible.

This field of knowledge has been growing since professor Tenório's (1998) first paper regarding SM in 1998. Since then, the number of programs, cores of studies and laboratories which studies SM has been growing, presently there are some important examples such as: *Programa de Estudos em Gestão Social* from *Fundação Getúlio Vargas*(PEGS/EBAPE/FGV); *Centro Interdisciplinar de Desenvolvimento e Gestão social* from *Universidade Federal da Bahia*(CIAGS/UFBA); *Centro de Empreendedorismo Social e Administração em Terceiro Setor* from *Universidade de São Paulo* (CEATS/USP); *Núcleo de Estudos de Administração do Terceiro Setor* from *Pontifícia Universidade Católica de São Paulo* (NEATS/PUC-SP); *Núcleo Interdisciplinar de Pesquisas e Estudos sobre o Terceiro Setor* from *Universidade Federal do Rio Grande do Sul* (NIPETS/UFRGS); *Laboratório Interdisciplinar de Estudos em Gestão Social da Universidade do Ceará – Campus Cariri* (LIEGS/UFC-Cariri); *Núcleo de Estudos em Administração Pública e Gestão Social* from *Universidade Federal de Lavras* (NEAPEGS/ UFLA); *Núcleo Interdisciplinar de Estudos e Tecnologias em Gestão Social* from *Universidade Federal do Vale do São Francisco* (NIGS/UNIVASF); *Grupo de Estudos e Pesquisas em Gestão Social* from *Universidade Federal do Tocantins* (GEPGS/UFT) among others (CANÇADO *et al.*, 2015a).

The Icelandic Crowdsourced Constitution, which is also an object of this research, was created in 2011 following a series of events that begun with the 2008 bank crisis that was known to the Icelanders as 'The Crash'. Icelandic people organized a National Forum to decide on the national values a new constitution ought to contain. Following this event, a Constitutional Assembly formed by 25 members was in charge of organizing the new constitutional draft. They largely relied on social media networks to promote the discussions between the Icelandic

people and the council. Finally, after the 4 months given, they came up with a new constitutional draft that was ratified by the population and that also became the most innovative constitutional process to present days.

The *Conselho Diretor do Campus Palmas*, which is an object of analysis and intervention proposal of this research, was created by the resolution 14/2014 from *Conselho Universitário* (CONSUNI) in 2004 following the creation of *Universidade Federal do Tocantins*. CONDIR is the maximum instance of the *Campus Universitário de Palmas* for defining teaching, research, extension, post-graduation and general administration policies, working also as an appealing office. Its statute was later modified by resolutions 13-2007 and 01-2014 from CONSUNI, more than 10 years later the whole statute has not fully reviewed even thought, as shown in the results of this research, the participating members all agree it should be done.

Therefore, the importance of this theme for public administration is unquestionable considering the number of interested programs and universities which has only been growing. Thus, this work seeks to contribute to SM by studying and analyzing ICC on the perspective of SM, in order to establish a new instrument for public administration. Next topic details the goals of this work.

#### 1.1.1. GOALS

This brief section brings the details of both the general and specific goals of this research.

##### **1.1.1. General Goals**

To analyze the creating process of Icelandic Crowdsourced Constitution on the perspective of Social Management seeking to implement the use of ICTs as to increase democratic participation in CONDIR (*Conselho Diretor do Campus Palmas*).

##### **1.1.2. Specific Goals**

To Identify the main concepts of Social Management on the creating process of Icelandic Crowdsourced Constitution.

To study the popular participation procedures adopted on the creating of Icelandic Crowdsourced Constitution.

To formulate a participation model adapted from Icelandic Crowdsourced Constitution creating procedure to be adopted and applied in CONDIR.

## 1.2.RESEARCH LOCUS

The first written historical records from Iceland came from Norse Vikings who settled there in 870 a. D. at the location of present-day Reykjavik. Approximately other nine hundred and thirty settlements spread over the island (SMITH, 1995).

This initial occupation started for the maritime Viking expansion had started, reaching the eastern coast of North America eventually (HILMARSSON-DUNN, 2006). There have been other reports of interaction between the Icelandic people and others like the Germans, British, Dutch, French and Basques as well as the Nordic people throughout their history mainly due to their expertise in navigation.

The chieftains established a kind of parliament called, until today, the *Althingi*, making it one of the oldest parliaments in the world dating from 930 a.D. (BYOCK, 2015). Iceland was first conquered by Norway on the following century, however it fell under Danish rule on the 16th century after the dissolution of the Kalmar Union - a union of the Nordic States of Denmark, Sweden and Norway.

Iceland gained its independence in 1918 but was then invaded by the English in 1940 and had a NATO base established by the USA in 1941. For Skaptadóttir (2011), England protected Icelandic territory because of its strategic position. In addition, there has been post-war economic growth in Iceland due to the Marshall Plan and a growth in fish farming and fisheries. In 1944, Iceland regained its independence in the form of a republic, becoming the first country in Europe to elect a president chosen by the people and not by the parliament (ODDSDÓTTIR, 2014).

The official language in Iceland until World War II was the Danish. Afterwards, following the country's independence it was changed to Icelandic. Presently, Icelandic, Danish and English are compulsorily taught in schools. However, it is hard to maintain Icelandic, especially on ICTs for translation costs of packages, which are mostly available in English, are the same as those of other languages with millions of speakers (HÁLFDANARSON, 2005).

Therefore, the Ministry of Education, Science and Culture promotes public promotes public policies of linguistic planning to avoid letting English taking over Icelandic. All citizens



must learn two languages aside from Icelandic, normally Danish and English are chosen. Additionally, the television programs ought to be subtitled in Icelandic (HILMARSSON-DUNN, 2006). Their goal is to maintain the leading role in literacy and education which was achieved in from 1780 to 1790 through literacy promotion by priests and family education (BYOCK, 1992).

Considering Icelandic population, in 2012 there were 68% of non-Nordic Europeans, 15% of Philippines and Thais and 17% of immigrants from other parts of the globe. Most of them, until 2004, were from women seeking domestic work. Afterwards, most were men working in heavy industry and construction. Hermannsdóttir *et al.* (2012) affirms that in 2006 the European immigration greatly increased due to Iceland not requiring European work visas for residence (HERMANNSDÓTTIR *et al.*, 2012)

According to Riordan (2017), immigrants constitute 10.6% of the population, with a total of 35,997 individuals. Of these 38.3% are from Poland, 5.2% from Lithuania and 4.5% from Philippines. In 2017 alone, there was a change in the majority gender trend, with 51.5% female immigration, mainly from Polish and Filipinos.

Economically, the country lies mainly on exports of aquaculture and fisheries. Fish farming in Iceland goes back to the 14<sup>th</sup> century, being dependent on springs and geothermal sources. Moreover, the University of Iceland has been conducting research on aquaculture since 1935 (KRISTINSSON, 1992).

The extraction of aluminum and the raising of animals brought during colonization - oxen, sheep, goats, pigs, dogs, cats, geese and chickens are also economically important (ADALSTEINSSON, 1981; ARNALDS; BARKARSON, 2003). Recently there has been a greater interest in ecotourism, in the form of horseback riding on trails (HELGADÓTTIR, 2006) and whale watching (PARSONS; RAWLES, 2003).

Further on, the exploitation of whales is also important and goes back to the eleventh century by means of knowledge acquired from the Basques – present-day Spain. According to Smith (1995), in addition to meat and oil, tools and weapons were obtained from whale bones. Moreover, in 1946 the whaling countries signed an agreement which declared that an indefinite moratorium on this hunt in order to promote repopulation of endangered species. Proponents of ecotourism argue that revenues from whale-watching tourism are higher than previous revenues from their hunting. However, the moratorium on hunting has led to a decrease in the number of fish, damaging the main economic sector in terms of subsistence of the people of Iceland

(HENDERSON, 2004). In 2018 the government has allowed the hunting of 191 whales to balance the proportion of whales and fishes around its coast (BOFFEY, 2018).

Picture 1 – Map of Iceland, Greenland, The United Kingdom and part of Northern Europe



Source: Google Maps

Picture 2 – Map of Iceland



Source: Google Maps

Picture 1 shows the map of Iceland with Greenland, part of northern Europe and the United Kingdom in perspective, map 2 presents Iceland showing its main cities being Reykjavik its capital. The Statistics Iceland Portal (2018) presents that Iceland is a country containing 102,775km<sup>2</sup> of land, and a population of 348,450 habitants. Its GDP (Gross Domestic Product)

is \$24 billion and the GDP per capita is \$73,092. According to Kail and Cavanaugh (2018), the HDI was 0.921 in 2015 which is the 9th highest, in 1990 the HDI was 0.797, while Brazilian HDI in 2015 was 0.754 and in 1990 it was 0.611 in comparison.

On the following section the assumptions used in this work are listed and described.

### 1.3.ASSUMPTIONS

#### **The use of ICTs encourages and broadens people's participation**

Even though the use of ICTs alone is not enough to ensure participation, it is a way to make it easier. With internet and social media, it is possible to shorten the distances allowing people to share their opinions and ideas almost immediately without leaving their homes. Further on, when combined with proper planning and structures it can ensure, when needed, anonymity by means of cryptography, and thus, ensuring a person's safety when freely expressing ideas and opinions. Furthermore, the modern governments need to largely adopt the use of ICTs to ensure accountability and transparency, which are aspects that are being more and more demanded by the population. In Brazil the *Portal da Transparência* is a significant example, it still has many flaws, however, it is already a considerable improvement to our Democracy.

#### **Social Management combined with ICTs can be viable in universities**

For true deliberation to be achieved a mutual understanding is needed. Communication within a given council should be equal, transparent and understandable to all members. Considering an evenly educated environment such as a university, it can be said that its people has a similar capacity of communication and knowledge, making it possible for a more equal debate in general. Additionally, in university environments, access to ICTs is available for most of the institution members: Professors, students, administrative staff and outside public.

### 1.4.JUSTIFICATION

Further on, this dissertation is justified for the following reasons:

SM is a growing field belonging to the applied social sciences area, since 1990 to today the number of studies centers, laboratories, post-graduation courses and scientific journals have only been growing. It consists, additionally, of a theory that seeks to increase popular participation, and as such, to ensure people's expectations to be answered, to make the social

prevail over the state and the market. In other words, to favor collective over individuality and as thus to improve our democracy.

For democracy to be true it is needed participation and debate and new technologies can democratize the public sphere, allowing citizens to deliberate among themselves and with government. Digital democracy, the use of ICTs for participation and public decision-making processes, is capable of engaging new groups of people, empowering citizens and establishing new relationships between society and governments. New technology can make democracy more representative by allowing people more participation and also improving its own legitimacy by enabling such freedom (SIMON, 2017).

This project aims to increase popular participation by means of SM and the use of ICTs at CONDIR in *Universidade Federal do Tocantins*, therefore allowing the institution, on this context, to answer to some of its values, present on UFT's Institutional Development Plan 2016-2020, such as Transparency, Social Responsibility and Equity, which are all improvable by the combined use of SM and ICTs.

Further on, in 2015, Cançado *et al.* (2015), established a research schedule in order to ensure that SM, as a science field in progress, develops more theoretical and methodological tools for its consolidation on applied social sciences in frame 6.2 – present on Cançado *et al.* (2015) - entitled synthesis of the research schedule proposed, one of the goals is to identify possibilities of using ICTs for direct participation on the field of SM, in which this work is included.

This dissertation is divide in 7 chapters. Chapter 1 contains the contexts of both SM and Iceland as well as the goals, justification and relevance of the present work and the overall structure. Chapter 2 presents the theoretical framework for both SM and ICC. On Chapter 3 the methodology and procedures adopted are going to be discussed and Chapter 4 presents the analysis of the ICC process within the perspective of SM. Chapter 5 contains the analysis of the interviews conducted with the members of CONDIR. On Chapter 6 it is proposed a solution for CONDIR according to the findings of this work. Chapter 7 presents the conclusion of this work. On chapter 2, following this introduction, the theoretical framework which is used throughout this dissertation is going to be detailed in two parts.

## 2. THEORETICAL FRAMEWORK

On this section the theoretical discussion was divided on two parts. First the main thinkers of SM and their theories are presented and its main concepts, discussions and background. On topic 2.2. the creation process of ICC is presented from Icelandic financial collapse to the creation of the National Assembly responsible for writing the draft itself.

### 2.1.SOCIAL MANAGEMENT

Professor Tenório's (1998; 2005; 2016) first contact with the term SM was in a text by Rovida (1985). Since then, this theory has been growing and being developed by more researchers each day. As any other new areas that arises it is also been facing some difficulties. The, perhaps, most important to science itself it is the one concerning its own definition. In addition, there is a risk of banalization, since the term has been used deliberately without proper care, englobing many areas, which are not necessarily, part of the field of SM. Professor Tenório (1998; 2005; 2016), and other group of researchers such as Cançado *et al.* (2013; 2015; 2016; 2017), have been trying to improve and delimitate the concept in order to fully establish SM as an applied a social science area.

In 2002, Fischer (2002) suggests five propositions for SM, or Social Development Management. On her words, in short: (1)It is a process of mediation that articulates multiple levels of individual and social power; (2) It is a field of knowledge and space of hybrid and contradictory practices where cooperation does not exclude competition and vice versa;(3) While being ethical and responsible, it should be efficient and effective; (4)It is also a management of the networks, social relations, which are affected by people, behaviors, interaction capabilities and other subject human aspects; (5)It is a process immersed in cultural contexts that shapes Social Development Management itself and at the same time are affected by it (FISCHER, 2002).

Following these propositions Fischer (2002) concludes:

The social management or social development management field is reflexive of the practices and of the knowledge built by multiple disciplines, designing itself as a pre-paradigmatic proposal, which is being formulated as research schedule and action by many research groups and centers in Brazil and abroad, as well by institutions of different natures that acts on local development (FISCHER,2002, p.29).<sup>2</sup>

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<sup>2</sup> Translated by the Author

From this, it can be perceived that SM is an interdisciplinary field, according to Fischer (2002), that has been growing nationally as well as internationally and at the same time is attempted in some institutions seeking local development.

Further on, Fischer (2007) affirms that, if management is understood as a function and not a tool, and as such it seeks to make society fairer, the distinction of organizations belong to the market, state or third sector spheres becomes irrelevant as all of them should be guided by the social aspect. Therefore, that is what must be admitted for understanding SM concept, here defined as a relational act capable of guiding and regulating processes by means of broad mobilization of actors on the communicative act resulting in intra and interorganizational partnerships. As such, decentralized and participative structures that seeks a good collective planned, viable, and sustainable (FISCHER, 2007).

Carrion (2007), describes SM as a search for new ways for the problem of social exclusion provoked by neo-liberalism. As such, it is not a simple matter as transposing the principles from business management to social field. SM seeks a local integrated development as well as financial and economical sustainability whenever possible. Towards achieving this proposal, it is a theory that recognizes the conflicts of interest between society, the State and the market (CARRION, 2007).

The State should be capable of ensuring local development by means of inclusive public policies, seeking administrative decentralization and supported on cooperation between the public sector, private sector and third sector. The greatest challenge of SM is to ensure these interactions are conducted based on solidarity. Some judge this theory as being utopic, Carrion (2007) argues that it is in fact a utopia, however, given it is a proposition in construction, which seeks to build a more human society. No other paradigm can alter social morphology unless there is political will to such, however, SM brings together tools and postulates capable of bringing change towards a more inclusive society (CARRION, 2007).

According to França Filho (2008), SM can be thought of in two perspectives. First as a theory that identifies a society's issue or as a management process. In this case, it would be closer to public management. Second, it is related to a different way of management, which sees the social as an objective. This author also adverts that SM needs to be careful with its banalization for everything that is not considered as traditional management is determined as

SM (FRANÇA FILHO, 2008). This author proposes two challenges for SM to overcome, as it follows:

In short, these two great challenges are imposed to social management. In one hand to overcome a traditional political culture that permeates the world of social organizations and to undertake effective partnerships between civil society and the public powers that recognize and stimulate the real potential of the affect groups, beyond a mere attitude of instrumentalization of action. On the other hand, the necessity of building a methodological framework that fulfills the basic requirements of a management truly engaged to social (FRANÇA FILHO, 2008, p. 6).<sup>3</sup>

SM, in opposition to strategic management, manifested its innovation potential. Different practices communities and strategic groups embraced this theory for without it they were scattered groups with no connection to each other. Therefore, SM brought them together giving them meaning and importance. However, this movement transformed SM as a process into a product, what halted its innovative capabilities (BOULLOSA; SCHOMMER, 2008; 2009).

According to Boullosa and Shommer (2008), SM can be thought as a way of managing, a management goal and management field of knowledge. At first, it can be defined as a management which has as its goal the social aspect, for a management which is not strictly economical. Thus, it can be defined as a way of managing originated in organizational and social contexts that do not belong to the market or to the State, but to a public non-state sphere of action in civil society (BOULLOSA; SCHOMMER, 2008; 2009).

However, these authors consider production on SM still insufficient, and, considering the fact it has become, according to them, a product instead of a process it risks losing its innovation potential, considering it imposes implementation rules. Boullosa and Schommer (2008) also states that even though much is discussed and studied regarding SM, few know exactly what it is about, who can perform it, who are the actors and professionals capable of doing it. However, the authors suggest that the university management itself could be a good organizational environment for testing and further developing this theory and that formation on the area should articulate different knowledge areas and based on practical situations (BOULLOSA; SCHOMMER, 2008; 2009)

Araújo (2012) also considers SM suffered from an early institutionalization from the 20<sup>th</sup> to 21<sup>st</sup> century. This author, further on, defends there are inconsistencies on the plural conceptions regarding SM, what is taught is not known by the lectures. It is needed, according

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<sup>3</sup> Translated by the Author

to Araújo (2012), that first Management and Social are defined, in what ways SM is different and how it intends to be innovative (ARAÚJO, 2012).

Further on, this author states that the social present in this terminology can be understood as both a public space of inter-relations and society itself, therefore, it carries a native ambivalence that carries a group of paradigms and comprehensions. It has a clear goal however unclear practices and paradigms. Therefore, SM has as constituting elements plasticity, fluidity and hybridism (ARAÚJO, 2012). On the author's words it can be defined as:

As a way of management, it is a modality that presupposes a radical humanism, creativity and ethics. While a social object in order to face the contingencies between public and private on the consolidation of democracies, it refers to theoretical-methodological aspects regarding new organizational formats and new ways of managing, highlighting the solidification and institutionalization (sometimes, early) of an epistemological and political-ethical field, that seeks to explain the relations and social processes (ARAÚJO, 2012, p.68).<sup>4</sup>

Araújo (2012) later concludes that considering this multiplicity of concepts, as well as some paradox practices, SM consolidates itself as a symbol of innovation, that, however, is no more than a new labeling which risks becoming no more than a 'small ethics'. Further on, he states that as previously thought, SM is way to which it is not known how to follow and thus, it is no way at all (ARAÚJO,2012).

Pinho and Santos (2015) affirm that SM is a concept in progress, which is a statement upon which many authors agree. It can be said SM is not properly public nor private. On the construction of this term, the public is gradually shifted to collective, when related to values and possibilities of interactions. Most SM authors agree on the notion of it being a transparent process an of dialogic management in which participants seek mutual agreement (PINHO; SANTOS, 2015).

However, Pinho and Santos (2015) also criticize SM, appoint the ENAPEGS as being a meeting of the area which, at the time, had been happening for 6 years and yet only 16% of the articles belong specifically to SM area. These authors also state that this theory is somewhat prescriptive with a strong utopic character considering Brazilian politics is still deeply patrimonialist (PINHO; SANTOS, 2015).

There are certainly practical experiences of deliberative democracy, however, according to Pinho and Santos (2015), they are still rare and scattered, thus, not enough to redefine national practices. Even though, it can be said there is a consensus when regarding to participation, it is

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<sup>4</sup> Translated by the author.



a central aspect to SM and as such, not all participatory experiences are included in SM but SM itself is based on direct participation (PINHO; SANTOS,2015; CANÇADO; PINHEIRO, 2014).

The conception adopted and applied to this work is the one used, and created, by Cançado *et al.* (2015). These authors also consider that the term risk being trivialized and suffers from being confused with others such as politics management of social programs. However, it has been gaining recognition and visibility in both academic and media environments. To avoid this confusion, the authors seek to better outline the concept. For them, SM is composed of some basic characteristics: Collective decision-making, free from coercion, transparency, emancipations, anti-positivism and volunteerism (CANÇADO *et al.*, 2015).

Later, the author gathers characteristics, which other authors associated to SM, being them: Deliberative democracy, dialogicity, emancipation, public sphere, self-interest properly understood, inter-subjectivity, rationality, solidarity and sustainability. Cançado *et al.* then, defines SM as:

In an effort of synthesis, we can define Social Management as: a dialectical process of the own social organization in the public sphere, founded in the self-interest properly understood and that has as a goal the emancipation of men (CANÇADO *et al.*, 2015, p. 178).<sup>5</sup>

Justen (2016) defines SM as an antithetic conception in relation to strategic management, which is based on collective decision-making, dialogicity, language intelligibility, as a transparent process aiming emancipation, and thus agrees with the definition of Cançado *et al.*(2015a), which is going to be further discussed ahead. Justen agrees with Cançado *et al.* when stating that SM has as its final goal the Emancipation, for him following Freire's (1979 apud Justen, 2016) idea of dialogical pedagogy (JUSTEN, 2016).

Justen (2016) cites Freire (1979), who defends that emancipation can only be achieved in communion, men do not free themselves alone. This freeing is done, according to Freire (1979) by a critic and emancipating dialogue. Therefore, dialogicity is an essential character for emancipation. Furthermore, according to Justen emancipation is only achieved when the recipient of a given public policy is considered as a subject capable of thinking the world and thinking of himself in the world, such condition is therefore potentialized when in public spheres of dialogue (JUSTEN, 2016).

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<sup>5</sup> Translated by the Author

Further on, this author also argues that before emancipation, inclusion is needed. Inclusion and plurality are only possible in an isonomic treatment where all human beings have equal value. He then concludes that the right to dialogue is inalienable and should include all and any social relation. Only through effective, inclusive and plural participation, in conditions of being exercised with equanimity, subjects can be considered as ‘occurrence subjects’ (JUSTEN, 2016; Freire, 2011 apud JUSTEN, 2016).

Justen (2016) then, concludes that:

The Social Management, this way, enables to identify the incompleteness of the economist perspective of sustainability, recognizing the nature of a living system, as well as a man, that, due to it, needs an approach in which the consequential utilitarian calculus is complemented by the capacity of [...] thinking the world, thinking in the world, having a rational and calculating activity, but simultaneously putting in question yourself and your environment’(GAULEJAC, 2007). That, for sure, demands a dialogical, collaborative and communicative approach, something social management has to offer (JUSTEN, 2016, p.155).<sup>6</sup>

Going back to Tenório’s (1998) first attempts to define SM he affirms that on the strategic management, traditionally adopted worldwide, there is a managerial action in which the system-enterprise determines its functioning and therefore the State imposes itself upon society. In SM, first it is necessary to invert the logic behind the pair of words State-Society and Capital-Labor to Society-State and Labor-Capital. The protagonist on such relations ought to be citizenship and not the State or the market themselves. Unfortunately, what has been found is a practice of a supposed SM, more coherent with this strategic management than with solidary and democratic societies (TENÓRIO, 1998).

Following this logic, the state management, the techno-bureaucracy becomes anti-democratic, the participation of the worker class in the decisions of the enterprise-system is not encouraged and so the exercise of citizenship on the enterprise management and on the public policies processes is not valued. Thus, for SM to be considered as effective, the government’s public policies formulations should not consider the people as a target, client or goal but as an active participant, that is when citizenship is truly respected (TENÓRIO, 1998).

Further on, SM seeks to subordinate instrumental logics to others more social, political, cultural or ecologic. It is not originally a management from the Market and State, it belongs mainly to the organizations, thought they frequently relates themselves to private and public institutions being a counterpoint to bureaucratic management in order to achieve common good in the republican perspective (FRANÇA FILHO, 2008; CANÇADO, 2015).

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<sup>6</sup> Translated by the Author

SM is oriented by some presumptions in order to achieve its desired participation, free of coercion. First, as mentioned before, it opposes the positivism, for SM considers the researcher as also part of its object, even truer when the object is social. The researcher is conditioned by social categories, which cannot be overcome. The social phenomena are observed and analyzed according to its historical laws and the social moment to which the object belongs (TENÓRIO, 1998).

The instrumental rationality is also a barrier SM proposes to bypass. For it, most of the times, subdues society to the state or to the market when, as already discussed, this relation should be inverted. The economy should be a path to implement social, political, cultural and ecological goals. This somewhat though tends to inhibit humanity's emancipation, which is one of the main goals of SM. Emancipation here understood as freedom from tutelage, from oppressor domination based on the relations of production (TENÓRIO, 1998; 2005; CANÇADO *et al.*, 2015)

Jürgen Habermas is a German Sociologist whose ideas are canonical to the Critical Theory, which investigates social phenomena reciprocal interconnections observing them in a direct relation to the historical moment, further on the critical theory also considers that society prevails over the individual. Therefore, Habermas creates the idea of a communicative rationality, which establishes democratic conceptual elements of social relations in contemporary society and through the communicative action that could free men from dogmatism and contributes for emancipation (TENÓRIO, 1998).

Further on, here emancipation is also considered as in Marxist tradition, in which it means to be freed from oppressor domination based on production relations, being emancipation a way of rebellion against manipulation. Additionally, liberty, by means of emancipation, cannot be achieved individually, union and solidarity are needed. Also, the self-interest properly understood is reinforced by emancipation for when the human being is freed from manipulation the notion of being part of a society, for living in community, becomes clearer. Thus, making solidarity and sustainability more obvious (CANÇADO *et al.*, 2015a)

The self-interest properly understood can be seen as a starting point for SM, as mentioned before it shelters two important aspects to be achieved which is solidarity and sustainability. This notion comes from Tocqueville, whereas it is understood that the collective wellbeing is a condition for individual wellbeing. Additionally, it can only happen in a democratic context, which is reinforced by SM (CANÇADO, 2013; CANÇADO *et al.*, 2016).

Further on, self-interest properly understood allows individuals to perceive the dynamics of their own agency on the building of the public sphere. Here, public sphere is where SM is built, it can be considered as an intermediate category on the process of SM for it is the place and essential condition for its development (CANÇADO, 2013; MENDONÇA *et al.*, 2012).

According to Tenório (2005), the public sphere assumes equality of individual rights and discussion, without violence. As such, the public sphere is the space where people present their inquiries by means of mutual understanding. Additionally, the author affirms that civil society and public sphere are complementary in a way that the second is the space in which the dialogue between civil society and the state occurs (TENÓRIO, 2005).

This concept, public sphere, for Habermas (1995 apud PERES JÚNIOR *et al.*, 2013), is where democracy is a requirement for its development. Public sphere is the aspect of social life in which public opinion is formed, it is a proper network for communication of contents, positionings and formation of opinions which are condensed and becomes public opinions on specific themes. It is there that society, the State and the market interacts dialogically (PERES JÚNIOR *et al.*, 2013).

SM, therefore, seeks to build a new public sphere in which the population is brought closer to politics, for it is a needed subjective space where it can be possible for people to deliberate about their needs and future. SM develops itself as individual emancipation is made possible when the bourgeois public sphere is substituted by this new subjective space containing the theoretical categories: Deliberative Democracy, Dialogicity, Intersubjectivity and Rationality (CANÇADO *et al.*, 2015a)

Other key concept in SM is participation, for it seeks a more participative, and dialogical management, in which the decisions are collective. According to Paula (2005), the societal public administration, inserted on the perspective of SM, manifest itself in alternative experiences such as Management Councils and Participative Budgeting (TENÓRIO, 1998; PAULA, 2005).

In the context of SM, oriented by Habermas' communicative rationality, the proposals from the participants cannot be validated without reaching an agreement, which must be achieved communicatively. Only if all participants, through the communicative action and dialogue, admits the validity of a given truth SM process occurs (TENÓRIO, 1998).

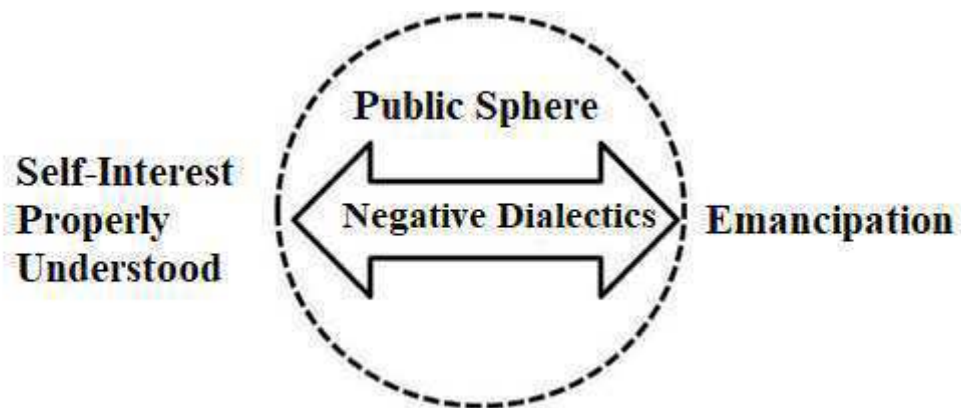
Participation and citizenship are, here, understood as the appropriation by individuals of the right to democratically build their own destiny. In Brazil, since 1960s, the social movements seek to develop social participation and to rethink Brazilian development through the optics of a new State management which ensures public participation in the institutions generation management experiences focused on the real demands of the people. Thus, SM is a societal alternative to substitute the technical and bureaucratic management in order to ensure participation by means of a decision-making process involving multiple social subjects (TENÓRIO, 2005; PAULA, 2005,).

For this participation to be effective, another key concept in SM is needed to be ensured: deliberative citizenship. It is understood, in this context, as a political deliberative action in which an individual must participate in a democratic procedure, deciding in different parts and roles in society. It also means that legitimacy of political decisions must be originated in discussion processes guided by inclusion, pluralism, participative equality, autonomy and common good (TENÓRIO, 1998; TENÓRIO, 2005; CANÇADO *et al.*, 2015).

Deliberative citizenship is also inserted in the bosom of the debate between liberals and republicans, where the second groups seeks to negotiate what is best for the own group or society. Thus, it consists of taking in consideration the multiplicity of communication ways, moral, ethical, pragmatic and negotiations, in which all of them are ways of deliberating (TENÓRIO, 2005).

All these concepts come together to compose SM and can be, following the Negative Dialectics logic (ADORNO , 2003), redesigned as many times it needs, for here there is not an intention of synthesis, only thesis and antitheses, therefore there is a permanent effort for evolution and change of this theory. Considering the Negative Dialectics theory, the concept is only a moment, and as thus, here SM starts as an opposition to strategic management, however, Cançado *et al.*(2015a) draft a proper concept in order to avoid labeling everything that is not strategic management as SM creating a concept which is also perceived as a non-concept. Picture 2 illustrates this relation (CANÇADO, 2013; CANÇADO *et al.*, 2015a):

Picture 3 – Social Management Main Theoretical Categories



Source: adapted from Cançado *et al.* (2013).

On the next section, the concept of SM within the Anglophonic perspective is going to be analyzed and compared to the Brazilian perspective in order to highlight the differences and similarities.

### 2.1.2. Social Management: an anglophone perspective

Thirty-one papers were identified, in the research conducted for the formulation of this subchapter, according to the methodology adopted. The basis of this research were the papers that have the expression Social Management or Social Administration in the title. Other inclusion criteria were most cited papers and being available in the CAPES Journals Portal (2018). The papers of the areas of Public Administration and Public Management were considered. Other areas were not considered.

To find the papers, it was used the Scholar Google search box inside the CAPES Journals Portal. Then, the papers with SM or SA (Social Administration) in the title that had more than 10 citations have been downloaded. It is highlighted that the papers that appeared as most cited but that were not available for free download inside the Portal were not accessed.

To analyze the papers, the method used was Content Analysis with open grid (BARDIN, 2009). In this method, a table is elaborated, containing the main traits that characterize the

papers. In this study specific case, the chosen traits were title, definition, summary and scholarly field.

Next, it was made a floating reading (BARDIN, 2009) to identify the meaning of SM and SA inside the papers, these meanings were then summarized in order to better compare and analyze them, later they would be inserted the cells of the table. When no definition for SM or SA could be found the paper in question was not considered. By means of this identification process in the papers, it was possible to construct the corpus of words related to the ideas of both concepts.

During the analysis of the meanings of SM an additional classification was performed. The country or region that was the object of the paper was identified. This analysis was important because 16 articles (52%) are Chinese, and when considering only SA there are 7 papers and 5 of them are from the United Kingdom. The rest are distributed among other countries. The results are shown in Table 1.

Table 01 – Meanings of Social Management in Public Administration Area

Meaning of Social Management	Paper Author(s) and Title	Country or Region
Closer to Brazilian Perspective	ADRIANOW, S. <b>Social management and the applicability of British and French experiences to The Netherlands</b> , 1995.	Netherland
	DINH, B. U. I. X. <b>The Role of Village Conventions in Rural Social Management at Present</b> , 2016.	Vietnam
	HASHI, A. A. Team Spirit and Collective Decisions in Social Administration from the Qur'anic Perspective: A Textual Analysis. <b>Journal of US-China Public Administration</b> , 8(7), 791-799, 2011.	USA
	IRWIN, A., GEORG, S., VERGRAGT, P. <b>The social management of environmental change</b> , 1994.	Europe
Government control over society	AHMAD, N. S. Y.; HALIM, W. P. M. W. <b>Administering social issues in Malaysia: An application of social management system</b> , 2011.	Malasya
	CREEMERS, R. <b>Cyber China: Updating Propaganda, Public Opinion Work and Social Management for the 21st Century</b> , 2015.	China
	DOBRIANOV, V. <b>Social indicators and social management</b> , 1984.	Not identified (conceptual paper)
	FULDA, A. The logic and limits of the Party's social management approach in maintaining stability: lessons from Bismarck. In <b>China in the Xi Jinping Era</b> , 2016.	China
	LIU, J. <b>From social management to social governance: social conflict mediation in China</b> , 2014.	China
NOVARETTI, S. <b>Social Governance vs. Social Management: Towards a New Regulatory Role for Social Organizations in China?</b> 2017.	China	

	PENG, O.; LI, M. <b>The Social Management Innovation of “Two Dimensional Four Points” and “The Trinity”-Based on the Example of Chongqing Rural Human Resources Development</b> , 2014.	China
	PIEKE, F. N. <b>The Communist Party and social management in China</b> , 2012.	China
	SCHLÆGER, J.; JIANG, M. <b>Official microblogging and social management by local governments in China</b> , 2014.	China
	SHUZHUO, L.; ZIJUAN, S.; FELDMAN, M. W. <b>Social Management of Gender Imbalance in China: A Holistic Governance Framework</b> , 2013.	China
	YUWEN, H.; GUANGXING, S. <b>Research on Online Public Opinion Management Mechanism Based on Social Management Innovation</b> , 2013.	China
	BOWEN, W. <b>Observation of Social Management from the Perspective of Micro-Blogging Politic</b> , 2014.	China
	BULMER, M. The British tradition of social administration: moral concerns at the expense of scientific rigor. <b>Sociological Practice</b> , 7(1), 21, 1989.	USA
	COWLING, M. Marxism and social administration: a shaky start. <b>Critical Social Policy</b> , 2(6), 6-13, 1982.	The U.K.
	CULYER, A. J. Economics, social policy and social administration: the interplay between topics and disciplines. <b>Journal of Social Policy</b> , 10(3), 311-329, 1981.	The U.K.
	FEWSMITH, J. <b>‘Social Management’ as a Way of Coping with Heightened Social Tensions</b> , 2012.	China
Government Control Over Society Coming Closer to Brazilian Perspective	ROBERTS-DEGENNARO, M.; PACKARD, T. R. Framework for developing a social administration concentration. <b>Journal of Teaching in Social Work</b> , 22(1-2), 61-77, 2002.	The U.K.
	SMITH, G. Dimensions of the ‘crisis’ in social administration. <b>Sociology of Health &amp; Illness</b> , 7(2), 260-268, 1985.	The U.K.
	WENYAN, J.; CHENGSHUI, L. <b>Research on the Social Management Innovation Under “Legal Guarantee”</b> , 2013.	China
	WU, F.; HE, J. <b>Capacity Development of Civil Society Organizations: Towards Inclusive Social Management in China</b> , 2013.	China
	BIN, W.; LEI, H. <b>Social Management in China in the 21st Century: Trouble and Breakthrough Based on the Different Management Subject</b> , 2013.	China
	CHUANLI, H. <b>Functional relationship model-based research on participation of non-government organization in social management innovation</b> , 2014.	China
Management of Social Public Policies	MA, G., ZHANG, T.; NABI, G. <b>Practices, Policies and Prospects of Social Management in China: A Study based on “Shidu” Elderly People</b> , 2016.	China
	TERZIEV, V.; GEORGIEV, M. <b>Active Social Programs Development in Bulgaria: Contemporary Challenges and Social Management Instruments</b> , 2017.	Bulgaria
	WARHAM, J. Social and public administration. <b>The British Journal of Social Work</b> , 2(2), 229-232, 1972.	The U.K.
	WEI, M. <b>The Social Management and Development Approach of Urban Minority: “Boundary-Crossing” and “Cultural-Sensitivity”</b> , 2013.	Not defined
Others (Scientists careers in Public Management)	WENK, E.; WENK, E. <b>Making waves: Engineering, politics, and the social management of technology</b> , 1995.	USA

Source: Developed by the author.



The results show 5 categories and the bigger is the Government Control Over Society with 11 papers. China is the most important country in this cluster with 9 (82%) papers. Most of these papers presents SM as a method of public administration where the state prevails over the individual. Most of the authors describes the state as regulating society and concentrating decision-making powers for the government officers. The meanings of SM in this category are completely opposed to the Brazilian approach.

Other important result is the category Management of Public Policies with 6 papers. The papers show different ways to do this management, by the government directly or by the NGOs (Non-Government Organizations). The participation of China is with 3 articles (50%). This interpretation of SM was used in Brazil and Latin America in the 1990s and was overcome at the beginning of the Century (CANÇADO; PEREIRA; TENÓRIO, 2015).

Another interesting result is the possible changing in Chinese perception of SM coming closer to the Brazilian Perspective. Four articles (44%) of category Government Control Over Society Coming Closer to Brazilian Perspective are Chinese. These papers show possibilities of greater participation of the population in public decisions. However, some authors, state that this increase in popular participation is restricted to the discourse. The government proposes local councils to solve and discuss local problems however they control these, so they end up following the wishes of the state rather than what is decided within the councils.

Also interesting are the papers belonging to the U.K. in this category, SA is depicted here as a science field studied in universities, which is used by the government to deal with economic and social issues as well as with public policies, being it an interdisciplinary field, coming closer to what public management is in Brazil (Bulmer, 1989; Culyer, 1981; Smith, 1985). However still excluding the other actor such as third society and the people itself.

The articles with the meaning closer to Brazilian perspective represents 13% (4) of the total. None of them is Chinese. It's interesting to identify closer the exact approach of these papers and others in another research.

It is important to analyze SM meanings in different languages as so to strengthen the perspective here adopted as being exclusively Brazilian, and therefore to show the importance of studying and developing this field as to value a national growing theory that can help our development and perhaps expand overseas.

Interestingly most of the papers, from Chinese origins, approach SM as a way of controlling society, managing conflicts by means of a top-down administration where the state is central. Some discuss a possible shift for a more inclusive administration where local population is included, however Novaretti (2017) states that this is limited to the discourse. In fact, people remain without power regarding decision-making processes. Others discuss the partnership between government and NGOs to manage social problems, which is a perspective similar to what happened in Brazil in the 1990s.

Finally, there are a few closer to what is considered SM in the Brazilian perspective, however they are a very small number and not completely similar to our perspective. These approach collective decision-making, third sector participation, however none met all the criteria: collective-decision-making, without coercion, based on intelligibility and transparency, moving towards the emancipation (CANÇADO; PEREIRA; TENÓRIO, 2015). Therefore, researches like this are pivotal to reinforce the importance of continuing studies in this area in order to strengthen this perspective, considering it is rather unique and originated in this country.

On the following section, this project now focuses on ICC processes, starting from its background and discussing each step of the process itself in order to, in the future, analyze it on the perspective of SM.

## 2.2. ICELAND'S CROWDSOURCED CONSTITUTION

According to Gylfason (2013), Iceland's first constitution as a republic was approved in 1944 after a referendum established its independence from Denmark. However, this new document was almost identical to Danish constitution almost only replacing the word king for president, who was elected by the public and not by the Parliament, making Iceland the first country to popularly elect a president in Europe (ODDSDÓTTIR, 2014). This document was meant to be revised in the future, as it was never understood as permanent (FILLMORE-PATRICK, 2013; BERGSSON; BLOKKER, 2013).

In 2008, Iceland suffered from a process known to the country as 'the Crash'. According to Vaiman *et al.* (2011), it consisted of an economic, political and cultural downfall provoked by the Icelandic banks becoming bankrupt due to corruption. Up to that point, Icelanders believed little or no corruption existed within their public administration and political system.

The monetary loss was equivalent to seven times the annual GDP (Gross Domestic Product) at the time (VALTYSSON, 2014; ODDSDÓTTIR, 2014).

With the global crisis of 2008, the Icelandic financial system collapsed, which surprised the world due to the low levels of corruption found in previous international surveys. Some writers argue that the Icelandic financial system has shattered due to clientelism and nepotism among politicians, owners of financial institutions, and large corporations, and some authors (VAIMAN; DAVIDESON; SIGURJONSSON, 2010; VAIMAN; SIGURJONSSON; DAVIDSSON, 2011; MIXA; VAIMAN, 2015) which were not mapped in the international surveys on corruption due to a deficiency in the studied variables. In terms of international impact, the 2008 crisis affected the immigration process as many Icelandic industries reduced or closed their activities in this period (SKAPTADÓTTIR, 2011).

Following this event, Icelanders took the streets in to what became known as the 'Pots & Pans Revolution' or also 'Kitchenware Revolution' (BERNBURG, 2016). On January 20 of 2009, protesters carried pots and pans and banged them to draw out politicians in front of the *Althingi* - Icelandic parliament - which was surrounded by thousands of people. They demanded anticipation of elections and resignations and removals in the government. A Special Prosecutor's Office was created which prosecuted bankers, public servants and others. Also, the parliament appointed a Special Investigation Commission that produced a 2,400-page report, and finally Geir Haarde, the former Prime Minister, was tried and sentenced. All the demands of the revolution were met (ODDSDÓTTIR, 2014; FILLMORE-PATRICK, 2013).

According to Suteu (2015), in 2010, a national forum was organized by a group called 'the Anthill' to discuss the future of Iceland, it was composed by 1500 members selected, mostly randomly, from the National Population Register. On 6 November of the same year, another forum was organized, this time with parliament support, where 950 people were randomly selected also from the National Population Register. They discussed fundamental values and distinct constitutional categories, separated in small groups. They decided the new constitution ought to contain provisions on national ownership of natural resources, foster accountability, facilitate the decentralization of power, ensure environmental protection, and others (FREEMAN, 2013; LANDEMORE, 2015; BERGSSON; BLOKKER, 2013).

These authors also report that, at this forum, it was decided it was necessary to elect an independent Constitutional Assembly that would review and re-draft the constitution, considering the previous one had a transitory nature. Twenty-five members were to be elected

as representatives of the council. A total of 522 candidates bearing between 30 and 50 support signatures participated. The turnout was particularly low, only 36% of the country's voters participated. The Supreme Court then annulled this assembly alleging irregularities. The government decided to contradict the Supreme Court and re-appointed the elected members for a new 'Constitutional Council' (FREEMAN, 2013; BERGSSON; BLOKKER, 2013; ODDSDÓTTIR, 2014; FILLMORE-PATRICK, 2013; LANDEMORE, 2015).

Parliaments and politics in function were not allowed to participate. Therefore, the group of 25 members, being 15 men and 10 women, from diverse backgrounds, were given four months to write the new constitution.

However, according to Oddsdóttir (2014), the professor Ragnhildur Helgadóttir has mentioned on her works that the feminine representativeness was very low, from the online submissions only 13% came from women, against almost 77% submitted by men and 10% by organizations. Therefore, according to Helgadóttir, the process itself empowered much more middle-aged men (ODDSDÓTTIR, 2014).

Considering other representative aspects, from the 25 members only two were originally congressmen, even though there were other who had previously been in positions in different parties, among the professions listed there were:

Two university professors (one in economics, one in an undisclosed field), the director of the university of Iceland Ethics Institute, two media presenters (one also a student), three physicians (one of whom also self-identified as a film-maker), a lawyer and radio presenter, two mathematicians, a farmer, a journalist, a manager, a lecturer in international politics, a pastor, a reader of political science, the manager of the division of architecture at Reykjavik Art Museum, the chairman of Crowd Control Productions, a theater director, a former museum director and teacher, a lawyer, a trade union chairman, a political scientist and university student, and a consumer spokesperson (LANDEMORE, 2015, p.178).

Therefore, it can be said that this group was largely composed by professors and politics students, being a highly qualified, in terms of studies, selection. Thus, there are some elements of a descriptive representativeness, and according to statistics science it cannot be classified as such, however when comparing it to the other constitutional processes that were extremely less inclusive than the Icelandic case, it can be said that this was a great example of representativeness. (LANDEMORE, 2015).

It took place in Reykjavik from 6 April to 29 July 2011, the council was separated in three groups (ODDSDÓTTIR, 2014; FILLMORE-PATRICK, 2013). As Valtýsson (2014) details:

The Constitutional Council was formed on 6 April 2011 and divided itself into three working groups. *Group A* worked on basic values, citizenship and national language, the structure of the Constitution, natural resources, environmental issues, human rights, and the state church. *Group B* worked on the foundation of the Icelandic Constitution; the roles, positions, and responsibilities of the President, Parliament, government, and ministers; the responsibilities of the executive; and the status of municipalities. Finally, *Group C* worked on public democratic participation, the independence of judicial courts, the supervision of judicial courts regarding other holders of state authority, parliamentary elections, the constituency system and MPs, international contracts, and foreign affairs (p.55).<sup>7</sup>

Considering the time given, 4 months, and the need of making the work as transparent as possible, to be more credible – and to attune for the assembly being reappointed by the government – the Council decided to rely on online and especially social media technologies. Having in mind that 94% of the Icelandic population had access to internet in 2009, according to Fillmore-Patrick (2013). At first, the Council worried about what tune the debates could take, considering that on social networks the debates easily become uncivilized, however the debate occurred in a profound and open way according to Oddsdóttir (2014). People were able to comment on the Council’s website as well as to join discussions on Facebook, Twitter, Flickr and videos with interviews, meetings and each new draft were streamed or/and posted on YouTube, in addition, people were also able to send hard-copy letters. (ODDSDÓTTIR, 2014; FREEMAN, 2013).

The most participative part of the process itself took place during this step, while the council were in the writing process itself, the members regularly posted their work for the public. On Thursdays their recommendations were introduced at the meetings, then they were put on the Council’s website where people could contribute there or through Facebook. This way people were able to give feedback by email, social media, the Council’s website and handwritten proposals, even people from other countries sent ideas. The final decision to accept or not these suggestions and to discuss or no them were on the hands of the 25 members and not the public themselves. However, these ideas contributed for shaping the draft, sometimes significantly, as in article 14 which came directly from the people (LANDEMORE, 2015; VALTYSSON, 2014; ODDSDÓTTIR, 2014).

Following this methodology, the council was able to reach a unanimous decision regarding the final version of the draft in the short-given time. A considerable part of the problems addressed by them were resolved by vote during the first days, however, they decided later to use consensus whereas possible. Regarding the organization of legislative and executive

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<sup>7</sup> The words in italic are also formatted this way in the original text.

powers, except for the fact that the legislative had received more power than the executive, there was little innovation. The most considerable changes in comparison to the old constitution were the ones related to the national referendum power. It would allow 10% of the voters to initiate a national referendum on laws passed by the parliament, 2% of the voters could present an issue to be discussed by the parliament and 10% of the voters could present a bill itself to the parliament.

Furthermore, it can be said that many of the ideas discussed in the National Forum were present, for example in article 34 dealing with public property of natural resources, article 15 dealing with information rights and articles 68 to 72 which deal with an increase in Parliament's role as Supervisor of Financial Management (LANDEMORE, 2015; ODDSDÓTTIR, 2014; FILLMORE-PATRICK, 2013; FREEMAN, 2013).

In 2012 the draft was submitted to a referendum and approximately 50% of the voters participated, the draft was approved by approximately two thirds in favor of the new constitution. However, after this approval, the *Althingi* 'shelved' the process. According to Landemore (2015), there are possible reasons pointed out for the failure of the implementation of the new constitution. Some, according to the author, affirm that this failure occurred due to positional forces coming from the parties, politicians and even of academics who felt threatened and to the hostile interests of the economic power regarding the new constitution. Others blame the political moment that had passed, because after the protests occurred throughout the country, having their demands met the constitutional reform was no longer an urgent issue for the population (ODDSDÓTTIR, 2014; FILLMORE-PATRICK, 2013; FREEMAN, 2013).

Freeman (2013) points out that the process did not take place in a way that allowed citizens enough time to inform themselves, consider proposals and thus contribute with their own opinions. This is reflected, according to the author, in the parliament's decision not to approve the council's decisions, even considering that there were other interests at stake such as the upcoming elections (FREEMAN, 2013).

Moreover, the direct participation, as it was conducted in the process, not always attracts representatives of most of the population. First, because it is a process of election of the 25 members of the council, this fact removes the timid people from the participation. Online participation, as already pointed out, had no significant representativeness but a male and middle-aged audience. In the meantime, Council discussions took place on closed doors, which is no different from the way the parliament itself works. The ideas were received by the

deliberative body, nevertheless the decisions were taken among its members behind closed doors. (LANDEMORE,2015).

Another question posed was the very method of selection of the assembly, it was not discussed in the broad public sphere how this would be conducted, the reason why it would be only 25 members and why a selection via election rather than random. The draft was revised and modified by Parliament in order to obtain its final version. However, the final version produced by the Council prior to the interference had considerably fewer flaws than the revised version as it listed restrictions on different types of rights under the relevant articles. (LANDEMORE, 2015).

Many questions have been raised about what has happened. From a supposed radicalism present in the new constitution, lack of professionalism, strong opposition from financial groups to corruption from part of the powers that do not allow true power to return to its original owners: the people. Iceland continues, even after a worldwide interest in the innovative process carried out in the construction of this constitution, to use its old constitution strongly based on the Danish. Even so, it is an innovative methodology in several senses that inspired communities in many countries to adopt public participation in their own processes (ODDSDÓTTIR, 2014).

On the next chapter the use of ICTs and Social Media for encouraging public participation and e-participation, are going to be discussed theoretically, initially focusing on ICTs, describing e-participation and its types and finishing with Social Media.

### 2.3. THE USE OF ICTS AND PUBLIC PARTICIPATION

This Chapter discusses ICTs and participation, focusing on e-Participation, from its definition to the diverse aspects they possess in order to better understand these topics for future use on this work.

#### 2.3.1. ICTs

ICTs have been growing and being more used each day since 1990s on public institutions for different reasons: For increasing transparency, accountability, efficiency, anti-

corruption combat and to promote new forms of public engagement (SOON AE CHUN *et al.*, 2012; CARLO BERTOT *et al.*, 2012; TOMKOVA, 2009).

With the use of ICTs people can monitor government action when data is available. Thus, if used correctly, ICTs can increase transparency and reduce corruption by enhancing the relationships between government and the people. The use of these technologies on e-government initiatives can disseminate information, even on authoritarian regimes, which use ICTs to manipulate information, uncontrolled flow of information can reach the population, causing oppositional actions, and become a threat (BERTOT *et al.*, 2010; ÅSTRÖM, 2012; HHARRISON; SAYOGO, 2014).

Further on, with these 'new' set of tools, it was made possible the creation of a new participatory experience by using electronic means that can be called e-Participation. This participation can take different forms, from forwarding political messages through e-mail and social networks to E-consultations and online petitions. (PANOPOULOU *et al.*, 2009; MARTIN, 2014; TOMKOVA, 2009)

Initiatives from the government where people collaboration is desired by means of using ICTs can be defined as e-government, which is when these two groups work together to achieve a common goal. This participation would enable marginalized individuals and groups to be heard, to participate in decision-making processes. As such, public institutions have been encouraging the use of ICTs to promote citizen engagement, as well as to meet a new agenda requiring transparency, openness and legitimacy (SOON AE CHUN *et al.*, 2012; MILAKOVICH, 2010; PANAGIOTOPOULOS, 2012).

Next topic discusses participation and more specifically e-Participation and its possible structures.

### **2.3.2. e-Participation**

Within democratic contexts, participation whether local, state or on national level, is essential for consolidating what is supposed to be a true participatory democracy. Public participation enables citizens to be included on the deliberations and decision-making processes, expressing societies' true needs and issues, and as such empowering them (MILAKOVICH, 2010; PANOPOULOU, 2009).



Further on, transparency and accountability are needed as to strengthen this empowerment, it is necessary that information is available so that citizens can assess and validate the actions of the government. Popular engagement is a pivotal pillar for a good governance (HARRISON, 2014). Citizens ought to take part on all these processes and not only be asked sporadically what they think. They must be able to participate on the decision-making process and to follow the government's actions and its outcomes.

Moreover, when talking about participation one should consider on what degree of it is the individual or group. The levels of participation go from informing to empowerment. According to the International Association of Public Participation, it starts with 'inform' at the bottom, which consists of only supplying people with information, then 'consult' which seeks to gather peoples' feedback. Further on there is 'involve' where government and people work together. 'Collaboration' comes in sequence, where it is also a partnership between people and government however in this case citizens are also involved in decision-making processes. Finally, the last one is 'empowerment' where citizens are the ones who makes the decisions for the government to implement (EFFING *et al.*, 2011; MCNUTT, 2014).

With the development of the ICTs it became possible to engage citizens in a new kind of participation, which can be called e-participation, consisting on people's participation on electronic means, which enables more transparency and accountability on governments actions. However, it ought to be thought the different types of e-participation, considering that there are many tools available (ÅSTRÖM, 2012).

First, there are the e-consultations, as mentioned above it consists basically on an online structure where government, society and third sector can interact, deliberate, discuss policy and decision making. E-consultations is said to provide opportunities for civic educations as it is necessary to study the matter presented using additional resources in order to participate, however for that it is necessary a certain structure that would provide, e.g., links and other resources for participants to inform themselves better on the issue discussed. Further on, on Habermas's perspective, for the process to be legitimized democratically, citizens inputs have to be accepted rationally, that can be minimized if there is better feedback after the consultations and if the goals expected at the initial process are clear and achievable (TOMKOVA, 2009).

According to Tomkova (2009) there are five most common types of e-consultations. The first is 'question and answer discussion forums' on government websites where people can post questions and receive feedback. Further on there are the 'on-line polls' which consists of quick questions and answers created to check people's opinion on public matters. 'E-petitions'

enables citizens to make requests directly to the government by collecting online signature. Moreover, there are the 'e-panels' which consists of a kind of on-line consultation where the individuals that participate are invited, representing a sample of a given group, to discuss online or vote on a certain topic or initiative. The last one is 'editorial' consultations, here representatives of society and of third sector are invited to comment as to reach a consensus based on a given public policy document (TOMKOVA, 2009).

Moreover, there are other possible ways of online engagement. Crowdsourcing, which is the method used on the Icelandic constitutional process, consists of allowing large quantities of input from citizens to be obtained, all of this done mainly through web technologies. The problem is exposed to the public and they oversee solving the issue with a solution, this method reaches a large and diverse public (CHARALABIDIS, 2014; MCNUTT, 2014).

Furthermore, there are also other options such as co-production, social voting, wikis and social networking, which is the use of social media to engage people into social activity. These have been increasing and are becoming more popular, people prefer to discuss and collaborate through these new online tools such as: wikis, Facebook, Twitter or similar (MCNUTT, 2014).

Thus, with the arising of internet and these tools mentioned above, it is possible to create more opportunities which would allow citizens to become more empowered, however it is needed to change the perspective of citizens as mere clients of public policies and services to become producers. Social media is a powerful tool which allows public institutions to engage citizens, even though there are many challenges still to overcome, which are going to be discussed on the next section (EFFING, 2011; MCNUTT, 2014).

### **2.3.3. Social Media**

According to Bertot *et al.*(2010), social media can be both the tools and technologies that enables it as to the content generated by them, it can include blogs, wikis, social networking sites, micro-blogging and multimedia sharing services and is often used for crowdsourcing., for social media is often collaborative and participatory in its essence, enabling users to socialize and share information, also allowing for empowerment as it enables people to express themselves, and even broadcast freely, when other means of communications would fail to do so (BERTOT *et al.*, 2010).

Social Media presents content created directly by the public, and mainly not by professionals, and as such, it has a good potential for e-participation (e.g. the case here described of ICC). With the advent of mobile devices and thus, mobile internet, the power of Social Media increased making governments and organizations struggle in attempt to deal with this phenomenon (MAGRO, 2012; CARLO BERTOT *et al.*, 2012; EFFING *et al.*, 2011).

Further on, the public sector as well as the organizations have been embracing more social media in order to better engage people, be more transparent and accountable by disseminating useful information and encouraging mass collaboration. Most opportunities for participation, like crowdsourcing and coproduction can be attained within social media, or sometimes even by using intranet to communicate with employees (ZAVATTARO, 2013; KHAN *et al.*, 2014).

However, according to Khan *et al.* (2014), from the public sector perspective, some government officers may not be supportive towards the use of social media in order to inform and interact with citizens. There are some risks and some benefits to be considered in order to understand this behavior. The first risk is related to time, as social media can be addicting and as such, people tend to spend much time on it, and perhaps making the workers a little unproductive. There is also a social risk for the information shared online exposes the individual making this person open to possible attacks which can lead self-esteem problems. There is also a privacy risk for the contents the organization generates and posts and be shared widely, making it hard to control the flow of this information (KHAN *et al.*, 2014).

Nevertheless, Khan *et al.* (2014) states that mainly, public sector employees are more pleased with the positive aspects social media provides than with the disadvantages and risks. First, as mentioned before, social media helps to strengthen the relationship between government and citizens, giving the first a better image publicly, and enabling citizens role to change, and as such, they become more active and the government more passive receiving information and knowledge provided by people. Further on, there is also a gain in social capital, which can be defined as the resources accumulated through the relationships among people (KHAN *et al.*, 2014 apud COLEMAN, 1998). Posting and collecting information in order to interact with citizens can also be seen as entertaining by some employees, generating satisfaction. Finally, the costs of implementation are considerably low for both citizens and government (KHAN *et al.*, 2014; CHARALABIDIS *et al.*, 2014; ZAVATTARO, 2013).

On the next section the methodological procedures and theories used throughout this work are going to be explained in two parts, first regarding SM and later considering ICC process.

### 3. METHODOLOGY

This section provides a brief context for both SM and ICC and later describes the research itself, its area and nature as well as the methodological procedures and theoretical concepts adopted in order to accomplish the goals proposed on the introduction.

#### 3.1. SOCIAL MANAGEMENT AND INTRODUCTION TO METHODOLOGY

Initially papers and books, selected according to their relevance to the studied area, regarding the concept of SM were read and analyzed in order to be attained a proper and clearer conception of SM, which is the main area of this study. SM has been expanding since 1990, in 2007 the Brazilian Network of SM Researchers organized the first National Meeting of Researchers in Social Management (ENAPEGS). This field of studies is not yet considered a paradigm, therefore studies trying to build a proper concept have been attempted by researchers like Tenório and Cançado. According to Cançado, Pereira and Tenório (2015), SM is: “A dialectic process of social organization belonging to the public sphere, founded on the well-understood interest and that has as goal the emancipation of men” (CANÇADO *et al.*, 2015a, p.178). Also, it is important to highlight that SM seeks to build a new Public Sphere aiming to bring together people and politics in a way they can debate and come up with collective decisions regarding the needs of the community and its future (CANÇADO *et al.*, 2015b).

Further on, considering this work is written in English and intended to be internationalized, in addition to the papers and books analyzed in Portuguese - process already mentioned on the previous paragraph - a subchapter was constructed in order to verify the meaning of SM in English scholarly written texts published across the globe. Content analysis was performed in order to compare what is thought of SM in other countries in contrast with Brazilian original concept adopted throughout this work. Thus, it was intended to prove this concept is an original national idea and to avoid misconception by international researchers' community when reading this work.

Social sciences frequently work with meanings, motivations, values and beliefs and these should not be reduced to only quantitative data (BONI; QUARESMA, 2005). A technique used to obtain data is the interview, which can be defined as a process of social interaction between two people (HAGUETTE, 1997 apud BONI; QUARESMA, 2005). Semi structured interviews were conducted with council members of CONDIR from *Universidade Federal do Tocantins*. This structure consists of a combination of open and closed questions, providing a

certain freedom of speech to the interviewed, it is very similar to an informal conversation though the questions must be previously thought and planned by the researcher (BONI; QUARESMA, 2005).

These interviews were analyzed and from the result of this processed data, considering the chosen SM concept, the aspects of the process that are and the ones that are not considered as SM were presented. Next section briefly presents a background relating SM and Iceland in order to continue with methodology from this perspective.

### 3.2.SOCIAL MANAGEMENT AND ICELANDIC CROWDSOURCED CONSTITUTION

The government of Iceland has recently, from 2009 to 2013 undergone the process of creating the world's first crowdsourced constitution. It started in 2008 after one of the major banks breakdown of this century happened. A bill was submitted to the parliament requesting that an advisory Constitutional Assembly to be instated. The assembly in order to ensure participation, which is a major concept in SM, used social media such as Facebook, Twitter, Flickr and YouTube to conduct the discussions between the people of Iceland and the Council (VALTYSSON, 2014). This process itself was studied on the perspective of SM, as thus to also determine which aspects are considered as part of this perspective and which are not.

SM can be also defined, on Tenório's (2016b) words, as decision making actions, whereas different actors of a given territory constitute themselves as collective authorities during the decision-making process itself. Further on, territory is here defined as dynamics among different actors who are connect by cultural, economic, political and social variables in determined spaces on which participation, a dialogical process, takes place (TENÓRIO, 2016b).

Iceland, being a country of 330 thousand population, on which this huge participative process took place, seems to fit in professor Tenório's definition of territory. On this perspective, as SM aims to promote process which coordinates, in a horizontal and democratically way, the interaction between actors from a given territory, in order to avoid it being used as an instrument of political power, Iceland's process do not only fit in but also provides a unique practical experience to be availed and analyzed on the perspective of SM.

Considering UFT is a small community, and that it possesses internet access and a qualified body of professors, technicians and students, it can also be inserted on this perspective,

and thus, be considered a territory. Therefore, it is a somewhat similar situation to that of Iceland. A proposal similar to Iceland's crowdsourced constitution, considering that it can be framed into SM, is going to be presented in order to be applied to CONDIR's decision-making processes.

On the following topic it is debated the characteristics of this research, the area in which it is inserted and its type.

### 3.3.RESEARCH TYPE

This work is a qualitative research that starts with theoretical studies, following a study case for both ICC and CONDIR and is concluded with an intervention proposal, also, the researcher is a member of the community being studied. Therefore, this process can be considered a participant research or also an action-research considering the final product is intended to change the social reality of the institution (DEMO, 2009).

A participant research is divided in three steps. Primarily there is the auto diagnosis which consists of putting together scientific and popular knowledge, mainly by conflicting theory with the researched community's opinion. Further on, there is the practical coping strategy, that consists of studying, discussing, and researching the subject with the community to later change reality. Lastly, the political organization, to ensure the participants have the necessary authority for the confront in order to reach the goals (DEMO, 2009).

Furthermore, considering this dissertation is inserted in the public administration area, its complexity makes impossible to point out a singular or best instrument to conduct the research. Multiple approaches, quantitative and qualitative, must be considered in order to achieve better results (HU; OLSHFSKI, 2008).

Therefore, as this research analyses not only artifacts, defined by Northrop and Arsneault (2008) as any object made by people with a view to subsequent use, which are CONDIR's meeting agendas but also mainly interviews with the participants, one of the chosen methods to analyze data will be content analysis. Analyzing interviews is a complex task that requires care and the building of categories, that can be done through content analysis (DUARTE, 2004). Demo (2009) also states that, considered a qualitative evaluation, and that the research generates a testimony or proposal it is convenient to use content analysis.

On the next section it is discussed how data collection was performed in terms of instruments and methodology, considering both the reading part of the research as well as the interviews undertaken on the later steps.

### 3.4.DATA COLLECTION

On the first part, articles or books regarding the definitions of SM were surveyed, considering a time period of ten years from the present and relevance to the area and accessibility. The same procedure was taken considering the collection of works regarding the process of the crowdsourced constitution of Iceland, from 2009 to present days and to ICTs and Public Participation.

Further on, semi-structured interviews were conducted with CONDIR members from the *Universidade Federal do Tocantins*, in order to apprehend their perceptions on their participation in the decision-making processes of this council within the university. Open-ended questions in this case is more suited in order to obtain exact and factual information. Additionally, it was taken into consideration that public officials are normally reluctant to spend more than 30 minutes answering survey questions during their regular week schedule (MAJUMDAR, 2008).

According to Fontanella *et al.* (2008), the sampling by saturation is a tool used to determine when to interrupt data collection on qualitative research. When there is, possibly, no new elements to be added by continuing with data collection. Further on, if different answers stop appearing then the researcher can empirically understand that the category is saturated. Table 02 was created showing how new elements stopped appearing from interview 3 and 4 with no new core elements appearing on interview five. Thus, it was thought unnecessary to continue considering what this research aimed for.

Table 02 – Saturation

The X represents a new core element appearing on the answers

Question/Interviewee	1	2	3	4	5
1	X	X			
2	X	X			
3	X	X			
4	X	X		X	
5	X	X			
6	X	X		X	
7	X	X	X		

Source: Developed by the author.



On this present research two criteria were considered. First, only members who participated on CONDIR on 2018 were asked to be interviewed. For the goal was to analyze whether aspects of SM could be identified within the council, especially regarding participation and the decision-making process. Thus, it would be unnecessary to include member who do not take part on the meetings and therefore do not vote in any decision.

Secondly, the seven questions that were asked were thought so that it could be analyzed the perception of the interviewed members regarding how democratic and open to participation the council is, and further on how the members felt about their power to influence on the decision and on the subjects brought to the council.

The five interviews collect were only from professors who participated in the meetings of the council. The council has a chair for technicians who compose the administrative staff, however it is not currently occupied. The students were also not interviewed for there is no official representation or frequent attendants. They rarely go to the meeting and when they do so it is to solve specific matters of a given course.

Later, the answers were summarized and put into tables three to nine. The five answers for each of the seven questions were grouped by question in order to make it easier to compare and analyze them.

Next topic presents the discussion regarding the variables that were aimed to be collected and analyzed with the method presented.

### 3.5.VARIABLES

According to Köche (2011) Variables are:

[...] those aspects, proprieties, individual factors or characteristics, measurable or potentially measurable, through different values which they assume, distinguishable on an object of a study, to test the relation announced on a proposition (p.112).<sup>8</sup>

The variables that are to be collected and analyzed are mainly: the perceptions of the CONDIR members on participation on the decision-making processes in this council from *Universidade Federal do Tocantins* and thus, the presence or absence of SM concepts on these processes according to their perceptions.

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<sup>8</sup> Translated by the Author

The next section discusses the data analysis instrument used in order to process the content collected from the interviews.

### 3.6. DATA ANALYSIS INSTRUMENT

Considering that in the case of this research the main documents are interviews content analysis was performed. This method consists of a collection of methodological instruments, based on inference, that can be applied to texts. Further on, considering the quantitative approach, what is used as information is the frequency in which certain characteristics of the content appears, as for the qualitative analysis what is taken into consideration is the presence or absence of a given characteristic of the content (BARDIN, 2009).

Content analysis has three goals: Overcoming uncertainty, enriching the readings and to go beyond appearances, as it reveals unspoken content inferred by the presented part. It also possesses two functions, the heuristic, which increases the likeliness of discoveries and the proof administration, that is constituted by questions or temporary assertions to be verified in order to serve as proof (BARDIN, 2009).

This is considered a very empiric method, that is in harmony with the type of research as it being considered a participant research. According to Henry and Moscovici (1968, apud BARDIN, 2009, p.34) “everything that is said or written can be submitted to a content analysis.”<sup>9</sup>. On a practical perspective, categories are created from the content analyzed, they are separated in drawers that allows the meaning elements that constitutes the message to be classified according to various criteria. Then, from the message the analyst infers knowledge about the sender or the environment (BARDIN, 2009). Considering interviews were performed, these categories could be previously thought by the researcher before they are conducted based on theoretical references, or they can emerge on the moment of the analysis by identifying repeating contents on the discourse (DUARTE,2004).

The base of content analysis specificity rests on the articulation between the surface of the texts, described and analyzed and the factor which determine these characteristics, in Bardin’s words it is:

A group of communications analysis techniques seeking to attain through systematic procedures and goals of the description of messages content, indicators (quantitative

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<sup>9</sup> Translated by the Author.

or not) that allow the inference of knowledge related to the conditions of production/receptions (inferred variables) of these messages (BARDIN, 2009, p.44)<sup>10</sup>.

Next section discusses the Icelandic constitutional process itself within SM theoretical perspective.

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<sup>10</sup> Translated by the Author.

#### **4. SOCIAL MANAGEMENT WITHIN ICELANDIC CROWDSOURCED CONSTITUTION**

On this chapter it is going to be discussed and analyzed the process undergone in Iceland as to analyze it according to SM and at the end of this process build conclusions as to perceive to what extent the crowdsourced constitution creating process can be able to be used in coherence with the perspective of SM.

Considering the historical production of constitutions around the globe, Iceland's process was certainly unique. There was an effort to include population, which led to a very open and innovative process. It was a relatively transparent process which allowed some degree of open dialogue and participation considering the limited number of members and short time they were given (LANDEMORE, 2015; BERGSSON; BLOKKER, 2013; ODDSDÓTTIR, 2014).

Iceland's Crowd sourced constitution was shelved by the parliament, it was an innovative process, considered the most inclusive constitution-writing process (ODDSDÓTTIR, 2014). Some of the key concepts of SM are participation, transparency and dialogue free of coercion, which is essential to Habermas' deliberative democracy. The constitution drafting in Iceland followed some of SM theory to a certain extent, and from this experience it is possible to improve and contribute to the development of SM, and as such, provide additional alternatives to future initiatives seeking to improve people's participation.

Further on, as previously stated, according to Tenório (2016b) SM can be considered as making actions where different actors of a territory can constitute themselves as a collective authority throughout the decision-making process. Thus, the dynamics between different actors who are connected by cultural, economic, political and social variables that takes place in determined locus where participation takes place, can be defined as a territory (TENÓRIO, 2016b).

With a population of approximately 330 thousand people, Iceland hosted a huge participative constitutional writing process, and such circumstances fit in Tenório's (2016b) definition of territory. Therefore, considering SM has as a goal the promotion of a process that democratically coordinates the interaction between actors from a territory, also avoiding being used a political power instrument, ICC can be fit on the perspective of SM and also provides a unique practical experience to be studied and analyzed on this perspective.

Therefore, participation as a key concept for SM, and for democracy itself, can only be truly achieved through deliberative processes by means of institutional arrangements that enables interaction between public power, civil society and economic agents (TENÓRIO, 2016b). Except for the economic agents, Icelandic crowdsourcing constitution writing process consisted of a deliberative, to a certain extent, process. Professor Tenório advocates that, for participation to take place it needs three attributes:

- 1) The individual who participates must be conscious about his/her acts and to comprehend the process in which he/she is inserted;
- 2) Participation cannot be forced;
- and 3) The individual must get involved willingly, without coercion or imposition (TENÓRIO, 2016, p. 79).<sup>11</sup>

On what concerns those requirements, all three aspects were met to a certain degree on Iceland's Constitution drafting process. All the 25 participants of the Constitutional Council were aware of their roles and of the process they would be involved. Their participation was expected in the process but not forced considering it was not a random or forced selection but a process in which they needed even to gather recommendation letters ranging from 30 to 50 supporters and considering this it meets the third criteria, as nobody imposed their application. Having integrated social media and internet to ensure participation, the process facilitated nationwide public participation on the making of a document crucial for democracy. It was unprecedented, for it was the first time in human history that a foundational text was written with relatively direct participation (FREEMAN, 2013; LANDEMORE, 2015)

Considering Cançado *et al.* (2017) criteria for participation, it can be said that the process was not actually direct but indirect. The 25 elected members were responsible for the decisions and not the people themselves. Also, it was non presential for the discussions with society were done through the internet mostly. Further on it was non-mandatory as, except for the 25 members, participation was not imposed. Finally, it was considered asynchronous, for the decisions were not presented immediately, peoples' contributions were analyzed and only later the council would post the decisions (CANÇADO *et al.*, 2017).

When considering the 25 members themselves in a deliberative process, it can be said perhaps there was mutual agreement without coercion, since they tried always to reach an agreement on matters discussed, and when that was not possible voting was used, so the Council is, in a way, related to the tradition of Habermas' deliberative democracy, as they reiterated the importance of reaching a consensus through dialogue. Thus, the writing process, when allowing

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<sup>11</sup> Translated by the Author

people to comment and suggest ideas, opened itself up to deliberation between the first and second deliberative tracks (VALTYSSON, 2014; LANDEMORE, 2015).

However, as Icelandic territory is considered, even though the public sphere is extended through the internet, it did not develop spaces suitable for true deliberation and people participation as the writing process was not outsourced to general public. The process was not collaborative as in Wikipedia's example, instead only the 25 members participated in the writing process and it was only made public when finished (LANDEMORE, 2015). Further on, even if commenting and suggesting is through internet is considered as full participation, it is a process that must be ongoing and continually revised, short-term processes, considering the Council had only 4 months, does not enable citizens to properly debate and reach a consensus (FREEMAN, 2013).

The steps prior to the Council itself were also a problem to ensure true participation and deliberation. The selection methods for the National Forums as well as for the Constitutional Assembly, then turned into Constitutional Council by the parliament, were never open for discussion in the larger public sphere. Also, its draft produced by the Council, would be later altered by Icelandic experts, in a process which ended up creating problems and restrictions the draft version did not possess. Thus, people were considered a 'weak public' - defined as those who generates practices of opinion formation while strong public is related to those who generate discourses including both opinion formation and decision-making - as they were dependent on the Council's decisions to insert their ideas on the bill (FRASER, 1992 apud VALTYSSON, 2014). Furthermore, the Council itself was powerless before the Parliament, which would be responsible for accepting the draft and reviewing and then transforming it on the new official constitution (LANDEMORE, 2015; VALTYSSON, 2014).

Another requirement pivotal to SM is transparency in the process, regarding communication among participants and accountability for the public. On this regard, Iceland's process is said to be relatively transparent. Most of the process was constantly opened and available to people. The Council tried to make it as transparent as possible as well as encouraging interaction by using social media like YouTube, Facebook, Twitter and Flickr. Every Thursday they streamed their meetings live on the internet. The problem lied on the actual writing process itself and some of the meetings as they were done behind closed doors. However, all this effort to use social media and share the work was done to ensure people's trust, as they had been appointed by the parliament after the Supreme Court refuse the Constitutional Assembly and considering the low voting percentage of 36% of voter participating in the Council's election (LANDEMORE, 2015; VALTYSSON, 2014).

For the deliberative democracy - as also a key component in SM - to take place, pluralism, among other aspects, should be ensured. Therefore, a given council, been plural and inclusive would make decisions that, in thesis, represents the public interest as much as possible. Tenório and Kronemberger (2016) states that the decisions should be originated by discussion processes, guided by the principals of inclusion, pluralism, participative equality, autonomy and common good. And thus, these two aspects, inclusion and pluralism were also partially met, considering the process here in question.

The Council itself was composed by 10 women and 15 men, as there was a criterion that demanded at least 40% of women. thus, considering gender it was somewhat balanced. Regarding profession, there was, according to Landemore (2015) two university professors, the director of the university of Iceland Ethics Institute, two media presenters, three physicians, a lawyer and radio presenter, two mathematicians, a farmer, a journalist, a manager, a lecturer in international politics, a pastor, a reader of political science, the manager of the division of architecture at Reykjavik Art Museum, the chairman of Crowd Control Productions, a theater director, a former museum director and teacher, a lawyer, a trade union chairman, a political scientist and university student, and a consumer spokesperson.

Considering the list, the group has an appropriate level of education and presents a considerable number of professors and students. Therefore, it cannot be said it was descriptively representative considering Iceland's population, thought it was more representative than any other constitution making process (LANDEMORE, 2015). However, when the online process is considered, the numbers worsen, according to Professor Ragnhildur Helgadóttir, only 13% of the online submissions came from women, 77% from men and 10% from organization. Thus, the entire process empowered males mostly (ODDSDÓTTIR, 2014).

The Chart 1 presents, in short, the results from the previous discussion on this topic.

Chart 1 - Crowdsourced constitution process vs. Social Management

Analyzed categories	Social Management	Iceland's crowdsourced constitution process	Were the requirements met according to Social Management?
Participation	'Process dialogically coordinated that has as protagonists are all social actors identified in the territory' (TENÓRIO; KRONEMBERGER, 2016, p.62).	The topics were open to discussion, but the writing process was on the hands of the 25 Council members.	Yes, however partially since only the 25 members had decision-making power.
Transparency	'Necessary condition for the other characteristics, since the decision-making process goes through the	The process was largely posted online in order to promote transparency and	Yes, except for the writing process itself

	understanding, for language using and communication between people the information must be available to all[..]' (CANÇADO <i>et al.</i> , 2015, p.130)	accountability, except for the actual writing process.	
Pluralism and Inclusiveness	Pluralism concerns the representation of diverse actors that participate on the decision-making processes on the local public policies and Inclusiveness considers the communication power of society as a whole, in special, the voice of the ones excluded from the system (TENÓRIO; KRONEMBERGER 2016).	There was a 40% requirement for women members in the council ensuring their representativeness, however there was no such requirement for different social representations such as working class or immigrants.	Yes, considering gender, however not when considering different identity groups.

Source: Developed by the author

From the results achieved, the use of crowdsourcing and ICTs can be promising for increasing and gathering collective participation, and as such, is an interesting tool for SM. Although it does not entirely match the theoretical approach, it can be adjusted and greatly increase transparency, accountability and participation within the university community.

SM, which is considered a concept of Brazilian origin, has been growing and is an in-progress field. Here the concept adopted is that SM is a managerial participative process where the decision authority is shared among the participants. Further on, it seeks to invert the pairs of words, State-society and capital-labor and to Society-State and Labor-capital by means of deliberative citizenship. This way, this ongoing field is significant for the development of democratic management in Brazil in opposition of strategic management, which focus on the Market and on the State (TENÓRIO, 2016a).

Icelandic crowd sourced Constitution writing process has some of the core elements of SM, even though in a limited way, participation, dialogue, transparency, inclusiveness and pluralism and can be considered as a deliberative process to a certain extent. The final draft was shelved by the parliament, and its future is still uncertain up to this day, some blame the momentum that passed after the financial crises ended, some the opposition, mainly the parliament as well as the economic interest which did not approve certain provisions of the draft (LANDEMORE, 2015).

However, even considering these problems, this process has given a model for constitutional reform with a considerable level of people's participation never performed before. It showed the world that e-government is a valuable tool to enhance democracy and transparency (FILLMORE-PATRICK, 2013; FREEMAN, 2013). Landemore (2015) suggests that in future similar processes more direct participation should be ensured, for example, allowing people to work together on the writing process in a collaborative way, similar to



Wikipedia. Additionally, it would be interesting to improve representativeness, considering most of the working class were not properly represented on the Council and making the whole process more deliberative by organizing open meetings and discussions around the country and not only on the capital.

Therefore, it can be considered, on the perspective of SM, as a significantly participative and transparent process which sought to ensure the empowerment of Icelanders, and as such, an important experience to help develop SM as a field as it provides valuable knowledge to be used in new participatory processes in Brazil and around the globe. Iceland's Constitution writing methodology, given the mistakes here appointed are given attention, can be a valuable tool to be used in Brazilian councils, especially on environment with proper education level and access to internet such as universities.

Next section discusses the interviews undertaken in order to analyze CONDIR at UFT by analyzing the answers according to the perspective of SM in order to build a diagnosis and an intervention proposal for it.

## 5. ANALYSIS OF THE INTERVIEWS AND RESULTS

The interviews were conducted based on a previously thought set of questions which were designed so that it could be identified how CONDIR works in terms of openness, transparency, accountability and participation. As previously mentioned, it consisted of 7 questions, with questions 5 and 6 being composed of two sub questions. The five following questions were collected from professors as these are the only ones who participate regularly on the council's meetings, the other categories rarely participate and do not normally have an official representation.

The Questions were as it follows:

Table 03 – Question 1 and answers

Question 1	
Interviewee	Answers
1	Contribute to improving the course, take it to a different path and to know it better and participate.
2	It is part of a coordinators' attributions
3	Every coordinator has the prerogative to participate
4	To contribute and to expose the opinion of the collegiate
5	It is a prerogative of the coordinator position

Source: Developed by the Author

Some of the questions were divided in two for the original question is a compound question and so it was done so to make it easier to analyze. The answers to each question in a summarized way can be seen on tables three to nine. From question 1, shown in Table 03, it can be perceived that the group analyzed is divided between those who claim they participate in order to contribute, 2 answers, against three who do so because it is their duties, according to the offices they occupy. From the participants it can be seen that most are coordinators at the institution, and it is indeed part of their attributions to participate in CONDIR, even though most do not attend the meetings, there are 17 undergraduate courses, 20 *lato sensu* post-graduations and 15 *stricto sensu* post-graduation programs on Palmas campus alone, thus with the president there are at least 53 chairs on the council, on the two first ordinary meetings of

2018 only 15 and 12 members were present respectively<sup>12</sup>. From that, it can be assumed that, perhaps, either they do not believe in the council or that they are not interested in it.

Table 04 – Question 2 and answers

Question 2		How are the topics included in the meeting agenda determined?
Interviewee	Answers	
1	The agenda discussed is of bureaucratic nature. The campus management has the power to direct guidelines to the meeting agenda without prior consultation. The Counselor may request, but usually it has not happened.	
2	I could not insert issues on the meeting agenda to be discussed	
3	Initially the Direction determine the meeting agenda, but it can be required inclusions by e-mail. However, it is the campus management that organizes the agenda.	
4	They are demanded by the board of directors, but the counselor may request inclusion of issues on the agenda.	
5	The director defines the agenda and brings it to the meetings.	

Source: Developed by the Author

Question 2, shown on Table 04, makes it clear how concentrated the management of the discussion themes is. Even though three mention in the answers that the discussions themes can be included by e-mail or other means, all of them agree this is not something often done, therefore it rests mainly on the council's president's hands to decide what is the list of issues discussed on each meeting. On the meetings I have participated in 2018, in fact, the agenda is released from 4 days to 1 day in advance, which sometimes is not enough time to think on it considering the other attributions the members have.

Sometimes, during the meeting itself one or more issues are included at the moment on the agenda and others are removed, the inclusions are done so by voting of the present members, the removals sometimes are done by the president. It is also curious how one of the interviewees mentions that he/she was never able to include any topics on the agenda. Therefore, the members do not often take part on deciding what the discussion are going to be about. Mainly

<sup>12</sup><https://ww2.uft.edu.br/index.php/palmas/cursos-palmas>  
[https://ww2.uft.edu.br/index.php/palmas/conselho-diretor-3/atas?option=com\\_jalfresco&view=jalfresco&Itemid=2568&id=2bad41ca-5c0e-4b51-a3c6-17ceb10474be&folder\\_name=2018](https://ww2.uft.edu.br/index.php/palmas/conselho-diretor-3/atas?option=com_jalfresco&view=jalfresco&Itemid=2568&id=2bad41ca-5c0e-4b51-a3c6-17ceb10474be&folder_name=2018)

and

it consists of bureaucratic topics related to the institution's internal processes flow instead of important themes to be debated and included in the discussions by the whole academic community.

Table 05 – Question 3 and answers

Question 3		Do you believe that the aspirations of the collective are met on the decisions?
Interviewee	Answers	
1	Yes, but participation is low. Students and postgraduation coordinators mainly. Technicians do not occupy their chair. The Academic directory has a voice even not being part of the structure of the university.	
2	Of some collectives connected to the graduation or post-graduation collegiate.	
3	Yes. The issues are discussed widely in the council.	
4	Yes. Presently, yes. All the demands have been met.	
5	Most people are not there. Of the collective that we represent: no. But understanding collective as what the majority of that collegiate understands yes.	

Source: Developed by the Author

On question 3, shown in Table 05, most believe that the council represents well the majority (3 answers) of the academic community, though it is mentioned by the others that only specific groups are represented there. Most of them being professors. Therefore, due to the lack of participation from all groups it cannot be considered as a council that represents the academic community. Further on, the fact that those who participate frequently are mostly coordinators, if not all, shows that it is not representative of the whole academic community, information on when and where the meeting takes place is only sent to a specific e-mail list, it is not published for the whole community to have access.

Table 06 – Question 4 and answers

Question 4		How is the relation between the decisions taken and their executions?
Interviewee	Answers	
1	It often stays only in the records. It is possible to follow the actions and goals previously defined on the campus budget or development plan. On the administrative processes the interested receives feedback, it can be followed via the administrative flow itself.	

2	Most of the time it was executed or sent to the rectory. Most of the time they were put into practice.
3	The proposals and decisions are cataloged, and many have been met.
4	It is a failure from the counselors not to follow, I have not followed them.
5	Most is run by the council, so the counselors have no information and they need not to have, unless it is something related to the campus management.

Source: Developed by the Author

Regarding the decisions taken and the actions that derive from them, on question 4 shown in Table 06, most believe that the decisions are respected, and their executions are somewhat conducted. Thus, the decisions taken during the voting sections are respected and as such the participants do feel their votes are valued within this context and to that matter. However, it is important to mention that all members argue that time given to important subjects is very little considering they spend too much time on bureaucratic issues, therefore, the deliberations themselves are somewhat rushed.

Table 07 – Question 5 and answers

Question 5	
Interviewee	Answers
1	What public inside the university is represented by you? How is the previous dialogue with this public conducted in order to formulate the issues to be inserted in the meeting agenda? 5.1. Everyone, students, technicians and professors. 5.2. Many demands have internal mechanisms of solution, those that have greater impact are brought to be discussed on the council. It receives the inquiry and sees what the best solution is.
2	5.1. The postgraduation courses collegiate that includes its professors and students' representations. 5.2. When there were important issues the agenda was distributed in the coordinating committee that was composed of 3 professors and 2 students.
3	5.1. Represents the course collegiate. 5.2. The agenda of the meeting was socialized so that the course can reach a position that represents itself rather than the coordinator's opinion alone.
4	5.1. I represent the collegiate. 5.2. I take my opinion to the collegiate who then decides the vote to be given.
5	5.1 I represent the faculty. 5.2. There is no previous debate, it is used the common sense to reach the decisions.

Source: Developed by the Author

Further on, on question 5, shown in Table 07, most of the interviewee believe that they represent the body of professors from their respective courses. Two of them states they also represented the students and most of them affirm they always decided the important issues based on previous discussions among their pairs. Thus, considering representativeness, they are somewhat divided between those who consider students within their representation, even supposedly bringing the discussion to them, and those who represent in fact only the lecturers. However, the decision of important issues is said to be discussed within the pairs, and that is a positive aspect when considering SM, though it is needed to further investigate how this deliberation occurs.

Table 08 – Question 6 and answers

Question 6	
Interviewee	Answers
	How has the council been developing itself throughout your participation? What measures do you believe that are or have been effective for a better development of the council?
1	6.1. We have been attempting to qualify more the council, we have been stating to the counselors their responsibilities, the decisions belong to the council as a whole. Currently the coordinators have a more global view of the university. 6.2. The course development plan that avoids disorderly demands. The campus autonomy when considering the systems. Presently the demands come in a planned way.
2	6.1. No effective measure of change has been taken. 6.2. A change of the statute or regiment was proposed in order to decrease the bureaucracy of the council.
3	6.1. 6.2. The transparency of the budget issues, the development plan for each course.
4	6.1. There was a renewal, there are many new coordinators. 6.2. This renewal has brought up some dormant debates, new discussions have been taking place and this is extremely relevant.
5	6.1 The issues of the meeting agenda are too bureaucratic, it is necessary a new constituent, a new campus statute so it can be invigorated. 6.2.

Source: Developed by the Author

Considering question 6, shown in Table 08, two of the members do not believe that the council has been developing itself positively, and, that it is largely bureaucratic, while the other three, even though agreeing on this last opinion, think there has been positive changes and that

the council has been improving in general. However, one of the interviewees, who is not currently a member of the council, stated that during his/her time the meeting agenda was largely bureaucratic, and the other present members still complaint on the same issue. Additionally, the meetings I have participated followed this same pattern of having most of the agenda dedicated to bureaucracy. Therefore, it can be perceived that deep meaningful changes were not in fact performed.

Table 09 – Question 7 and answers

Question 7		Would you like to add any additional information about CONDIR?
Interviewee	Answers	
1	It is necessary to reduce the bureaucracy, to dedicate more time to more sensitive, pedagogical aspects of the courses.	
2	It is not democratic like the other councils. Almost total participation comes from managers. Students representation was rarely seen. It should be more democratic and less bureaucratic. The director alone makes the policies to manage and develop the campus.	
3	It is imperative. The participation of the coordinators is reasonable, but the student's participation is minimal. Several softwares have been implemented to improve the functioning of the council, the academic part is online which facilitates the work of the coordinator.	
4	The council is important because it represents the speech of the campus. The discussions are more administrative and bureaucratic than pedagogical. There is little time of teaching-learning issues. It would be important to de-bureaucratize.	
5	CONDIR can become interesting with a statute. It is a repetitive council in which the decision has very little value because the issues are actually going to be diced on CONSEPE.	

Source: Developed by the Author

On the final question, shown in Table 09, a more open-ended question, some interesting topics arose. Again, it is mentioned the urgent need of making the council less bureaucratic as to improve the quality of the discussions who most lies on administrative topics. Further on, it is also mentioned that CONDIR, in particular, is not as democratic as the other councils within the university. Moreover, they also mention in the answers that participation is very low, particularly considering students' participation, and as such, the council itself is composed mainly by Professors who are in managerial positions. Furthermore, here, as well as in other questions, there is a suggestion that a new constitution for the council is needed in order to make it more democratic and useful.

Overall, it is perceived that the decision-making power lies solely on the members who participate at the moment of the meetings. Moreover, the topics and issues discussed are mostly bureaucratic and included and brought to the meetings mainly by the councils' president. From the four categories that compose the campus: Professors, students, administrative technicians and academic community, only one is represented on the council. However, within this group, the professors, it is claimed that the topics discussed are socialized with their colleagues.

Aside from the fact that the meetings are not well communicated to the whole academic community, therefore, most do not even know when or where these meetings are happening, the largely bureaucratic aspect involving it, perhaps is also an impact factor that discourages participation, as most believe there is no time for important discussion due to solving these administrative issues during the councils.

Further on, it is also well commented the need to change how the councils work redefining its original constitution document as to put aside its bureaucratic duties to the administrators in their respective offices and as such, making the council more interesting by including more space for discussing ideas, especially pedagogical topics, as mentioned by some interviewees.

Thus, considering the decision-making process is not open to all community, that not all groups of this community have representation in the council, also, due to the fact that the members do not feel emancipated for they believe most of what is decided is mainly bureaucratic and as such, their decisions are not valued, CONDIR cannot be seen as an example of SM.

On the next section a proposal is going to be discussed and presented, considering the previous discussions undergone throughout this work, in order to offer CONDIR and perhaps the university itself with an alternative for conducting the councils' activities.



## 6. PROPOSAL FOR A MORE INCLUSIVE DECISION-MAKING PROCESS MAKING BY MEANS OF USING ICTS IN CONDIR

ICTs possess powerful tools for engaging citizens and for promoting transparency and accountability. Social media in special is an even more powerful tool for its cost of use and implementation is relatively cheap for both the user and the organization. Throughout the Icelandic constitutional process Social Media was largely used as an instrument for crowdsourcing. The results, considering the final product, were satisfying as the majority of voters sanctioned it, as previously described here.

Iceland has a population of similar quantity as Palmas, the capital of the state of Tocantins, and was able to recreate their constitution by using crowdsourcing and Social media. The total population is considered small and moreover most of it has internet access, which gave the opportunity of participation to everyone. Considering the university campus of Palmas, within the *Universidade Federal do Tocantins*, a much smaller community is regarded. Within the campus it is possible for everyone to access internet for there is eduroam<sup>13</sup>, which is a free Wi-Fi service for the academic community, as well as computers available in the library and in some laboratories.

Further on, considering that the academic community of UFT consists of qualified people, in terms of education, it can be assumed that the conditions are favorable to create a more participative environment. The results of the analysis of the ICC process on the perspective of SM showed that even though using crowdsourcing and social media, in the same manner as the Icelanders, is not a perfect method considering an active participation expected, within a small group of the university campus of Palmas it is possible to involve and engage more members of the community and considering there is political will to do so.

The bureaucratic decisions that must be validated on the council, for it is demanded by the constitution of the university to do so, can possible be transferred to an online validation system with digital signatures, perhaps, or by confirmation via intranet, considering all the members of the university staff have access to the intranet. Presently, the staff from UFT are able to answers surveys, give institutional feedback and also to evaluate their pairs by means of

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<sup>13</sup> Eduroam (education roaming) is a Wi-Fi network service available in more than 60 countries at Educational Institutions. In Palmas university campus at UFT it is available for all students and staff to access with their institutional logins (UFT, 2019).

intranet. Thus, it is possible to easily adapt the system to collect votes on determined issues by using technology that already exists that is being presently used at the institution.

Moreover, the more delicate and community sensitive matters could be posted online on the social media profiles of the university, as it was performed in Iceland. Then a team would be in charge of processing the inputs and bringing it to the council itself so that their decisions could be based on the truer will of the academic community. UFT possess an office dedicated to communication – Superintendence of Communication - that is also responsible for managing the social media profiles of the institution. Again, the tools already are in use, perhaps not for consulting the academic community but only to inform them regarding certain matters such as events from the campus, enrollment dates and others, however, that can be a starting point to use these tools for a new purpose: engaging the community on more sensible matters.

CONDIR could start as an example for Palmas campus by publicizing on social media the annual schedule of the meetings and where they are going to take place in order to allow more people to participate and suggest issues to be included and discussed in the agenda. Further on, the results of these meetings could also be posted in order to enable accountability and more transparency. Moreover, as the issues would be included earlier on social media, it would be possible for the whole academic community to discuss them online before the actual meeting. Thus, the decisions could be taken based on collective deliberations and, therefore, they would be much richer in content than when a few people discuss a given topic and vote for it in a rushed manner. As in Iceland it would also be possible for the council's meetings to be recorded and posted online on tools like YouTube or other multimedia social network, so all the community could follow the decision-making process to check if the public opinion has been valued.

That way the university would be able to engage the community on the important issues of the institution making them feel an active part of the institution. Further on, the institution would be more transparent according to modern demands and also would allow for more accountability, which would improve the image of the university within the community and perhaps nationally.

## 7. CONCLUSION

SM is, as mentioned above, a Brazilian concept that has been growing over the past years in which participation and popular engagement on the decision-making processes are valued, and as such, it gives opportunity for the construction of a more equal and fair society. Presently, SM has several meetings such as the ENAPEGS and many groups of studies such as GEPGS/UFT. Its importance for the development of public administration, considering the number of programs and events present on universities that are still expanding (CANÇADO *et al.*, 2015a).

From the findings in this work, it can also be said that SM, as it is understood in Brazil, is an original concept. Considering the Anglophonic perspective, which was analyzed here, it is clear that the understanding abroad differs from the Brazilian one, thus it is pivotal to encourage new studies in this new and promising science field. However even though we could not find a similar concept it was possible to find SM on a practical experience which is the ICC process.

Furthermore, the ICC was a unique participatory experience, and even though it was not perfect when considering active participation, for the decision-making process lied on the hands of the councils' 25 members and the writing process itself was not open and fully collaborative, it was undeniably the most inclusive constitution making process yet. Moreover, it fascinated the world and encouraged many researchers to study the process and use these ideas on diverse minor processes worldwide. Also, from the analysis of the process it could be concluded that by making the process more collaborative would largely insert this method into the precepts of SM.

Moreover, the ICTs and especially social media use has been increasing on public institutions as to meet modern standards of transparency, accountability and public engagement, shortening the distance between the citizens and the governments. As the world is becoming more connected by these new technologies, governments will have to adapt in order to meet peoples' expectations (MCNUTT, 2014). There are also many difficulties and issues concerning the use of these new technologies such as problems with privacy, lobbying, for there are some posts that are paid in order to have more reach, however at the same time they provide space for those who never had it before, and thus, allowing for a certain freedom and reach of speech (KHAN *et al.*, 2014).

E-participation by means of crowdsourcing was largely used on the ICC process in order to produce the most democratic constitution at the time. As previously mentioned, considering

the similarities such as the number of people involved and access to internet between Iceland and the campus of Palmas from UFT it seems plausible to affirm that is possible to use such method in a satisfactory way.

Following this perspective, the adoption of the suggestions appointed above could also insert the university on this new era of e-participation. Such steps would ensure the university becoming more democratic and having a better public image as well as to immerse the institution into this new digital era where the relation between citizens and government becomes a two-way relation, enabling people to participate on a bottom-up perspective (CHARALABIDIS, 2014). The *Universidade Federal do Tocantins* has been improving the usage of its social media profiles over the past couple of years, however there is still much ground to be covered and much space to grow and improve to make the university truly an open space for everyone.

Further on, many of the complaints present on the interviews could be solved by means of using ICTs technologies, as it was discussed on chapter 6, therefore ,again, broadening the use of ICTs, specially social media, and opening to the public, not only in an informative way, the decision-making processes of the council would satisfy the complaints and also truly achieve the goal of such an important public institution , which is , in the end, to ensure public will.

From the results of this work it is possible to notice how more democratic participatory experiences, and in the ICC case in such a big scale, are possible. Thus, by identifying SM aspects within such a rich process it can also be appointed that SM is not a utopia as some authors have claimed in the past. Further on, it can be perceived the importance of the ICTs on governmental contexts and how its use should be increased and encouraged, given there also measures taken to lessen the problems concerning the use of ICTs. There is no perfect method for sure, however SM allows for more equal participation and therefore it can bring people closer to their collective goals.

Also, the lack of funding research has been facing in Brazil has been a problem for many researchers. For the conclusion of this work I had to rely mainly on articles which were only available to me thanks to *Periódicos Capes* which is a free portal for University members. However, the quality of this research would be even better if access to more books was possible, as mentioned before, with no funding it is very difficult for researchers to acquire research material themselves.

Moreover, from this work some topics for future research can be unfolded. In a broader manner it would be largely beneficial to research in SM if other participatory experiences which

used ICTs around the globe were also analyzed within this perspective. Therefore, it would be possible to compare with ICC case and thus to benchmark the best methods of public participation by using ICTs, enabling SM with even more tools for the better development of this science area.

Considering also the university environment it would be interesting to further research the perception of the academic community as to why participation in general is often performed only by high staff members. In order to enable the whole community to participate it would be interesting to listen to representatives of all groups within the university, to identify the main reasons why participation is not done by most and further on to develop solutions for making the University a more democratic environment, especially regarding its decision-making processes.

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## APPENDICES

### APPENDIX A – Interview Form and Questions

Nome \_\_\_\_\_

Docente ( ) Discente ( ) Técnico ( ) Sociedade ( )

**CUMPRIMENTOS.** Hoje é dia \_\_\_\_ de \_\_\_\_\_ 2018. São **XX** horas e **XX** minutos na cidade de Palmas, **LOCAL DA ENTREVISTA**, onde se dará início a esta entrevista com o/a **NOME DO ENTREVISTADO** afim de contribuir com esta pesquisa de dissertação do programa de Mestrado Profissional em Administração Pública vinculado ao Programa de Pós-graduação em Desenvolvimento Regional da Universidade Federal do Tocantins. Esta entrevista está sendo gravada com o consentimento do entrevistado, sendo assegurado seu sigilo no uso deste material.

- 1) Qual foi/é a sua motivação para participar do Conselho Diretor do Campus Universitário Palmas?
- 2) Como se dá a definição das pautas a serem discutidas?
- 3) Você acredita que as aspirações do coletivo são atendidas nas decisões?
- 4) Como se dá a relação entre as decisões tomadas e sua execução?
- 5) Qual público dentro da universidade é representado por você? Como se dá o diálogo prévio com os mesmo para formulação de suas pautas?
- 6) Como o conselho vem se desenvolvendo ao longo de sua participação no mesmo? Quais medidas acredita serem/terem sido eficazes para um melhor desenvolvimento deste?
- 7) Gostaria de acrescentar mais alguma informação sobre o CONDIR?

## **APPENDIX B – Engaging academic community in participatory experiences by using the intranet, the institutional portals and social media profiles**

The first step is related to the bureaucratic procedures. Therefore, in order to request the inclusion of a new functionality, increase in performance or modifications in the source code or some adaptive modification in the intranet system, the tool or module manager in question, according to the IT services catalog<sup>14</sup> must:

1. Address the Information Technology Superintendence and submit the request via form to the Software Development Coordination or;

2. Make a request via Intranet through Services Request (MANDI) for the Software Development Coordination.

In order to request the inclusion of a new functionality, increase in performance or modifications in the source code or some adaptive modification in the *Portal do aluno* or *Portal do Professor* the representative of Prograd (Pro-Rectory of Graduation) or Propesq (Pro-Rectory of Research and Postgraduation) must according to the IT services catalog<sup>15</sup>:

1. Go to the Information Technology Superintendence and make the request via Form to the Coordination of Information System for Teaching (SIE) or;

2. Make request via Intranet through Services Request (MANDI) to Coordination of Information System for Teaching (SIE).

To request the publication of news on UFT Portal and other institutional channels of communication, the Professor, administrative staff or student of UFT, according to instructions available on the portal<sup>16</sup> of the Superintendence of Communication (Sucom), should:

1. Send e-mail to [comunicacao@uft.edu.br](mailto:comunicacao@uft.edu.br) with the main information (what, who, when, where, how, why) and images (photo, poster, folder etc.) for dissemination or;

2. Call (63) 3232-8298 or 3232-8140 or go personally to Sucom (room 203 of bloco IV - Rectory) and pass the information to the writing team.

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<sup>14</sup> Available at: <https://docs.uft.edu.br/share/s/koz32srjS36IwzZMbb4Z-A>

<sup>15</sup> Available at: <https://docs.uft.edu.br/share/s/koz32srjS36IwzZMbb4Z-A>

<sup>16</sup> <https://ww2.uft.edu.br/index.php/sucom/servicos/assessoria-de-imprensa/envio-de-releases-e-sugestoes-de-pauta>

However, after the bureaucratic steps are accomplished it is necessary to ensure that the idea is executed and also that people participate after it is ready. One idea for pushing the initiative forward past the bureaucratic steps, once it can take a long time considering it is public service in Brazil, is to gather with local leaderships from the groups within the university and try to win their support before taking the initial requirement to the offices in charge of creating the tools. Additionally, digital signatures can be collected from the community by using an e-participatory tool, e.g. the website for creating public petitions *avaaz*<sup>17</sup>, and then attaching the results to the requirement so it will show the interest is public and not only of the person requiring it.

Another challenge is to keep encouraging the community members to participate. For that the institutional support is needed and it can be done by means of public lectures showing the importance of the involvement of the community members for the development of a better democratical university environment and also periodic visits of members of the communication department, as well as formal communication by means of online messages and e-mails, in order to remember people to participate and to tell them personally the importance of doing so.

Moreover, the creation of modern institutional videos to be posted on the social media platforms profiles discussing and addressing the importance of participation of all the community for a better development of the university itself could also contribute considering they are appealing and short, in order to encourage people who are not willing to watch long videos to receive the message as well. Members of the community itself should participate on these videos as to illustrate diversity, all categories of the university participating, and to also show that everybody is part of it and responsible for it. That way all the community could be encouraged by feeling they are part of the same project.

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<sup>17</sup> <https://avaaz.org>

### **APPENDIX C – Envolvendo a comunidade acadêmica em experiências participativas usando a intranet, os portais e perfis de mídias sociais institucionais.**

O primeiro passo está relacionado aos procedimentos burocráticos. Portanto, para solicitar a inclusão de uma nova funcionalidade, incremento no desempenho ou modificações no código-fonte ou alguma modificação adaptativa no sistema da intranet, o gestor da ferramenta ou do módulo em questão, deve conforme o catálogo de serviços de TI<sup>18</sup> :

1. Dirigir-se à Superintendência de Tecnologia da Informação e realizar a solicitação via Formulário para a Coordenação de Desenvolvimento de Software ou;
2. Realizar solicitação via intranet por meio de Solicitação de Serviços (MANDI) para a Coordenação de Desenvolvimento de Software.

Para solicitar a inclusão de uma nova funcionalidade, incremento no desempenho ou modificações no código-fonte ou alguma modificação adaptativa nos portais do aluno e do professor o/a representante da Prograd (Pró-Reitoria de Graduação) ou da Propesq (Pró-Reitoria de Pesquisa e Pós-graduação) deve conforme o catálogo de serviços de TI<sup>19</sup> :

1. Dirigir-se à Superintendência de Tecnologia da Informação e realizar a solicitação via Formulário para a Coordenação de Sistema de Informações para o Ensino (SIE) ou;
2. Realizar solicitação via intranet por meio de Solicitação de Serviços (MANDI) para a Coordenação de Sistema de Informações para o Ensino (SIE).

Para solicitar a publicação de notícias no Portal UFT e nos demais canais institucionais de comunicação, o Professor, técnico-administrativo ou aluno da UFT, conforme instruções disponíveis no portal<sup>20</sup> da Superintendência de Comunicação (Sucom), deve:

1. Enviar e-mail para [comunicacao@uft.edu.br](mailto:comunicacao@uft.edu.br) com as principais informações (o que, quem, quando, onde, como, por que) e imagens (foto, cartaz, folder etc.) para divulgação ou;

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<sup>18</sup> Disponível em: <https://docs.uft.edu.br/share/s/koz32srjS36IwzZMbb4Z-A>

<sup>19</sup> Disponível em: <https://docs.uft.edu.br/share/s/koz32srjS36IwzZMbb4Z-A>

<sup>20</sup> <https://ww2.uft.edu.br/index.php/sucom/servicos/assessoria-de-imprensa/envio-de-releases-e-sugestoes-de-pauta>

2. Ligar para (63) 3232-8298 ou 3232-8140, ou ir pessoalmente à Sucom (sala 203 do Bloco IV – Reitoria), e passar as informações à equipe de redação.

No entanto, depois de cumpridos os passos burocráticos, é necessário garantir que a ideia seja executada e também que as pessoas participem depois de pronta. Uma ideia para levar a iniciativa adiante, além dos passos burocráticos, uma vez que pode levar muito tempo considerando tratar-se do serviço público no Brasil, é reunir-se com as lideranças locais dos grupos dentro da universidade e tentar obter seu apoio antes de levar a exigência inicial aos departamentos responsáveis por criar as ferramentas. Além disso, assinaturas digitais podem ser coletadas na comunidade usando alguma ferramenta e-participativa, como por exemplo o site de criação petições públicas online [avaaz](https://avaaz.org)<sup>21</sup>, e em seguida, anexando os resultados ao requerimento de modo a mostrar que o interesse é público e não apenas do requerente.

Outro desafio é continuar incentivando os membros da comunidade a participar. Para isso, é necessário o apoio institucional e isso pode ser feito por meio de palestras públicas que demonstrem a importância do envolvimento dos membros da comunidade para o desenvolvimento de um melhor ambiente universitário democrático e também por meio de visitas periódicas dos membros do departamento de comunicação, bem como por meio de comunicação formal como mensagens online e e-mails para lembrar as pessoas de participar e para dizer-lhes pessoalmente a importância de fazê-lo.

Além disso, a criação de vídeos institucionais atualizados a serem publicados nos perfis de plataformas de mídias sociais discutindo e abordando a importância da participação de toda a comunidade para um melhor desenvolvimento da própria instituição, também poderia contribuir contanto que atraentes e curtos, a fim de incentivar pessoas que não estão dispostas a assistir vídeos longos a também receberem a mensagem. Os membros da própria comunidade devem participar desses vídeos para ilustrar a diversidade, todas as categorias da universidade participando, e também para mostrar que todos fazem parte dela e são responsáveis pela mesma. Dessa forma, toda a comunidade pode ser encorajada ao sentir que faz parte do mesmo projeto.

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<sup>21</sup> <https://avaaz.org>