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UNIVERSITY OF BRASÍLIA

Multidisciplinary Advanced Study Center (CEAM)

**Postgraduate Program in Development, Society and International Cooperation
(PPGDSCI)**

MAIA, EDWARD TORRES

**HEALTH TRANSVERSALITY IN THE POLICY INTEGRATION
AS STRATEGY FOR PUBLIC ACTION:
POLICY EFFECTIVENESS FOR
SUSTAINABLE DEVELOPMENT IN TERRITORIES**

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Thesis to be presented to the Postgraduate Program in Development, Society and International Cooperation (PPGDSCI) of the Multidisciplinary Advanced Study Center (CEAM) as a partial requirement for obtaining the title of Doctor in Development, Society and International Cooperation

Advisor: Professor Dr. Magda de Lima Lúcio

Co-advisor: Professor Dr. Wagner de Jesus Martins

Brasília, May, 2021.

UNIVERSITY OF BRASÍLIA

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EDWARD TORRES MAIA

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SUSTAINABLE DEVELOPMENT IN TERRITORIES

Approved by the examining board on May, 12th, 2021.

Professor Doctor Magda de Lima Lúcio

Advisor

Multidisciplinary Advanced Study Center - UnB

Professor Doctor Wagner de Jesus Martins

Co-advisor

Strategic Intelligence Coordination - Gereb/Fiocruz

Professor Doctor Brainard Guy Peters

External Examining Member

Department of Political Science - University of Pittsburgh (U.S.)

Professor Doctor Paulo Ernani Gadelha Vieira

External Examining Member

Oswaldo Cruz Foundation (Fiocruz)

Professor Doctor Luiz Fernando Macedo Bessa

Internal Examining Member

Multidisciplinary Advanced Study Center - UnB

Professor Doctor Paulo Carlos Du Pin Calmon

External Examining Member – Substitute

Political Science Institute - UnB

“(...) you can’t connect the dots looking forward; you can only connect them looking backwards. So, you have to trust that the dots will somehow connect in your future. You have to trust in something — your gut, destiny, life, karma, whatever. This approach has never let me down, and it has made all the difference in my life (...) (JOBS, 2005).

**Speech of Steve Jobs in commencement address for
graduating students at Stanford in 2005.**

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ABSTRACT

On account of contemporary barriers faced by State representatives in offering policies to society due to growing population demand, scarcity of existing resources and conditions of inequality in the country, it is important to think over innovative solutions in development and policy-making processes that could contribute to the survival of the next generations. Health policy can emerge as a connecting element that allows to provide a better understanding of the complexity related to certain phenomena, based on interactions between State and society, through its transversality that would allow to increase policy effectiveness from the elevation of its precision related to the targeting and hitting process (policy design). This research was structured with the objective of identifying the dynamics of Health Transversality (HT) in the Policy Integration (PI) for life, aiming to contribute to the reduction of social inequalities in territories. To overcome the initial hypotheses, we elaborated a methodological construct that emerged in an analysis model, from the construction of the object of HT in the PI, as well as its theoretical validation. The methodological construct of this study was based on the Integrative Review method for the construction of the object regarding HT in the PI, using 2030 Agenda as an element of analysis and raising an evidence system, from the targets contained in the 17 Sustainable Development Goals (SDG). The final picture of the results showed us an analytical horizon for a better understanding of the dynamics of HT in the PI that would allow the generation of relevant knowledge to support decision making related to policy-making in governance process, based on existing social, environmental, political and economic relations. For the theoretical validation process, we elected the government project called 2030 Healthy and Sustainable Structural City (2030 HSSC) as an applied case study, in view of the existing cooperative action between the State and society in its construction to make the 2030 Agenda feasible in the territory of the Structural City of the Federal District (FD). Such validation took place with a focus on the Public Action (PA) lenses for development and we used two complementary techniques that allowed us to combine two perspectives for understanding the phenomena: on the one hand, the macro-social, through the technique of the Study of Case as a research strategy, using documentary research as an instrument; and on the other, the individual micro-social, through the technique of Participant Observation, with Field Diary as the main instrument. It was possible to understand the movement of 2030 Agenda, which started at the global level and reached the local level, at the same time that observation allowed us to get closer to the community as a way of understanding its reality. The combination of the Integrative Review method and the other techniques used allowed the generation of critical inputs in an integrated way to triangulate data for validation. The seminal contribution of this study concerns the composition of strategies in governance processes, which allow a systematic understanding of its performance components, specifically in the coordination, integration, coherence and articulation of government actions. Based on HT in the PI approach, it may be possible to increase the policy effectiveness from the generation of qualified inputs in environments plenty of uncertainty and complexity through better dimensioning of public solutions, with life as a human condition as a guide for actions of inequalities reduction in territories.

Keywords: Health Transversality; Policy Integration; Public Action; Development; 2030 Agenda; Governance.

LIST OF ABBREVIATIONS

AE - Exclusive Activities
APTP - Transversal and Participatory Public Action
BFC/1988 – Brazilian Federal Constitution of 1988
BRAIN-be - *Belgian Research Action through Interdisciplinary Networks*
CAESB - Brasilia Environmental Sanitation Company
Capes - Superior Level Personnel Improvement Coordination
CAPS/AD - Psychosocial Care Center - Alcohol and Drugs
CAS/DF - Social Assistance Council/ Federal District
CCFV - Center for Coexistence and Strengthening Bonds
CCI - Elderly Living Center
CDES - Economic and Social Development Council
CDOODS - District Commission for Sustainable Development Goals
CEB – Brasília’s Electric Power Company
CED - Educational Center
CENDES - Center for Development Studies
CEP – Research Ethics Committee
CNODS - National Commission for Sustainable Development Goals
CNPq - National Council for Scientific and Technological Development
CNS - National Health Council
CODHAB/DF - Federal District Housing and Development Company
CRAS - Social Assistance Reference Center
CREAS - Specialized Reference Center for Social Assistance
CSDH - Commission on Social Determinants of Health
DEX - Extension Decanate
DFSM - Federal District Without Misery
DODF - Federal District Official Gazette
EIP - Environment Integration Principle
EPI - Environment Policy Integration
FAU - College of Architecture and Urbanism
FD – Federal District
FDLC – Federal District Legislative Chamber
FIES - Student Financing Fund
Fiocruz - Oswaldo Cruz Foundation
FUB - University of Brasilia Foundation
Gereb - Regional Management of Brasília
GFD – Government of Federal District

GDP - Gross Domestic Product
HES - Health Systems Evidence
HSSC - Healthy and Sustainable Structural City
HIAP - Health in All Policies
HPP - Health Public Policies
HT – Health Transversality
IADB - Inter-American Development Bank
IBGE - Brazilian Institute of Geography and Statistics
Ibram - Brazilian Institute of Museums
Ibram-FD - Brasília Environmental Institute
IFB - Federal Institute of Brasília
Inamps - National Institute of Medical Assistance and Social Security
INESC - Institute for Socioeconomic Studies
IPEA - Institute of Applied Economic Research
LSN - Local Sociotechnical Network
MECE - Education and Culture in Structural Movement
MS - Ministry of Health
NE - Strategic Core
NGO - Non-Governmental Organization
NIF - Future Intelligence Core
NPA - New Public Administration
NPG - New Public Governance
PA - Public Action
PAHO - Pan American Health Organization
PAI - Public action instrument
PAII - Public action instrumentation
PI - Policy Integration
PBF - Bolsa Família Program
PBSM - Production of Goods and Services for the Market
PDAD - District Household Survey
PDRAE - Master Plan for the Reform of the State Apparatus
PEC - Community Encounter Point
PF - Permanent Fair
PIVE - Integrated Vila Structural Project
PDOT - Master Plan for Territorial Planning of the Federal District
PNDH-3 - National Human Rights Plan
PNPS - National Policy for Social Participation
PP - Public Policies

PPP - Public Policy Pentagon
RA XXV - Administrative Region XXV
RIDE - Integrated Development Region
SCIA - Complementary Industry and Supply Sector
SDG - Sustainable Development Goals
SDH - Social Determinants in Health
SDsH - Social Determinations in Health
SEDES – State Secretariat for Social Development
SEE - State Secretariat for Education
SES - State Secretariat of Health
SIS - Synthesis of Social Indicators
SLU - Urban Cleaning Service
SM - Stacey Matrix
SNE - Non-Exclusive Services
STG - Specialization in Territorial Governance
SUS - Unified Health System
TAR - Actor-Network Theory
TCU - Federal Court of Accounts
TJDFT - Federal District and Territories Court of Justice
TRT - Regional Labor Court
UBS - Basic Health Unit
UDHR - Universal Declaration of Human Rights
UN - United Nations Organization
UnB - University of Brasilia
UNESCAP - United Nations Economic and Social Commission for Asia and the Pacific
URE - Rubble Collection Unit
USSR - Union of Soviet Socialist Republics
WECD - World Commission on Environment and Development
WHO - World Health Organization
ZEIS - Special Social Interest Zone

LIST OF GRAPHICS

Graph 1: Strong and medium ties, respectively, among all SDGs.....	168
Graph 2: Strong and medium ties, respectively, without SDG 3.	168

LIST OF BOXES

Box 1: Typology of interactive governance arrangements.....	51
Box 2: Comparison between Public Policies (PP) and Public Action (PA).....	68
Box 3: Cash Transfers' ammounts in Structural City between 2017 and 2019.....	186
Box 4: List of words according to descending hierarchical classification.	197
Box 5: Summary of Inferential Analysis - Actors Category.	254
Box 6: Summary of Inferential Analysis - Representations Category.	263
Box 7: Summary of Inferential Analysis - Process Category.....	268
Box 8: Summary of Inferential Analysis - Faced Problems Category.	274
Box 9: Summary of Inferential Analysis - Knowledge Translation Category.	282
Box 10: Summary of Inferential Analysis - Institutions Category.....	289
Box 11: Summary of Inferential Analysis - Results Category.	294
Box 12: Summary of Inferential Analysis - Governance Category.....	302
Box 13: Summary of Inferential Analysis - Democracy Category.....	309
Box 14: Summary of Inferential Analysis – Social Participation Category	314

LIST OF FIGURES

Figure 1: Situational environments: complexity vs. policy-making.....	47
Figure 2: Model of the Public Policy Pentagon – PPP (Portuguese only).	72
Figure 3: 2030 Agenda and the 17 SDGs (Portuguese version).	80
Figure 4: 8 Millennium Development Goals (MDG).	81
Figure 5: Social Determinants of Health Model (SDH) - 1991.....	92
Figure 6: Model of Social Determinants in Health (SDH) - 2010.....	96
Figure 7: Thesis analysis model (methodological construct).	100
Figure 8: Moments recorded in the classroom in the STG course.....	110
Figure 9: Perspectives on the data triangulation (Portuguese version).....	129
Figure 10: Details of the steps of the applied case study.....	131
Figure 11: Dynamics of policy correlations among phenomena.	143
Figure 12: Diagram of correlations among policies in De Goeij et al. (2015).	145
Figure 13: Word cloud of the identified correlations (Portuguese only).....	169
Figure 14: Photos of the Structural’s Garbage Dump during the active period.	177
Figure 15: Historical occupation evolution of Structural City and its dump.....	178
Figure 16: Chácara Santa Luzia and water distribution point for the community.....	183
Figure 17: Situation Room: open data from Info Saúde DF.....	193
Figure 18: Dendrogram of <i>corpus</i> 1 submitted to IRaMuTeq.....	196
Figure 19: Factorial plan by correspondence of corpus 1 (Portuguese only).	200
Figure 20: Actors’ Mapping (institutions) - Step 1 (Portuguese only).	208
Figure 21: Workshop for building a participatory plan.	210
Figure 22: Greek Triangle of Territorial Prospective (Portuguese version).	212
Figure 23: II Prospective Dialogues’ Seminar.....	214
Figure 24: Moment of social cartography in the Prospective Dialog workshop.	215
Figure 25: Actors’ Mapping (institutions) - Step 2 (Portuguese only).	220
Figure 26: Future City: Healthy and Sustainable Structural Seminar.	222
Figure 27: Moments of the Cidade do Futuro Seminar.	223
Figure 28: Actors Mapping (institutions) - Step 3 (Portuguese only).	247
Figure 29: Photo of a report residents’ withdrawal from Chácara Santa Luzia.	256

LIST OF MAPS

Map 1: Location of Structural City and National Congress.....	180
Map 2: Geographical detailing of Structural City's limitations.....	181

LIST OF TABLES

Table 1: Relationship of Policy Integration in the Brundtland Report (1987).....	59
Table 2: Correlations of SDG 3 targets in the readjustment process.....	141
Table 3: Results for the bibliographic search with one term in CAPES.....	153
Table 4: Results for the bibliographic search two terms in CAPES.....	153
Table 5: Results for the bibliographic search in WoS.....	155
Table 6: Results for the bibliographic search in NCBI and HES.....	156
Table 7: Production analysis: number of articles and links to targets.....	161
Table 8: Analysis of the study's production – Targets in Articles.....	162
Table 9: Representation of 2030 Agenda's targets in the analyzed production.....	163
Table 10: Evidence system: sharing matrix for all SDGs.....	166
Table 11: Evidence system: sharing matrix excluding SDG 3.....	166
Table 12: Garbage collection companies in territory between 2017/19.....	189
Table 13: <i>Corpus 1</i> : Documentary Research for Case Study Step 1.....	194
Table 14: Influences on the construction of word classes - Chi-squared ² (p <0.05)....	203
Table 15: <i>Corpus</i> for the Actors Mapping of Step 1.....	207
Table 16: <i>Corpus 2</i> : Documentary Research for Case Study Step 2.....	208
Table 17: <i>Corpus</i> for the Actors Mapping of Stage 2.....	219
Table 18: <i>Corpus 3</i> : Documentary Research for Case Study Step 3.....	221
Table 19: <i>Corpus</i> for the Actors Mapping of Stage 3.....	246
Table 20: Variables' specifications in evidence from the applied case study.....	317

SUMMARY

INTRODUCTION	17
2. LITERARY REVIEW	25
2.1 GOVERNANCE, STATE AND COMPLEXITY	25
2.1.1 PUBLIC GOVERNANCE	26
2.1.2 SOCIAL PARTICIPATION IN GOVERNANCE	34
2.1.3 COMPLEXITY AND PUBLIC GOVERNANCE	37
2.1.4 COMPLEXITY AND POLICY-MAKING	44
2.2 INTERACTIVE GOVERNANCE	47
2.2.1 LIMITATIONS ON INTERACTIONS IN THE GOVERNANCE PROCESS	52
2.3 POLICY INTEGRATION	57
2.3.1 THE BRUNDTLAND REPORT (1987)	59
2.3.2 HEALTH IN ALL POLICIES (HIAP)	60
2.3.3 ENVIRONMENT POLICY INTEGRATION (EPI)	62
2.3.4 PI: HIAP x PPE	64
2.4 PUBLIC ACTION AND DEVELOPMENT	65
2.4.1 PUBLIC ACTION INSTRUMENT AND INSTRUMENTATION	69
2.4.2 PA ANALYSIS MODEL: PUBLIC POLICY PENTAGON (PPP)	72
2.4.3 DEVELOPMENT	74
2.5 2030 AGENDA AND HEALTH	80
2.5.1 2030 AGENDA AND THE 17 SUSTAINABLE DEVELOPMENT GOALS	80
2.5.2 HEALTH AND LIFE IN THE DEVELOPMENT PROCESS	83
2.5.3 SOCIAL DETERMINANTS AND DETERMINATIONS OF HEALTH	91
3. METHODOLOGICAL STRUCTURE	99
3.1 RESEARCH ANALYSIS MODEL AND ITS THEORETICAL APPROACH	101
3.1.1 CONCEPT CLASSES: A PRIORI AND A POSTERIORI CATEGORIES	103
3.2 METHOD FOR THESIS OBJECT BUILDING: INTEGRATIVE REVIEW	104
3.2.1 INSTRUMENTS USED FOR DATA COLLECTION AND PROCESSING	106
3.2.2 RESULTS' PRESENTATION	107
3.3 TECHNIQUES FOR EMPIRICAL EVIDENCE SURVEY IN AN APPLIED CASE STUDY (2030 HSSC PROJECT)	107
3.3.1 CONTEXTUALIZATION IN RELATION TO PARTICIPATION IN THE 2030 HSSC PROJECT	108
3.3.2 THEORETICAL AND PHILOSOPHICAL SUPPORT OF BRUNO LATOUR	110
3.3.1 PARTICIPANT OBSERVATION TECHNIQUE	115
3.3.1.1 <i>Collection instrument: Field Diary</i>	116
3.3.1.2 <i>Definition of analysis categories according to concept classes</i>	118
3.3.1.3 <i>Investigation subjects</i>	119
3.3.1.4 <i>Maturation of the research</i>	120
3.3.2 CASE STUDY TECHNIQUE	122
3.3.2.1 <i>Data collection's instrument and data tabulation and processing</i>	123
3.3.2.2 <i>Definition of analysis categories according to concept classes</i>	125
3.3.2.3 <i>Actors' Mapping for steps 1 to 3</i>	125

3.4 THESIS OBJECT THEORETICAL VALIDATION	127
3.4 .1 DATA TRIANGULATION	128
4. THE HEALTH TRANSVERSALITY	132
4.1 THE DYNAMICS RELATING TO HEALTH TRANSVERSALITY	132
4.1.1. HOW HEALTH IS IMPORTANT FOR LIFE	132
4.1.2 HOW HEALTH AFFECTS OTHER PUBLIC POLICIES	134
4.1.2.1 <i>Barriers to transversality</i>	137
4.1.2.2 <i>Analyzes of transversality of health policy</i>	140
4.1.3 HOW PUBLIC POLICIES CAN AFFECT HEALTH	142
4.1.4 HOW HEALTH TRANSVERSALITY CONTRIBUTES TO POLICY INTEGRATION	146
4.2 HEALTH TRANSVERSALITY IN THE POLICY INTEGRATION	151
4.2.1 INTEGRATIVE REVIEW - PHASE 1: QUESTIONING’S CHOICE	151
4.2.2 INTEGRATIVE REVIEW - PHASE 2: LITERATURE SEARCH	152
4.2.2.1 <i>Need for adapting the Integrative Review method</i>	156
4.2.3 INTEGRATIVE REVIEW - PHASE 3: DATA COLLECTION	157
4.2.5 INTEGRATIVE REVIEW - PHASE 5: DISCUSSION OF THE RESULTS FOUND	169
4.2.5.1 <i>The ability of health transversality to integrate public policies</i>	170
4.2.5.2 <i>Knowledge gaps found in bibliographic production</i>	173
4.2.6 INTEGRATIVE REVIEW - PHASE 6: PRESENTATION OF THE RESULTS FOUND	174
5. THEORETICAL VALIDATION IN APPLIED CASE STUDY	176
5.1 CHARACTERIZATION OF THE STRUCTURAL CITY OF FD	176
5.1.1 SOCIODEMOGRAPHIC DATA OF THE STRUCTURAL CITY	181
5.1.2 STRUCTURAL’S GARBAGE DUMP DEACTIVATION: IMPACTS ON WASTE PICKERS	187
5.1.3 STRUCTURAL CITY: RESEARCH LABORATORY AND SOCIAL INSTITUTIONS	189
5.1.4 2030 HEALTHY AND SUSTAINABLE STRUCTURAL CITY (2030 HSSC)	192
5.2 APPLIED CASE STUDY: 2030 HSSC PROJECT	194
5.2.1 THE TRAJECTORY OF 2030 AGENDA: FROM GLOBAL TO LOCAL LEVEL	194
5.2.1.1 <i>Case Study Technique: Pre-Analysis - Step 1</i>	194
5.2.1.2 <i>Case Study Technique: Analytical Description - Step 1</i>	195
5.2.1.3 <i>Participant Observation Technique: analytical description - Step 1</i>	204
5.2.1.4 <i>Mapping the Project’s Actors Network - Stage 1</i>	207
5.2.2 THE APPROACH OF 2030 AGENDA IN STRUCTURAL CITY	208
5.2.2.1 <i>Case Study Technique: Pre-Analysis - Step 2</i>	208
5.2.2.2 <i>Case Study Technique: Analytical Description - Step 2</i>	208
5.2.2.3 <i>Participant Observation Technique: analytical description - Step 2</i>	217
5.2.2.4 <i>Mapping the Project’s Actors Network - Steps 1 and 2</i>	219
5.2.3 THE 2030 AGENDA AND THE INDIVIDUAL IN THE TERRITORY	220
5.2.3.1 <i>Case Study Technique: Pre-Analysis - Step 3</i>	220
5.2.3.2 <i>Case Study Technique: Analytical Description of the Results - Step 3</i>	221
5.2.3.2 <i>Participant Observation Technique: analytical description - Step 3</i>	224
5.2.3.4 <i>Mapping the Project’s Actors Network - Steps 1, 2 and 3 (Final)</i>	246
5.3 APPLIED CASE STUDY: INFERENTIAL INTERPRETATIONS	247
5.3.1 ANALYSIS CATEGORY: ACTORS	248
5.3.2 ANALYSIS CATEGORY: REPRESENTATIONS	254
5.3.3 ANALYSIS CATEGORY: PROCESSES	264
5.3.4 ANALYSIS CATEGORY: FACED PROBLEMS	268
5.3.5 ANALYSIS CATEGORY: KNOWLEDGE TRANSLATION	275
5.3.6 ANALYSIS CATEGORY: INSTITUTIONS	282

5.3.7 ANALYSIS CATEGORY: RESULTS	289
5.3.8 ANALYSIS CATEGORY: GOVERNANCE	295
5.3.9 ANALYSIS CATEGORY: DEMOCRACY	303
5.3.10 ANALYSIS CATEGORY: SOCIAL PARTICIPATION	309
5.4 INTEGRATED ANALYSIS FOR THESIS OBJECT'S THEORETICAL VALIDATION	315
CONCLUSION	336
BIBLIOGRAPHIC REFERENCES	343
APPENDIXES AND ANNEXES	390

INTRODUCTION

Guarantee dignity and social justice to the population of a territory that was once considered the largest garbage dump¹ in Latin America, the Structural City of the Federal District (FD). That was the motivation of this researcher for the construction of this study, based on a lived experience over a project that took place in this territory called: “Healthy and Sustainable Structural City: social empowerment for governance and territorial management focused on the SDG of UN’s 2030 Agenda” (2030 HSSC) (SELLERA et al., 2019).

2030 HSSC used 2030 Agenda as a guiding element for the local development of the territory and involved several actors from agencies representing government, research, academia and local society in its scope of action, with a view to implementing a sustainable project of popular health surveillance (Ibidem). The lack of public policies and the low socioeconomic levels of the region's residents reflected in the engagement of the local representatives who endured this project, since the struggle for life was noticeable, considering the search for joint solutions to combat social inequalities.

Based on this experience, I was able to reflect on the possibility of making the 2030 Agenda feasible at local levels, with a focus on sustainable development, with the direct participation of society as a strategic element in the construction of public solutions that could contribute to reduce inequalities and generate positive results for people's lives.

The inequality phenomenon reflects the gap between rich and poor that impacts the global reality and marks the Brazilian society, placing the country in the ranking of inequality in the world, with the 2nd highest concentration of income among more than 180 countries. While in the world, “(..) eight people hold the same patrimony as the poorest half of the population. At the same time, more than 700 million people live on less than US\$ 1.90 a day (...)” (OXFAM BRASIL, 2017, p. 5), in Brazil “(...) the richest 5% have the same share of income as the other 95% (...)” (Ibidem).

The Oxfam Brasil / Datafolha survey, published in 2019, presented important notes related to the perception captured by the interviewed subjects when asked about the scope of development in the country, and it is possible to reflect that “(...) the results give

¹ https://www.correiobraziliense.com.br/app/noticia/cidades/2018/01/20/interna_cidadesdf,654476/lixao-da-estrutural-sera-desativado-a-partir-de-hoje.shtml

centrality to reduction inequalities as a condition for progress (...)” (OXFAM BRASIL, 2019, p. 10). There are studies published by Oxfam Brasil (2017) that show evidenced relationships about social inequalities, with regard to their correlations between different policies and democracy:

“(...) The reduction of inequalities makes it possible to increase access to basic rights. Within Brazil, the lower the income inequality, the greater the guarantee of essential services such as water or medical supplies, the lower the infant mortality rates and the higher the life expectancy at birth. Combating inequality is also the way to live in a less violent society, since social exclusion is directly related to the increase in violence (...) the good health of a democracy depends on egalitarian societies: the greater the inequality and the undue interference the number of elites in the definition of policies, the lower the belief of people in the capacity of democracy to improve their living conditions, and the lower the belief in democracy itself (...)” (Ibidem, p. 17).

However, income is not the only factor that represents the phenomenon of social inequality. Its scope can be expanded in a perspective of deprivation of human rights, such as health, education, employment, housing, security, among others. In an attempt to guarantee these rights, the Brazilian Federal Constitution of 1988 (BFC/1988) defines that tackling poverty and reducing inequalities are fundamental objectives of the country (BRASIL, 1988), components that cause impacts on human capacities and their enabling conditions such as health (SEN, 2018).

To achieve these objectives expressed in the BFC/1988, it is worth remembering that managers and policy makers of the State operate in an environment of complexity, in which there are different social classes, with different levels of income, with different levels of health conditions, with different levels of housing at different levels of local infrastructure. In this context, the exposed conditioning situations result in disparities in access to public policies for survival at different individual levels in the population, considering the different existing conditions that interfere in development processes (SANTOS, JACINTO, TEJADA, 2012).

Thus, considering the search for development, so that State representatives can act to tackle poverty and reduce existing social inequalities based on policy-making, it is essential that they include health policy in decision-making processes, with a view to that it has a direct connection with the dignity of people's lives and with the level of human condition in each individual in the face of the constitutional challenge.

Such connection between development and health is not current, being defended even in the relationship between health and human life since the 20th century, present both in the Universal Declaration of Human Rights (UDHR), Resolution nº 217 A published in Paris in 1948 in United Nations General Assembly, and in the Proclamation of Tehran, published document referring to the International Conference on Human Rights that took place in 1968 (UN, 1948; UN, 1968).

In this way, the survival of humanity would be conditioned to the increase in the quality of life of people and the importance of development for the breaking of social problems on the planet, such as poverty, hunger and social inequalities (UN, 2015). In this context, the 2030 Agenda emerged as a result of a global agreement in which 193 Member States, including Brazil, agreed to reach 17 Sustainable Development Goals (SDGs) by the year 2030 (UN, 2015).

This proposal contained in 2030 Agenda dialogues directly with the perception of Sen (2018), who understands that human life is a guiding element of development processes, in the face of the struggle against social problems existing in the world and understood by the author as factors that impact directly the human condition. Thus, life as a human condition, according to Sen's conception, allows to draw the parallel between the contexts of development and equality between individuals in the search for better levels of their individual capacities (Ibidem).

The relationship between development and health became more evident when the proposal for policy integration over Health in All Policies (HIAP) was emphasized during the International Conference on Health Promotion, held in 1988, in the city of Adelaide (WHO, 1988). Thus, HIAP presented its proposal to have health as a central element of policies to achieve a balance between economic and social development through Healthy Public Policies (HPP) (KICKBUSCH, MCCANN, SHERBON, 2008; WHO, 1988).

HIAP, itself, was formalized only 18 years later, in Finland, as an opportunity for the country's government to act in health promotion (PUSKA, STÅHL, 2010; STÅHL, 2006; 2018; STÅHL, WISMAR, OLLILA, LAHTINEN, LEPPÖ, 2006), being conceptualized as a horizontal government strategy with the possibility of improving the level of population's health (SIHTO, OLLILA, KOIVUSALO, 2006).

The initial thoughts about HIAP, during the 1980s, were considered important steps for theoretical developments in the attempt to reach this proposed ideal, being vital

for the future of theories and subsequent models, such as the Social Determinants in Health (SDH); the Social Determinations in Health (SDsH).

The creation of the Social Determinants of Health (SDH) model by the authors Dahlgren and Whitehead, in 1991, was widely used in low and middle income countries to contribute to the process of formulating health policies (BUSS, PELEGRINI FILHO, 2007; EXWORTHY, 2008). The SDH model comprises the relationship between social and economic conditions that could directly impact health, applied to different layers (individual, social and macro), with emphasis on the concept that human behavior is understood as individual responsibility, depending on their lifestyle (BUSS, PELEGRINI FILHO, 2007; DAHLGREN, WHITEHEAD, 1991).

Subsequently, the SDH model ends up being contested in view of its reductionist view in relation to the factors and the relationships of causes influencing the disease in individuals, considering the burden of responsibility attributed to them depending on the situation they are in, culminating in the construction of the model called SDsH as a critical response (ALBUQUERQUE, SILVA, 2014; TAMBELLINI, SCHÜTZ, 2009).

The SDsH approach does not have a model in itself, and it can be understood as a theoretical conception that allows to expand the way of thinking about how to remove such burden of responsibility attributed to the individual by the SDH and focus on the action contained in the subjectivity of the collective (ALBUQUERQUE, SILVA, 2014; TAMBELLINI, SCHÜTZ, 2009).

Such a change in perspective allows us to understand the situation in which the individual finds himself and how he can develop capacities to generate better conditions, thus promoting the discussion related to the exacerbated capitalism of contemporary times, seen as an impact factor for the relation of the mode of production. and the human race (ALBUQUERQUE, SILVA, 2014; TAMBELLINI, SCHÜTZ, 2009).

It was possible to realize that SDH and SDsH models contained elements capable of establishing interconnections to change the perspective of health policy, pointed out as a central element in the discussions (HIAP), to be seen as a connecting element among policies. This change in perspective can promote contributions to more cooperative and integrative approaches to public policies, based on the transversal nature contained in health policy, so that, in some way, it could idealize sustainable development.

Transversality, as an element that promotes dialogues in the interactions between actors and characterized by its dynamic and interdisciplinary processes, can contribute to

a better understanding of the policies contained in complex environments, being its link generally attributed to specific policies in the literature, such as gender or race or other minorities (ARIZNABARRETA, 2001; BRUGUÉ, CANAL, PAYA, 2015; PIOLA et al., 2009; SILVA, 2011). However, we understand that the characteristics of transversality are likely to be applied to any type of policy, in view of the need to overcome fragmentation of thoughts in government actions related to complex phenomena (BRUGUÉ, CANAL, PAYA, 2015; MORIN, 2003).

Thus, in view of this conception and in order to contribute to promote a better understanding of the complexity related to certain phenomena, in the sense of the relationships and existing interactions of the units in the face of the whole (MORIN, 2000), we believe that it is possible to use the transversality of health policy in order to achieve such a systemic vision, in the performance of policies, with the consequent generation of relevant knowledge that will support decision making related to the policy-making, considering life as a human condition, based on social, environmental, political relations and economical.

The concept of health transversality (HT) in policy integration (PI) was the object of this study and, in parallel, the 2030 HSSC project was considered as an applied case study, in which 2030 Agenda was an element of search by the State for promotion of development in the Structural City based on health policy.

Thus, we believe that, starting from the HT, there is space to think about the integration of policies, in view of the focus on life as a human condition in order to be able to claim them, being able to use 2030 Agenda as a demanding agenda, in a cooperative way between the State and society in the fight against social problems and in favor of the development of territories.

Milton Santos believed that it was “(...) possible to think about the realization of a world of well-being, where men will be happier (...)” (SANTOS, 1995, p. 2). The construction of this study also shares Santos' perception regarding the possibility of such reach through cooperative actions between the State and society that can contribute to the development in favor of raising the quality of life of the populations, with emphasis on those living in territories in situations of vulnerability.

The theoretical basis of this study is related to Public Action (PA), seen as a central axis to be able to guide the cooperative action between State and society in the construction of policies for populations in territories, considering important elements

such as complexity, governance and democracy in their context (LASCOUMES and LES GALÈS, 2012).

The presented discussions and reflections reach the guiding question of this thesis: *from the health transversality in the policy integration for life, is it possible to generate public action capable of making the 2030 Agenda feasible in territories for development?*

In the search for answers to the previous problematization, this research aims to *identify how the dynamics of health transversality in the policy integration for life can contribute to the reduction of social inequalities in territories, based on public action that makes the 2030 Agenda feasible, considering the experience of the applied case study related to Healthy and Sustainable Structural City project in FD, between 2017 and 2019.*

In this perspective, the specific objectives involved: *to understand the HT in the PI; to map the actors involved in the local management of the 2030 HSSC project; to comprise the complete process of the 2030 HSSC project during the proposed three-year period; and to identify elements contained in the PA to make the 2030 Agenda feasible in territories.*

Four hypotheses were raised for this study, in view of governance decision-making processes and the relationship of HT with the integration of policies, in view of its particularities.

The first hypothesis deals with investigating the capacity of the HT both in terms of understanding how it relates to the policy integration process, in the sense of improvement and interaction, and in the process of making 2030 Agenda feasible at local levels, summarized by the following construction: *the systemic and dynamic perspectives of HT in the PI for life can provide the means to activate the 2030 Agenda in territories.*

The second hypothesis is to understand how the HT could contribute to the search for better results for society considering the policy design process, considering a possible government action in synergy with the PA model for decision-making processes on policy-making, being summarized in the construction: *in governance decision-making processes, policy effectiveness can be enhanced by convergence between HT and PA.*

The third hypothesis deals with the ability of State decision-makers to make an appropriate reading of a given situation in the midst of possible governmental action with society in order to build means that are capable of contributing to social issues in the search for better results for society, summarizing in the following construction: *the convergence of interests between the government and the local socio-technical network*

can enhance the instrumentation of public action related to political choices by the actors in favor of solving local social problems.

Finally, the fourth hypothesis brings the attempt of macro understanding about the development process, specifically in the case of territories, through the health policy as a connector of the other policies in favor of life, under the conception of the human condition and the existing conditions that allow the elevation of individual capacities in local societies, considering their realities, and its construction is summarized as follows: *from the logic of life as a human condition, health can be the key element to enhance the integration of public policies in favor the development of a territory.*

This thesis aims to build a conceptual and analytical framework on the theory contained in health transversality in order to contribute to the broader understanding of the more cooperative actions demanded today and that involve the design and integration of policies more adjusted to tackle social problems that generate social inequalities, in view of the social changes brought about in the post-globalization and post-governance era and their impact on humanity in the survival of the next generations.

To verify the hypotheses and objectives, we built **chapter 2** on the literature review, which will provide the necessary theoretical support for the listed discussions, addressing current and relevant topics such as governance, complexity, public action and development, as well as it will be possible to understand their relations with the global agreement of 2030 Agenda and, more specifically, with health policy.

Chapter 3 will bring the methodological construct used in this study, in view of the integration between research method, techniques and instruments necessary for the construction of the theory of HT in PI, as well as for the systemic understanding of the applied case study that will guide the necessary analyzes to prove or not the hypotheses in search of answers necessary to achieve the objectives proposed in this thesis.

Therefore, as a method for the construction of the thesis object, we defined Ganong's Integrative Review (1987), based on a bibliographic production survey, in the examination of existing correlations between policies, with the targets of 2030 Agenda as an integrated analysis category. From the obtained result, it was possible to achieve the theoretical validation of the thesis object, using an applied case study, taking the 2030 HSSC project as a reference, in order to combine two complementary techniques for this purpose: Participant Observation, from the teachings by Gold (1958), Marietto (2018) and Triviños (1987), to obtain the micro-social perspective; and the Case Study, by Ragin

and Becker (2009) and Yin (2005), as a research strategy to reach the macro-social perspective. Thus, 10 categories of analysis were defined that allowed the generation of critical inputs, which, in the end, were triangulated from Dunn and Peters (2020) and Triviños (1987).

The construction of the thesis object will appear in **chapter 4**, which highlights the dynamics of the causal relationships between health policy and other policies (and vice versa) for life, and the way in which HT is found in this context of PI, given the current issues related to complexity and governance. The chosen method allowed the elaboration of an evidence system with variables from the articles of the analyzed production, the targets of the 2030 Agenda and the correlations of identified policies, being the HT validation supported by Granoveter's theory of ties (1973), in order to ascertain its relationship with policy integration.

The theoretical validation of the thesis object will be seen in **chapter 5**, in view of the applied case study that contemplates the characterization of the Structural City. In this sense, after the construction of the thesis object, it was possible to raise empirical evidence, in view of the results obtained in the 10 analysis categories analysis - actors, representation, institutions, processes, results, faced problems, knowledge translation, governance, democracy and social participation - that enabled us to understand HT in the PI and its relationship with public action (PA) for development, as well as the movement to implement 2030Agenda, leaving a global level and going to a local level (territory).

At the end, based on the grounded theory (ADWAN, GEORGE, BENNET, 2005; GLASER, STRAUSS, 1967), we proceed with the theoretical validation of the thesis object, in addition to proposing the conceptual analytical framework about important variables to be considered in cooperatives projects by the State, accordingly on the hypotheses raised. In addition, we also offer a symbolic statement of a mathematical formula that relates policy effectiveness with HT, PA, complexity and policy-making, in order to contribute to decision-making processes for managers, in order to dimension public solutions.

The main results found in this study will be pointed out in the conclusion, as well as the effective contributions to different audiences, in order to assist in the practical application of the knowledge generated.

2. LITERARY REVIEW

2.1 GOVERNANCE, STATE AND COMPLEXITY

The word “governance” has a Greek etymological root, coming from the word *kubernân*, whose meaning is to lead, in order to provide direction (ADDINK, 2017; KJÆR, 2004; HUGHES, 2010). The Latin word *gubernare*, whose meaning is government, came from this Greek term, providing the sense of conducting rules (ADDINK, 2017). Thus, the State, from the government, should be responsible for directing (*steer*) the construction of solutions related to public problems for the benefit of the community (HUGHES, 2010).

In the Antiquity period, the State was understood under a logic of organic conception, in which “(...) the whole necessarily exists before the part (...)” (ARISTÓTELES, 2007, p. 11), in order to raise human understanding regarding the integration and articulation of the system (all) for proper functioning, and the elements that make up the State would only make sense when there was joint action (Ibidem). In this sense, the argument that supported this position was based on the following perception:

(...) domestic societies and individuals are but the integral parts of the city, all subordinate to the whole body, all distinguished by their powers and functions, and all useless when disjointed, similar to the hands and feet that, once separated from the body, they only retain their name and appearance, without reality (...). The same is true of the members of the city: none can be sufficient for itself. He who does not need other men, or cannot decide to stay with them, is either a god, or a brute (...)” (Ibidem, p. 11).

The perspective of the organic conception for the organization of the State highlighted its political constitution and its processes in the existing relationship with society, in the sense of the organic totality of the parties (HEGEL, 1997). In this regard, it became important to ensure the smooth functioning of the system (State), both for the institutions it contains and for the population that is its beneficiary, with emphasis on maintaining the existing interaction between State and society, in a coordinated manner, for the success of the actions (DRI, 2006).

The government can be understood as “(...) the group of people who exercise political power and who determine the political orientation of a given society (...)” (BOBBIO; MATTEUCCI, PASQUINO, 1998, p. 555). Thus, the State assumes an important position for the conduct of society acting in the direction of economic and social activity, through processes that allow the government to have the capacity to coordinate the actors (governmental or not) involved (PETERS, 2013; 2018a; 2018b).

Thus, it may be possible for the organization of the State to contain governance arrangements aimed at articulating, integrating and coordinating governmental actions to manage different knowledge of the various actors who work in the construction of common objectives, for the benefit of the community (Idem, 2013). In this logic, such a joint action of society with the State, would allow to say that democracy would become a central element for the achievement of a just and egalitarian society.

The role of the State in governance, then, assumes an assertive meaning in solving problems that generate public concerns for the good of the community (Ibidem). The understanding of this State action goes through the several existing concepts of governance, which are applied and produced in different fields of theories and can, in some cases, be contested (BICHIR, 2018; PETERS, 2013).

This study will include governance in the field of political science and public policy (PP) and its application in Brazil, with an emphasis on public governance concepts and their relationship with other actors, both public and private.

2.1.1 Public Governance

It is important to highlight that the theme on public governance was introduced by the World Bank report (1992), which did not present the isolated concept of governance in its publication, but referred its understanding to a joint action between State and society, in the search solutions and results for common problems, with emphasis on the State's management capacity in line with good governance practices such as transparency, responsibility and social participation (Ibidem). The raising of governance occurred at two different times due to criticism of the traditional-legal rationality of the management model: the first, related to criticism in its economic character; and the second, as critical to its sociological concept (BEVIR, 2011; FUKUYAMA, 2013).

The first moment was related to criticism in its economic character, when there was the emergence of neoliberalism and the New Public Management (NPM), being adopted by several governments and presented itself as a post-crisis solution. managerialist and attempt to overcome the failures mainly related to central control: bureaucratic, in the coordination of budgetary control actions; motivational, in relation to public servants; market risks, such as externalities and information asymmetry; and the development of integrated and coherent policies and services (CAVALCANTE, CUNHA, 2017; FUKUYAMA, 2013; GEYER, CAIRNEY, 2015; HOOD, 1991; HOOD, PETERS, 2004).

According to the author González (2001), the NPM theme had arisen in the 1970s, from the French authors Massenet and Gélinier (1975), when they published the work entitled “*La Nouvelle Gestion Publique: pour un État sans Bureaucratie*” (The New Public Administration: for a State without bureaucracy). Furthermore, the term NPM gained prominence in the scientific literature with Hood (1991), in the 1990s, when he published his work on the subject. This has been gaining more and more space in administrative reforms in several countries since the 1970s, as it is a governance model that opposed the Weberian bureaucratic plaster with a focus on increasing the performance of government institutions and easily applicable by governments, which the author calls it “(...) public management for all stations (...)” (Ibidem, p. 8), in the sense of being a universal methodology (Ibidem).

The NPM phase concerns the moment when the State would no longer be the executor of policies for society, that is, the government would become the promoter of the inspection of the delivery of public services to society, through the execution of contracts for management between government and third parties, which would have the function of delegating private actors for such purposes (AGRANOFF, 2012; PETERS, 2011).

Consequently, this process of changing the State's performance, as much as it becomes a supervisor for the provision of public services, promoting more transparency in actions, more responsibility of managers and greater social control, became known as the “Hollow State”, in which there was competition between private organizations for the provision of these services, with due accountability to citizens (KLIJN, KOPPENJAN, 2015; PETERS, PIERRE, 1998; PETERS, 2011). In this conception, the State would be more directing (steering) and less executing (rowing) of policies and services for society,

based on the decentralization of services (MILWARD, PROVAN, 2000; PETERS, 2011). Such analogy refers to rowing, a sport in which there is the helmsman (responsible for driving) and the rowers (responsible for the execution of the strokes), in view of the hiring and use of third parties in the performance of the State (MILWARD, PROVAN, 2000; PETERS, 2011).

In addition, in the context of management contracts in the public service, it is worth mentioning the principal-agent relationship, in which there is the signing of a contract that defines the provision (or performance) of a given service by the agent on behalf of the principal, which is the responsibility of the State the proper structuring of the contracts signed in this relationship, in such a way that it generates a good performance between the government and the economy, in addition to the proper regulation by public institutions (MECKLING, JENSEN, 1976; PRZEWORSKI, 2003).

However, when the State carries out long-term service contracts (*long term*), there may be problems related to information asymmetries in relationship between principal (government) and agent (market), such as evasion (or moral hazard) and adverse selection (MALTZMAN, 1998; PURCELL, 2009).

Evasion, also known as moral hazard, occurs when discrepancies related to the behavior of individuals (workers or service providers) arise in management contracts, in which it is difficult to control or monitor and can affect the quality of service provision due to inability of agents to influence the performance of tasks (MALTZMAN, 1998; PURCELL, 2009). Adverse selection occurs when one party has more accurate information than the other, for example, when companies providing low quality services compete in the competition and may have the chance to win to work in the public service (BAJARI et al., 2014; DEN BUTTER, LIU, TAN, 2020).

In view of this, in the NPM the State has the role of supervising and regulating the services provided in its name, even at a distance, in order to direct (steer) and guarantee the regulation of the agencies in favor of the delivery of public services to the population. Thus, the Hollow State portrays the formation of multiple actors and their due relationships for success, such as, for example, the hiring of companies aiming at public-private partnerships to promote the concession or delegation for services (MELO, 1996).

In Brazil, NPM was the guiding element of the national management reform that took place in 1995, through the implementation of the Master Plan for the Reform of the State Apparatus (PDRAE), in which it was assumed that the country was going through

a fiscal crisis coupled with rigidity and the inefficiency of the public administrative machinery, making it necessary to promote managerial reform based on the decentralization of the provision of State services (BRASIL, 1995; DA COSTA, 2010). The main objective of PDRAE was to rebuild the State, in the sense of expanding its governance capacity, to coordinate the economy, in the search for the reduction of social inequalities, in addition to guaranteeing the right to property to the population, in harmony with civil society (BRASIL, 1995).

PDRAE was based on four major sectors: Strategic Nucleus (NE); Exclusive Activities (AE); Non-Exclusive Services (SNE); and Production of Goods and Services for the Market (PBSM) (Ibidem). The NE corresponded to the sector that defined laws, policies and control; the AE sector was related to the exclusive provision of the State, such as inspecting, promoting and regulating; the SNE sector represented the provision of services in partnership with actors from public non-state and private organizations; and, finally, the PBSM sector reflected the performance of economic activities aimed at profit, despite being under the responsibility of the State (Ibidem). The government, then, was configured with the change from executor to inspector, promoting the control of results and managed competition, from devices that would allow to increase its capacity to govern and to implement public policies (Ibidem).

Indeed, it can be said that the PDRAE contemplated the need to promote regulation, transparency and accountability for the State. Therefore, it was necessary to generate policies aimed at decentralization, such as: providing greater freedom for managers; establish a system of goals, objectives and management contracts; contract results; and providing results and performance management for society, which would be seen as a citizen and no longer as a customer (CAVALCANTE, CUNHA, 2017; FUKUYAMA, 2013). Thus, the scenario was opportune and relevant for the promotion of policy integration, with increasingly complex problems, from a multinational perspective, with several existing interdependencies and transdisciplinarity.

The second moment of the emergence of governance indicates a critical response to the sociological concept of governance, arising from a perception of Anglo-American literature and emerging a movement through networks and partnerships, to the detriment of the hierarchy and bureaucracy that existed until then, in the which civil society would become more important in this line, being considered as an executor of public policies (BEVIR, 2011, 2013; FUKUYAMA, 2013).

This moment was called as New Public Governance (NPG), marked by the change of hierarchy for problem solving, in a cooperative way, since traditional solutions would no longer be enough to solve complex problems, needing a new approach, breaking with the government-based paradigm of governance, coordinating actions of the networks of actors and public policies (PP) (KLIJN, KOPPENJAN, 2015).

After understanding its emergence, it is necessary to highlight the different definitions of public governance. There are concepts of (modern) governance being treated as emerging standards in relation to government actions that involve the government of social, political and administrative actors (KOOIMAN, 1993), through social coordination and new opportunities for collective actions (BEVIR, 2011), allowing the increase in the capacity of creation, application of rules and interaction with the environment and society, for results of goods and services (FUKUYAMA, 2013).

With regard to joint action between the State and society, governance presents three important elements to be considered: occurrences of interdependence between the organizations involved in the system; constant and agreed interactions between the various members belonging to the networks; and autonomy of the State (RHODES, 2007). It means to say that governance can be seen as an interactive way of acting in relation to the range of actors contained in the construction process, in which none of them has a sufficient degree of authority over the others in the search for a collective solution (PIERRE, 2000).

It is noticeable the emphasis given on the relationship between the State and society in the necessary interaction for the production of policies in the concepts of governance, an element that contributes for the State to act together with actors from different groups and allow coordinating actions in complex systems (LASCOURMES, LES GALÈS, 2012).

The stipulated governance by the State also addresses choices of coordination instruments, according to each type of governance (GALÈS 2011). Governance capacities are related to governmental skills to carry out the necessary activities, as well as the proper management of the instruments for our conception of government programs in the search for the identification of goals and how to achieve them, according to available resources and scope of action (PETERS, 2000). In view of this, the instruments are not neutral elements, needing the proper understanding by the State regarding the

existence of disputes and different political conceptions, having to point out the best choice for the best strategy for its implementation (LASCOURMES, LE GALÈS, 2007).

From the perspective of governance, then, the State starts to walk in tune with the nation, with the advancement of humanity and with globalization, in the face of a market perspective, striving for solutions in serving citizens (BEVIR, 2011). In this way, management and governance are attributes, in which the State provides greater responsiveness to the population in delivering public policies to society.

The eventual harmony between the State and society allows to strengthen governmental actions, a characteristic linked to developed countries, in which both are considered strong (BEVIR, 2011; MIGDAL, 1988). However, in developing countries, there is a gap in this regard, with a discrepancy exacerbated by the fragmentation of social control (strong society and weak state) that comes from colonization - here understood as resistance to domination, a factor that prevents development in a given country. (MIGDAL, 1988).

Bresser-Pereira (2009) opposes Migdal's thinking based on the fact that society would also be weak because it cannot be able to maintain the cohesion of government actions, in the sense of having the laws democratically respected. In this way, primary governance seeks to balance government actions, aiming to expand the synergy between the State and society, based on the principles of valuing the citizen, greater social participation and the promotion of democracy.

Good governance, therefore, refers to the State's observance of these principles over governmental actions, dividing itself into three main lines of acting and values: rule of law - property and human rights; democracy - transparency and social participation; and institution - effectiveness and responsibility (ADDINK, 2017; 2019).

Still, social participation was also guiding the construction of the document published by the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) to contribute to the debate on the difference between governance and good governance, in the search for collective construction of solutions for the good of human life in countries. In it, the following principles regarding good governance are contained: *participatory*, consensual, oriented, responsible, transparent, responsive, effective and efficient, equitable, inclusive and compliance with the rule of law (UNESCAP, 2009).

Despite this participatory logic that governance entails and the movement of greater network activity caused by the second moment of its emergence, it is worth noting that contemporary governments face existing complex problems, reflecting on the relationship between the State and society. In Brazil, for example, the scarcity of resources for the provision of public services can be highlighted, a frequent scenario and an impacting cost factor in guaranteeing social rights (SARLET, FIGUEIREDO, 2007; SOUZA, OLIVEIRA, 2018; WANG, 2008).

The scarcity of resources is a form of obstacle that the State and its administration must deal with, considering the need for joint action with other actors for cooperation in the search for solutions. Now, the existing political and social problems, there are still complex and legal problems that are created by the government itself, which go against the principles of good governance and democracy. An example of this legal obstacle was the publication of Federal Decree No. 9,203, of November 22, 2017 (Decree 9,203/2017), in which provided the governance policy for the federal public administration - direct, autonomous and foundational - and which dictates how are the acting rules of public governance in Brazil, as well as the actions that each public agency must adopt (BRASIL, 2017a).

The proposed “governance” by the federal government was based on a study carried out by the Federal Audit Court (TCU) on public governance, with the current narrative in the public environment controlled by this institution in relation to the other bodies in the sector. The meaning of governance presented by TCU concerns the “(...) set of leadership, strategy and control mechanisms put in place to assess, direct and monitor management (...)” (Ibidem, no page).

This document was apparently constructed under a bureaucratic-Weberian perspective with deterministic behavioral and institutional details, in which, it differs from the proposal presented by UNESCAP (2009). Decree 9.203/2017 includes minimally stimulating social participation (Article 4, paragraph VIII), either offering legal support for the creation of spaces that enable social participation, including policy-making, distancing than had been advocated by the UNESCAP document (Ibidem).

This Decree establishes a series of public governance principles with the aim of guiding governance activities in the public service. However, all principles (article 3) involve points of public management and do not reveal any effective participation by society. They are: (i) responsiveness; (ii) integrity; (iii) reliability; (iv) regulatory

improvement; (v) accountability and responsibility; and (vi) transparency (Ibidem). Still, when it comes to the participation of society, as to the involvement in the elaboration, implementation and evaluation of public policies, it appears as a recipient (passive) and very little, or almost nothing, as an active agent of policy-making.

Indeed, the guidelines established by Decree 9.203/2017 centralize all actions and activities in public management. At this point in the decree, it becomes clear and evident the bureaucratic-Weberian perspective, including top-down determinism, in all its rational-legal and hierarchical forms.

In this norm, the Interministerial Governance Committee (CIG) was also created, a deliberative instance with the purpose of advising the President of the Republic in the conduct of the governance policy of the federal public administration, having its composition initially formed by ministers of organs with greater weight in relation to finance, planning and control issues (Ibidem). In 2019, such legal document had been updated (wording given by Decree nº 9.901, of July 8, 2019), being currently formed by ministers of bodies with weight in finance and control and no members related to social policies, as stated in the descriptive text (BRAZIL, 2019b).

Therefore, it is inferred that there is no necessary concern by the federal government with the representation of ministries that deal with social issues, in addition to striving for the full process of controlling government spending, unbalancing the balance in favor of the authority of the “guardians” of public money to the detriment of the participation of “spenders” in the collective construction of policies, something similar to the practice of bureaucratic isolation, aiming at a strategy of control and reduction of participation in the arena by popular interests (HECLO, WILDAVSKY, 1981; KELLY, WANNA, 2000; NUNES, 1997).

Finally, it is worth highlighting two points about social participation in Decree 9.203/2017. The first one concerns the contradictory wording contained in article 4, paragraph VIII, in which it calls on society to ratify the “governance” decision-making process, even with little effective participation (BRASIL, 2017a). The second point, in paragraph IX of the same article, it mentions that society will be called to carry out “(...) *public consultations whenever convenient (...)*” (Ibidem, without page, emphasis added) to corroborate acts regulations established by the government. In other words, in addition to isolating social policies from high decision-making levels, there is an apparently veiled

impasse in relation to social participation, in the sense of the dialectical obstruction between State and society.

In other words, society's participation is being determined by senior public administration bureaucrats. In this sense, Decree 9.203/2017 contrasts the essence of the governance principle, which is social participation, going against the governance teachings pointed out by Kooiman (1993), Rhodes (2007), Bevir (2011), Lascoumes and Les Galès (2012), Peters (2000), Pierre (2000) and Fukuyama (2013).

It is also worth noting that the publication of Decree 9,759, of April 11, 2019, which extinguished and established guidelines, rules and limitations for federal public administration collegiate bodies (BRASIL, 2019b). This government action, in addition to the movement explained against the principles of governance outlined in Decree 9.203/2017, also ended up representing the exclusion of citizen participation in the process of formulating and implementing public policies, as recommended by BFC/1988, when it provided in its article 10 the repeal of Decree No. 8,243, of May 23, 2014, which concerned the legal instrument of the National Policy for Social Participation (PNPS) in the country (BRASIL, 2014).

Decree 9.203/2017 and Decree 9.759/2019 exemplify the weakening of democracy, in addition to being seen as a governance problem in terms of policy coordination, as there are impediments to promoting greater active listening by civil society on social issues, leaving limited governance spaces for this purpose. In 2020, the publication entitled IV Civil Society Light Report of the 2030 Sustainable Development Agenda published a criticism of “misgovernance” in relation to the scope of the SDGs in Brazil, in the sense that the federal government, by extinguishing the National Commission for Development Goals Sustainable Development (CNODS), through Decree 9.759 / 2019, ended up disregarding the commitment to the agreement signed in 2015 as an UN Member State (SOCIEDADE CIVIL, 2020).

In order to better understand the importance of social participation in politics, we highlight, below, its conjuncture as a central element in the construction of collective solutions, based on the focus of deliberative democracy.

2.1.2 Social Participation in Governance

Social participation in actions is guaranteed by BFC/1988 in order to promote citizenship participation in the policy-making and management of social policies or programs aimed at reducing the gap between the State and society, respectively supplier and recipient of public goods and services (BRASIL, 1988).

BFC/1988 provides conditions for the creation of spaces to promote the process of deliberative democracy, processo in which “(...) rational argumentation and equitable procedures for discursive and decision-making participation are the criteria of democratic equality (...)” (VIZEU, BIN, 2008, p. 90), thus enabling the creation of arenas, of a consultative or deliberative nature, aiming to promote discussions and/or debates between public actors and representatives of civil society on certain topics as a way to subsidize and justify decision-making about policies (BRASIL, 1988; GUTMANN, THOMPSON, 2004; POGREBINSCHI, VENTURA, 2017; VIZEU, BIN, 2008).

The right to social participation has the characteristic of being an empowering element for society in political discussions, even as a circumstance of citizenship, being a principle of social justice for inclusion (FLEURY, 2003; FUNG, WRIGHT, 2003). In Brazil, specifically in the act of the constituent, the State created legal and institutional mechanisms (councils, for example) to stimulate social participation.

Spaces were created exclusively for the integration of social policies, such as deliberative arenas. However, the debate in these spaces was not extended, at the time, to other types of policies such as science, technology and innovation and public security, for example.

After about 15 years of BFC/1988, the Economic and Social Development Council (CDES) was created in the country, formalized by the publication of Law No. 10,683, of May 28, 2003. Its collegiate body was composed of members of the government, representatives of the civil society from the most diverse segments (among them: social, cultural, religious) and the market, and as a space for consultative dialogue that contained several representatives to promote the integration of policies within the complexity of the Brazilian State. CDES was able to raise discussions and build consensus, based on the debate on policies and fundamentals related to social and economic developments (BRASIL, 2003; FLEURY, 2003; 2011).

On the other hand, the CDES was criticized for its effective impact on policy-making during its period of operation. Despite the intention of opening a space for the integration of knowledge in favor of development and the relationship between society

and the State, there were still weaknesses in relation to the political system. Such weaknesses showed how the political will and coalitions in the government defined their agenda, a fact that generated fragmentation of government actions regarding social participation in policy-making phase (SANTOS, 2014; SANTOS, GUGLIANO, 2015).

Despite the governance problems related to the coordination of PP programs and the actors involved in the consultative body of the CDES, it was still a dialogical space offered by the government to promote social participation (FLEURY, 2003). Its performance was interrupted with the publication of Decree 9,759/2019, causing its extinction in 2019. Up to the present moment, there are no new spaces of governance with these consultative molds, which involved the government's performance along with the perceptions of the economic and social sides. social, in order to establish dialogue and consensus building, aiming to promote a participatory government.

As we could see and understand, the very limitation to social participation in the context of public governance represents a problem of coordinating government action, in addition to directly impacting democracy, with its weakening. Social participation leads to the appropriation of knowledge in order to qualify the debate in public management, from different social perspectives, and the State's action can contribute to its stimulus through the provision of spaces for dialogue, according to the heterogeneity of civil society (TEIXEIRA, SOUZA, LIMA, 2012).

CDES was a space in which policies (in addition to social ones, including) could be integrated, based on the perceptions, trajectories and experiences of different actors, in order to promote a more joint and democratic performance to support decisions by the President of the Republic (Executive Power), in the form of recommendations in different policy fields (BRASIL, 2003).

If the State can assess the perception of public actors from different areas of activity (political, economic and social), along with civil society, in an organized and integrative way in the construction of collective solutions based on different knowledge and learnings in policy-making, it would be possible that social participation was a key element to enhance governance. In this sense, the cooperative action between the actors would allow the State to evolve in its development, with a focus on social well-being and promoting the reduction of inequalities in favor of human life.

It is important to highlight the understanding of social participation in the midst of governance, with its complex problems and challenges, in an environment with low

stimulus. Thus, governance can be considered as a diffuse and polysemic term, but when applied to the public context, it can be understood as a list of theories, practices, dilemmas and guiding principles that are directly related to democratic principles (PETERS, 2004; 2008).

Such characteristics would demand from the State the coordination of actions (institutional arrangements, in addition to the elaboration of programs and projects) and the necessary coherence for the stipulation of goals to be achieved, in a perspective of multidisciplinary and plurality of public and private actors, in order to excel in the collective construction of political solutions that would subsidize governmental decision-making processes (Idem, 2005). In order to deal with the unpredictability related to the patterns existing in the changes, circumventing it and providing a greater focus on the actions of individuals considering their interactions and existing variables, the theory related to complexity emerged to help raise the standard of governance understanding (Idem, 2017).

Thus, after detailing about social participation and governance applied to the public context, it is necessary to understand the scope of governance in this study and how it is inserted in contemporary times, in situations full of ambiguities, uncertainties and complexities, in addition to dealing with their socio-political problems that are becoming more and more wicked.

2.1.3 Complexity and public governance

Morin's complexity theory and Senge's systemic thinking have something in common that will help us in this understanding: the challenge of understanding multidimensional interactions in the relationship of units and the whole, in the face of an increasingly complex, contradictory, ambiguous world, uncertain and more specialized (fragmentation of existing knowledge, whether scientific or not) (MORIN, 2000a; 2003; SENGE, 2006).

As we have seen, the State needs to be able to deal with, for example, with problems related to the scarcity of resources and their impacts on the management of public services for society and still face the adversities that exist in complex relationships. Any problems related to complexity can be considered by authors as wicked

problems to be treated with new and innovative systemic approaches that are marked by cooperative looks for their resolution (KLIJN, KOPPEJAN, 2015; PETERS, 2017).

The term “*wicked problems*” emerged from the planning literature by authors Rittel and Webber (1973), in which planners were to deal with social problems that were difficult to solve with traditional models and that involved a range of necessary understandings. The situation, at the time of the authors, showed problems that would require political actions, which were not simple to solve (complex), giving rise to the need to understand the context, as a whole, instead of having a ready solution in hand to resolve them (Ibidem).

Thus, the praxis of the first-generation policy analysis planning approach would no longer be adequate to deal with such wicked problems, being necessary to evolve to a second-generation argumentative planning process to list problems and solutions and, thus, deal with social problems and act with the multiplicity of actors (PETERS, 2017; RITTEL, WEBBER, 1973).

The argument used, at the time of Rittel and Webber, is that these emerging problems, characterized as complex, would involve several dynamics and causes that could not be dealt with traditional models, which could generate negative impacts for society if the design of the policy were mistaken (PETERS, 2017). Another important element, in this context, is the evolution of the problems that, after a few decades, raising their level with the logic of interdependencies, range of actors and existing multidimensionalities (Ibidem).

Despite the relevance of the issue, “wicked problems” has become a term that has been criticized for trivializing its use today, being linked or named for any problems that present higher levels of difficulty in solving (Idem). The very conception of the State's role in governance for the benefit of the population is not simple and demands a series of interactions, reflections and investigations in order to face the perverse problems, which pervade individual and collective issues, and which involves several management processes (planning, organization, direction and control) and policy-making to generate deliveries of goods and services to society (KLIJN, KOPPENJAN, 2015; PETERS, 2013; 2017).

Thus, the framework that involves the performance of the State also needs legal elements and guidelines for action and regulation of the actions of legal entities and individuals, in addition to considering the target audience (population contingent) of

society, with millions of individuals and containing different groups (age, gender, class, etc.).

In a complex situation of policy-making, competence is essential for the formulator to be able to make an adequate reading of the context and to produce positive impacts for society, even knowing that unforeseen events will occur along the way, thus, avoiding mistakes in the construction of public policies (LINDBLOM, 1959).

It is important to highlight that Lindblom, father of incrementalism and creator of the model of incremental analyzes (*successive limited model*), has great relevance in the contribution of the evolution of the thought about policy analysis in complex environments, susceptible to the existence of wicked problems. This model allows dealing with problem solving, since that, according to the author, the human mind has limitations for understanding the whole (Idem). Still, adaptation in existing policy-making is possible, based on incremental analyzes, in an application logic through trial and error with due gradual adjustments in actions based on feedbacks (Ibidem; 1979).

Dror (1964) points out that the use of Lindblom's incremental method methodology is possible as long as the existing policy and purposes applied are being satisfactory. There are criticisms of Lindblom's model, even made by the author himself 20 years after publication, for presenting gaps in the holistic view of the problems and presenting specific solutions instead of building and implementing bigger and better solutions - *policy design* (ATKINSON, 2011). However, Lindblom's incremental model was a historic landmark, even disregarding important dimensions such as time constraints, scarcity of resources and individual behaviors. (complex non-decomposable elements) in political arenas, which demand strategies with attempts without error and they are influenced by the values of those decision makers who hold the current power - status quo (CATES, 1979; LINDBLOM, 1979; LUSTICK, 1980; WOODHOUSE, COLLINGRIDGE, 1993).

Add, in this complexity, the element of globalization, which, according to McGrew (2020), represents the “(...) expansion, deepening and acceleration of global interconnectivity (...)” (Ibidem, p. 19), and presents itself as an important dimension in the current context. Considering such complex elements combined with the existence of uncertainties in the political arenas, the adoption of approaches that are focused on controlling actions, which believe that the formulated policies will be implemented, in a rigid hierarchical logic, may have a chance of failure due to the failures that may arise

due to the existence of linear thoughts, culminating in the consequent demoralization of its formulators (GEYER, CAIRNEY, 2015).

The political, economic, environmental and social fields involve interactions and dynamics that are characterized by being complex, precisely because of the range of elements necessary for the generation of results and their impacts caused by the influence of the chosen decisions. Still, there are subjective elements that lead to different perceptions by society, generating different meanings and representations regarding the efficacy and efficiency of the State, directly affecting its governance

In this subjectivity of understanding reality, complexity itself has been put on the agenda by different generations of thinkers, based on the thoughts of John Locke (1690) and his work “*An essay concerning human understanding*”. in which, in chapter XII (*of complex ideas*), the following conceptualization is presented:

“(…) Ideas, therefore, composed of several simple ones, I call COMPLEX; how are beauty, gratitude, a man, an army, the universe; which, although complicated by several simple ideas, or complex ideas composed of simple ideas, are still, when the mind pleases, each considered by itself, as a whole thing, signified by a name (…)” (Ibidem, chapter XII, without page, our translation).

The complexity punctuated by Locke in the seventeenth century emerged as an important theme for the understanding of ideas. However, it started to gain prominence from the twentieth century, with different perceptions of authors who contributed to the evolution of the theme, from discussions involving the holism theory, cybernetics and political and organizational issues.

At the beginning of the 20th century, the scientist Jan Smuts criticized how the form and understanding of science in the previous century were limited, restricted, reductionist and rigid in relation to the randomness of the analyzed facts, called by the author as mechanical evolution (SMUTS, 1936). Complexity was understood as a constant element to nature, through the creative evolution of reality, in which its construction takes place through the dynamism contained in the existing processes in the systems, also valuing subjectivity (Ibidem).

From this view, Smuts rebuked the reductionist view that criticized the perception that the whole was a simplistic composition of the parts contained in the system. In contrast to this view, the author highlights holism, theory that defines the comprehension of the whole world of its components, from the perspective of interaction and relationship

of the parts of the system, not being explained as “(...) mere artificial constructions of thought (...)” (Ibidem, p. 85, our translation).

In the middle of the 20th century, the author Ross Ashby contributed with his perception on the subject of cybernetics, allowing to expand the line of knowledge of the complexity in this area. Ashby's (1957) work was based on transdisciplinary, multidimensional, interdependent and systemic behavioral observations related to individuals or collectives in reality phenomena, such complexity being dealt with by the “black box theory”. This theory, in the author 's perception, claim that not everything might be observed directly in a system with feedback cycles, with the need for research to understand the system coordination (Ibidem).

Ashby's cybernetic studies, in the context of current complexity, contributed to the occurrence of a focus on transdisciplinarity for the benefit of greater explorations of systems or structures, with the perspective of complexity due to the existence of the relationships contained in the systems, from the point of view. of the interweaving of dimensions in relation to realities, and necessary for current studies that aim to understand phenomena intertwined from transversality and transdisciplinarity (MASSIP-BONET, BEL-ENGUIX, BASTARDAS-BOADA, 2019). The complexity analysis in cybernetic studies and models has important elements that are contained in the theories of authors like Richard Nelson and more contemporary authors like Morin and Mitchel, as we will see.

In the late third of the 20th century, complexity was ruled by political and organizational issues as a constant element in government action. Nelson (1977) observed that complexity was made explicit not only by the imbalance of advances in science and technology in different fields, exemplified by him in his work due to the remarkable fact that man went to the moon (and the whole technological process involved in it, as well as the actors and financing interests), but also due to the fact that ghetto children find themselves without school opportunities, causing the development gap between social classes.

The author revisited his own written work more than 30 years ago and again criticized how the State still managed to be inconsistent in its governmental actions by, for example, being able to exterminate diseases such as childhood paralysis and also how to be unable to generate conditions through PP (offering clean water and air and tackling

violence and drugs) for children and their families in ghettos (poorer communities) (NELSON, 2011).

The whole debate, both in the first book and in the second one by Nelson, concerns the capacities (*know-how*) of understanding, that is, the knowledge needed within complex and multidimensional environments, both by the State and by society, to understand the problems in the search for adjacent innovative solutions and the availability of technology to protect lives in the area of human development (NELSON, 1977, 2011).

The coincident point between the two publications is highlighted, within a considerable time period: in the author's perception, in both times there were knowledge restrictions in the construction of solutions, a fact that still persists in governments and societies, with emphasis on the fields of science and technology. In addition, in his first work in the 1970s, the author referred to the importance of the government planning for the long term, in the sense of predicting actions to anticipate the future and to be able to generate capacities (NELSON, 1977).

In a more recent approach, the theory of complexity means the occurrence of the interaction between order and disorder in a concomitant way with the organization of the universe, through a relationship of understanding between what would be unity and multiplicity (MORIN, 2000b; 2005). This complexity paradigm leads to a series of actions, in a productive and destructive way within the order and disorder of the systems, influencing the construction of life, with the existing relationship between these three elements (order, disorder and organization) considered phenomena, in which order and disorder interact in order to influence each other, within a perspective that is not linear (MORIN, 2000b; 2003).

Another contemporary aspect of complexity comprises that a complex system is characterized by organizations or systems of large networks, without central control, interdisciplinary and with simple rules of operation, which give rise to: complex (collective) behaviors; sophisticated processing information; and adaptations made through evolution or learning (MITCHELL, 2009).

Both lines presented on complexity present similar elements, however, it is worth noting that the relationships that exist in the interaction of order and disorder are what allow us to understand the impact on the organization and how science is intrinsically related to this process (MORIN, 2000a, 2003). The lens of complexity is

inserted in the relationships of organizations, which occur within various dimensions, as if it were a systemic view of the events in the organizations and which allows to understand how the interactions occur, starting from the dialogue as a communicative element and link between the actors.

The organization can be understood as a complex system (or unit), since it is not possible to consider the whole as the sum of the parts that constitute it, since the relationships are modified and dynamic, in a multidimensionality of aspects (Idem, 2003), similarity conceptual to Smuts' theory of holism. Morin also criticizes the one-dimensional view because it is limited to a partial view, from the point of view of a dimension that disregards several existing ones, such as social, political, cultural, among others, and which are likely to be influenced both in a different way. both internally and externally to the organization (Idem, 2000a, 2000b).

Cairney (2012) presents an important contribution to the understanding of complex systems, based on the survey of six items that characterize them:

1. There is no way to explain a complex system from its simple division of components, since there is interaction between parts (interdependencies), which can generate behaviors;
2. There is no way to predict the behavior, as there is a linear logic due to the existing dynamics, and changes can impact the system as a whole, of different intensities;
3. There is a high level of *path dependance* due to the sensitivity of the initial conditions established in the trajectory;
4. The interaction from the local level shows behaviors that demand fast action, making control by the director level difficult;
5. The behaviors of the actors can change, either in long periods of stability that may change;
6. Complex problems demand interdisciplinarity to solve.

It is important to bring the interaction element to the discussion, something that is common to more contemporary teachings of complexity and that contains subjective information to the discussions of collective problems within a given system, even more, considering the generation of information and the speed in the dissipation of facts in the context. current world. In this context, Senge (2006) defends systemic thinking (fifth discipline) as an important element in the logic of complexity theory to deal with the

current information age, in which humanity manages to produce much more information than to absorb it. In this sense, the author understands the need to generate means to be able to act in interdependencies, which have different fields of activity that generate information, in order to keep pace with the construction process (Ibidem).

Systemic thinking emerges as a proposal for a holistic view to assist in the understanding of actions in existing interdependencies and to integrate existing knowledge disciplines, contributing to the concerns raised by Richard Nelson. In this sense, it is also important that the State guarantees knowledge and technologies also for the people of the “ghettos”, in order to be inclusive and allowing to understand the different multidimensional realities, in order to increase the assertiveness of governmental actions in the search for political solutions for people's lives.

Certainly, it is essential to understand the relationship between complexity and policy-making, to the detriment of governance by the State.

2.1.4 Complexity and Policy-Making

The work published by Stacey during the 1990s served as reference for the discussion in this study, since it expressed the congruence between complexity, within the logic of the adaptive system, and related to the theory of organizations - from a diagram (or matrix) levels of agreement and certainty in relation to the problems faced by managers - and the decisions necessary for their resolution for the purposes of management (STACEY, 2007).

Geyer (2011) explains that the Stacey Matrix (SM) can be applicable to public organizations and expresses its relationship with the policy-making to facilitate understanding in the public sphere. In Geyer's perception (Ibidem), the SM axes have the following characteristics:

- Agreement axis concerns the degree of acceptance by the actors involved in the process on the propositions to be addressed, such as a solution of the problem, policy-making or decision-making, and the variation revolves around the high or low their degree of agreement;
- Certainty axis concerns the degree of knowledge of the actors involved in the process about the themes of the problems to be faced, such as defining

the problem and how to solve it, and the variation revolves around the high or low level their acceptance.

In SM, certain problems can occur within complex environments and solutions to be built are subject to analysis and convergence of opinions, based on possible combinations between the degrees of agreement and certainty in the diagram, which can walk between order and order. disorder, according to punctuation expressed in Morin's theory of complexity. Thus, in SM, the relationship between the degree of certainty given by the specialists (experts) on the themes and the degree of agreement of the action to be taken for its resolution is clear (STACEY, 2007; GEYER, 2011).

According to the content expressed, there are five situational environments that can be built, in the context of policy-making in possible combinations of relations of greater or lesser degree of dimensions (STACEY, 2007; GEYER, 2011).

The first environment (1) expresses the order (known zone), in the sense of being an environment in which there is a high level (closer) of certainty as to the degree of knowledge of the expert actors involved in relation to the variables involved in the problem to be faced and a high level of agreement as to the degree of certainty (closer) to the actions to be taken for proper resolution, culminating in decisions considered simple from a rational and technical point of view (STACEY, 2007; GEYER, 2011). Environment 1 can be understood as the “(...) golden zone (...)” a space that presents full understanding of the problems to be solved and with proposals for resolution that are accepted by the actors and / or groups (GEYER, 2011, see from 5'36”).

The second environment (2) comprises the space in which there is a high level of certainty about what will be treated and a low level of agreement about the proposals presented as referrals, that is, impact on the areas on the decision to be taken, because, despite specialists know the problem and be well defined, there are different groups that need to generate consensus or minimize conflicts (occurrence of agreements and bargains, for example) to be able to generate the appropriate solution, characterizing political decision making (GEYER, 2011; STACEY, 2007).

The third environment (3) concerns the space in which there is a low level of certainty about understanding or how to make a solution feasible and a high level of agreement between the groups on the need to solve the problem, that is, despite the existence of consensus among the groups, the actors do not know or are in search of consensus on how to develop the strategy to achieve the best results, characterizing the

decision-making of judgment (STACEY, 2007; GEYER, 2011). Environments 2 and 3 can be considered complicated, situated between simple decisions, but not at the level of complex ones (ZIMMERMAN, 2001).

The fourth environment (4) is considered as anarchy or chaos, as it is the area that presents the most difficulties, a situation also called disorder. In this space, there is a low level of certainty about understanding the problem or how to make an appropriate solution feasible and a low level of agreement between the groups on the need to solve the problem (GEYER, 2011; STACEY, 2007). In view of this, there are approaches to policy-making, such as, for example, the incremental model that presents small strategies with constant adjustments, which allows better performance in the face of existing complexities (GEYER, 2011).

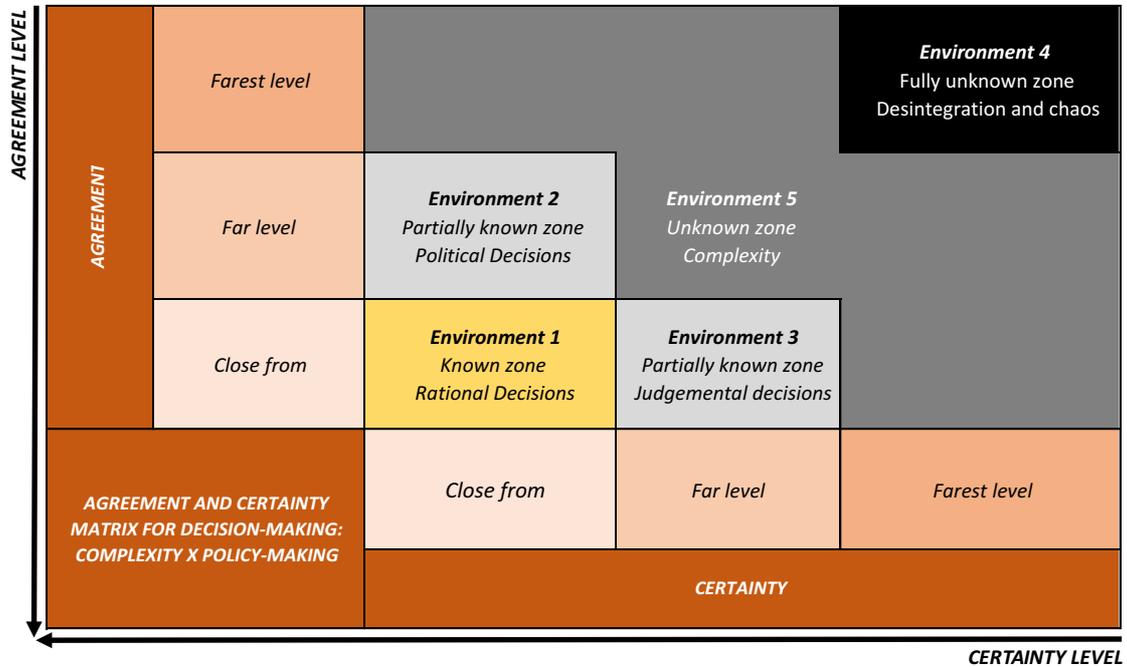
The fifth environment is considered the largest space for graphic representation, in which there is the greatest degree of complexity, with a low level of agreement between the actors on the need to find a solution and under a level of certainty about the problem or proposed solutions (GEYER, 2011; STACEY, 2007). This is the space in which actors can generate combinations between elements from the proposals of judgment and political decisions, as well as the existing social and political game regarding the agreements for the elaboration of strategies (GEYER, 2011).

Still, when facing complex problems, the suggestion about the best way to act would be to movement from environment 4 towards the golden zone, in which there is production of consensus built between the actors, understanding of the problems faced and proposals for high-level solutions. impact (targeting and hitting) to enable the policy (Ibidem).

To facilitate the understanding of situational environments about the relationship between complexity and policy-making, we elaborate figure 1, which summarizes the perception of Stacey (2007) and Geyer (2011) about the SM. Such a matrix can facilitate the understanding of the holistic view, the order/disorder dichotomy and the characteristics of complex systems, brought by Cairney, Morin and Stacey, respectively, about the variables necessary for the policy-making by the State, in the face of problematic environments. complex and multidimensional and with a plurality of actors involved in the process, based on the acceptance and agreement. Here, we must emphasize that social participation is fundamental in the governance process, with

emphasis on the territories and the communities that inhabit them, since they are profoundly aware of local realities and the problems faced by the population.

Figure 1: Situational environments: complexity vs. policy-making.



Source: own elaboration based on the teachings of Stacey (2007) and Geyer (2011).

This paradigm of complexity is experienced daily by the State, which acts in the policy-making for the life of society. But how to deal with complexity? In order to be able to govern in this environment, considering the assertiveness of decision-makers that demonstrate the effectiveness of policies in governmental actions for the benefit of society, the development of governance with systemic thinking would allow the State to have a greater capacity to contribute to the understanding of the complexity that exists in this context. Therefore, this thesis will follow the concepts of complexity by Morin, Senge, Cairney and Stacey.

2.2 INTERACTIVE GOVERNANCE

As we saw earlier, governance comprises the State's action in favor of: the collectivity, within a contemporary context marked by complexity; by government coordination failures in proposing political problems and solutions; and by changing the hierarchy in a cooperative way to solve problems (PETERS, 2015).

Developing countries, in general, adopt the model of governance centered in State, considering the low political legitimacy, involved with problems related to corruption (even widespread) and shortage of resources, resulting mostly in interactions institutional character (to the detriment of social participation) between national and subnational governments (TORFING et al., 2012).

Governance allows for the presentation of coherence in the goals set by public organizations, in line with the role in coordinating the activities of the public and private sectors to achieve results (PETERS, 2013).

The central point is that coordination and coherence are fundamental elements in governance processes in order to be successful in government actions, with emphasis on the performance of the State in society. Thus, the importance of coordination in government actions that guides the search for coherence must be constant, regardless of whether supranational, national or subnational governments (LANZALACO, 2010).

In this context, the interaction between the actors (public or not) involved in the governance process increases the degree of difficulty in its management and coordination, even more with the complexities involved today (KLIJN, KOPPENJAN, 2015). Consequently, it is important that solutions and governance arrangements understand the different variables that exist in this area of complex problems and a high level of interconnectivity.

Thus, traditional solutions have not present themselves as sufficient to solve wicked problems, requiring a new approach, with the breakdown of government-based paradigm for governance, to coordinate the actions of PP networks and with institutional arrangements that support the performance of the State in the interaction with the multiplicity of actors and the multidimensionality involved in processes (KLIJN, KOPPENJAN, 2015; PETERS, 2015; PETERS, 2017).

The interactive governance approach emerges as a response to contemporary perverse problems, in order to prioritize the relationships and coordination of existing political, economic and social actors in the construction of possible solutions from the *bottom-up* perspective, by encouraging social participation (PETERS, 2010; RØISELAND, VABO, 2016; TORFING et al., 2012).

In the interactive governance approach, it is possible to obtain a higher level of interaction between the State and citizens, contributing for raising the level of citizenship among the participants and, consequently, for the collective capacity to influence

decisions in the construction of PP solutions (IRVIN, STANSBURY, 2004), based on active participation in a personal way, with the option of representing (or intermediary) the interested parties (NABATCHI, AMSLER, 2014).

This study also followed the guidelines of the authors Torfing et al. (2012), who explain that interactive forms of governance can be understood as:

“(…) the complex process that, through which, a plurality of political actors with divergent interests interact to formulate, promote, and achieve common goals, through the mobilization, exchange and implantation of a variety of ideas, rules and resources (…)” (Ibidem, p. 13, our translation).

Thus, in the context of New Public Governance (NPG), working in networks, multiplicity of actors and multidimensionalities, interactive governance allows the state to promote necessary elements for the proper coordination and articulation in cooperation of the actors involved in collective solutions, allowing to potentiate social participation in the search for problems and daily challenges, in order to generate contributions to processes of formulating interorganizational policies in a satisfactory way (IRVIN, STANSBURY, 2004; NABATCHI, AMSLER, 2014; RØISELAND, VABO, 2016; TORFING et al., 2012).

There are three important characteristics to be highlighted about interactive governance: the first one concerns a complex process (and not a linear process); the second one clarifies that this process is conducted with a focus on the collective (common objectives) in view of the range of diffuse interests of the actors; and the third points out that the process must be decentralized, starting from the engagement among the actors in definitions and negotiations of the common objectives (TORFING et al., 2012).

Still, it is relevant that the performance of the government of the State occurs in a non-centralized way in interactive governance, since the government can have a fundamental role in meta-governance, here understood as “(…) governance of governance (…)” (Ibidem, p. 4), a fact that would make it possible to work on the necessary conditions for the performance of the actors and the construction of spaces to promote debates together with that of society to raise the quality of governance (RØISELAND, VABO, 2016 ; SØRENSEN, 2006).

There are three types of classic interactive arrangements for interactive governance, typical of the policy-making process: quasi-markets; partnerships; and

governance networks (TORFING et al., 2012). The intrinsic characteristics, the existing risks and the possible solutions proposed by the authors Torfing et al. (Ibidem) regarding the types of interactive arrangements are contained in box 1.

It should be noted that the fragmentation in the network expresses the fragility found in the articulation between the actors, as well as in the existing relationships between them (Ibidem). There are several elements to be considered, in this sense, that consequently impact the process of coordination of governmental actions, resulting in imminent risks of fragmentation of policies and consequent failures in results.

Box 1: Typology of interactive governance arrangements.

Governance Arrangement Type	Characteristics	Possible Risks	Possible Solutions
<i>Quasi-markets</i>	Institutional arrangements originating from NAP, in order to bring the market closer to the provision of service to society through contracts (dichotomy between price and quality), having, technically, efficiency gains in the private market without the due loss of public assets, from the introduction of competition and competition between suppliers.	Occurrence of contracts subject to risks of inefficiency and / or even the creation of monopolies during the contractual period.	Competition promoted (or sponsored) by the State.
<i>Partnerships</i>	Institutional arrangements based on agreements (formal and / or informal) between public and private partners, with the objective of mutual gains of a given operation to solve public problems (examples: cooperation projects, public-private partnerships or concessions).	Occurrence of a lack of creativity and resources can become barriers to the implementation and / or execution of the contract.	Creation of <i>joint venture</i> projects (association between non-definitive institutions with division of responsibilities) with or without shared risk.
<i>Governance Networks</i>	Horizontal arrangements (formal and / or informal) constituted to promote coordination (joint efforts), cooperation (construction of common objectives) and sharing (knowledge and resources) between public and / or private actors to solve public problems.	Occurrence of complexity and fragmentation.	Periodic cross-sectional exchanges and negotiations between the actors.

Source: Torfing et al. (2012)

2.2.1 Limitations on interactions in the governance process

In Brazil, Lotta and Favareto (2016) carried out a study that analyzed three institutional arrangements of political programs of the Brazilian government (Brazil Without Misery Program; Growth Acceleration Program; and Territories of Citizenship Program), perceiving weakness in the integration of policies, especially at the local level when the territory is seen as “(...) mere investment repositories (...)” (Ibidem, p. 49).

The authors also evidenced low social participation (presence and/or representative) in the PP cycle process, in which society was largely restricted to social control in relation to the programs’ execution, culminating in legitimacy implications of programs and transaction costs considering not participating in planning and management processes (Ibidem).

Thus, there are criticisms of government failures regarding social non-participation in political decision-making processes (Ibidem). This point is crucial for the weakening of both governance and democracy, as they deprive the population of political freedoms and civil rights. Therefore, the social participation in political decisions can be one of the pillars of the development process of a country:

“(...) Even when there is no lack of adequate economic security for people without political freedoms or civil rights, they are deprived of important freedoms to conduct their lives, being denied the opportunity to participate in crucial decisions concerning public affairs (...)” (SEN, 2018, 360 of 8126).

In this sense, maintaining the synergistic relationships between the actors within governance networks can contribute to reinforce the integration of the actors involved in the search for greater consensus to legitimize the policies and the qualities of their decisions. When governments act aimed at building broad consensus and social support policies, the chances of being successful are higher than as there are taxes or decisions contrary to the interests of society (LIJPHART, 2012).

Building policies that hold high capacity for social participation in governance processes and that are of interest of the population becomes an important element in situations with high levels of conflict, considering that other solutions can be generated through other ways the legal ways such as judicialization, for example (GOMIDE, PIRES, 2014).

To this end, ensuring strong relationships in the interaction of actors and the success of interactive governance, establishing trust between actors, voluntary willingness to cooperate and the availability of resources become fundamental attributes (TORFING et al., 2012). Thus, acting in the development of networks of actors and PP for the design of governance helps to promote interaction between the State and society.

Governance perspective is directly intertwined in the construction of such relationship networks, highlighted here by the elements of an interdisciplinary character and power resources (CALMON, COSTA, 2013). Representatives of State might direct society by allowing innovation as source for the common good, in line with the set of existing formal and informal institutions (Ibidem).

In this sense, the multidisciplinary nature of networks is directly influenced by policies and public administration (Ibidem). The stimulus to social construction, such as the joint construction for the definition of the problems to be faced by society, can have relevant narratives that arise from social participation and that can contribute to the formation of PP agenda in the context of governance (BIRKLAND, 1998). It is possible, therefore, to think that hierarchies and networks might coexist within the interactive governance environment, especially when: there is a proposed social balance; when there is consensus; when there are people willing to cooperate/collaborate; when resources are available; and when there are feasible laws to give due legitimacy to administrative acts (CALMON, COSTA, 2013; TORFING et al, 2012).

The three classic governance arrangements (partnerships, quasi-markets and governance networks) are characteristic of public administration (TORFING et al., 2012). In Brazil, they were initiated by the implementation of PDRAE in 1995 and have persisted until the present moment. This study will focus on the governance networks presented by the authors, considering the object of the thesis and its theoretical validation in an applied case study, which will be discussed below.

In governance networks, it is worth noting that networks may have formations that emerge from inter (within) or intra (between) organizational relationships between public institutions, in addition to relationships between public and private institutions (Ibidem). It is noteworthy here that, in all types of relations, the State is always present, from the context of interactive public governance, with public actors, in the search for solutions.

The existence of formal or informal rules in the heart of governance are important elements, as they allow to regulate the behavior of the actors, their pattern of interaction with others and their perceptions related to the problems (KLIJN, KOPPEJAN, 2015). However, in this context, Torfing et al. (2012) point out important warnings to the detriment of democracy, since the excess of rigor in institutionalization in interactive governance can generate exclusions of actors in the process of demand from the government, as well as limit the innovative capacity in governance, being necessary to find the balance of performance.

It is important to highlight here the understanding of participatory democracy *vis-à-vis* interactive governance. The modern society has an integrated feature of being "(...) functionally differentiated (...)" (ANDERSEN, LOFTAGER, 2014, p. 511, our translation), under the system's point of view to be divided into autonomous segments (economic, political, legal, etc.) - specializations or stratifications that raise the level of complexity due to the division of labor (Ibidem). However, there is a contrast between the positive side of raising problem solving (gain in efficiency) at the expense of reducing the decision-making power of citizens and the representations they elected - absence of direct participation (Ibidem).

The degree of democracy can vary (potential or threat) within governments, depending on four norms contained in the interactive governance process: political equality; political competition; responsibility; and individual freedom (TORFING et al., 2012). The first rule concerns the right to vote intrinsic to each citizen, in an equal and constitutionally guaranteed way; the second and third rules lead to competition between future political representatives in a voting system; and the fourth rule is related to the citizen's degree of autonomy (Ibidem).

Still, the authors Torfing et al. (Ibidem) highlight that there are three strands that can contribute to active democracy in interactive governance:

1. Construction of governance spaces with more egalitarian distributions in relation to institutions and citizens, since interactive forms of governance can increase the capacity of democracy in terms of the affectation of a given public policy in certain members of a society;
2. Bringing citizens closer together in the arena of interaction, in order to make them part of the political-social game, in order to provide greater mobilization to guarantee greater political competition, based on the

creation of thematic sub-arenas, with a balance of representations for due democratic legitimacy;

3. New (or innovative) governance arrangements that promote public policies and services for society, from quasi-markets, partnerships or networks, in a cooperative manner and with greater interaction.

In this way, the democratic potential of interactive governance occurs from the local or territorial level, since the logic with the objective of developing policies contributes to the responsiveness in delivering results that reach different interests of the various parties, contributing even to provide due support in the processes of formulating, implementing and evaluating policies (RØISELAND, VABO, 2016). Such potential is also defended by Peters and Pierre (2008), in the sense that the relationship built between society-state allows to offer more comprehensive and perceptible explanations, from the point of view of the government.

In this sense, the process of representation based on interaction requires the government to create “(...) space or common ground (...)” (KOOIMAN, 1993, p. 215, our translation) capable of generating favorable conditions aimed at facilitating social actors in building solutions to reality (Ibidem). Thus, there are some warnings about the importance of taking care with normative principles of interactive governance: on the one hand, the institutional (structural) part of the government, with regard to the design of the structure of governance modes for “(...) influence and dimension the participation structures (...)” (FREY, 2004, p. 122); on the other, the intentional side, with clarity for what the author calls the “mental images” reflected in the management objectives, with emphasis on the provision of mechanisms (governance instruments and participation channels) for collective construction (Ibidem).

It is important to highlight that participatory democracy in interactive governance is in line with the initial thinking made by researcher Donald Kingsley about representative bureaucracy, a theory brought to light in a study carried out by the researcher in relation to British civil services during the 1940s, in which democratic ideals would extend to the State, in the sense of having proportional representation of the most diverse elements of society in the body of decision makers existing within the framework of public administration, to serve in a forceful way contemplating the interests, values and needs of society as a whole (KINGSLEY, 1944; KIM, 1994; PITTS, 2007; VIANA, TOKARSKI, 2019).

In this sense, representative bureaucracy becomes an important component in the process of interaction between State and society, being taken into account in order to meet the contemporary heterogeneity of different socio-political segments, such as policies for the representation of socially disadvantaged groups, such as gender, race and sexuality, for example. Of course, there are several factors, in view of the contemporary complex environments in which the State finds itself, but the possibility of having workforce staff, especially with representativeness with regard to decision makers in public administration, could be more equitable to be able to increase the assertiveness of public policies for society (MEIER, WRINKLE, POLINARD, 1999).

The discussion about representativeness goes beyond understanding the bureaucratic side in public administration and the interaction between its members, it brings a greater dimension in the understanding of meanings involved, especially when talking about the social side. Social representations are based on the core of actions that are shared by a group, in order to express their values and meanings in relation to objects, being built from the set of actions shared by a certain group of individuals, a fact that favors the understanding of the interaction that occurred between existing social conditions and individual action (MOSCOVICI, 2007). This positioning contributes to not drawing conclusions or providing any kind of interpretation in the face of certain situations:

“(…) In social thought, the conclusion takes precedence over the premise and in social relations, according to the appropriate formula by Nelly Stephane, the verdict has priority over the judgment. Before seeing and hearing the person, we have already judged him; we've already classified it and created an image of it. In this way, any research we do and our efforts to obtain information that we endeavor will only serve to confirm this image. Before we see and hear the person, we judge, we classify and create an image of it (...) ”(Ibidem, p.58).

The efficiency of social representation can contribute, even, in public management, in the sense of increasing the performance in reaching the results of organizations, when the meanings in relation to the group of workers and their role before society are understood (CAIO, MARQUES, 2010).

Social representation can allow interactive governance to contribute to the design of a given policy by building participatory processes and establishing trust between the State and society, in the face of greater purposes for building relevant alliances for the

process, as well as contributing for the search for the due legal support needed for government action (IRVIN, STANSBURY, 2004; RØISELAND, VABO, 2016).

There are important governmental solutions to deal with economic and financial issues that have implications for PP (due to the scarcity of resources and existing complex problems), important and converging points to promote institutional arrangements and social participation (FLEURY, 2002).

Therefore, interactive governance, based on the necessary design of the institutional arrangements that promote the discussions and negotiations of the networks of political and social actors related to complex themes, can contribute to enrich the quality of the PP to be delivered by the State. Therefore, it is essential to understand the Policy Integration (PI) process and its relationship with complexity and the coordination process, in order to avoid fragmentation in governance.

2.3 POLICY INTEGRATION

After the introduction of complexity and public governance, we were able to understand how interactive governance can contribute to achieving more effective results for society, as well as the relationships in the interactions between State and society allow greater democratic support and support for the policies to be implemented. drawn.

In this context, it is necessary to understand how the integration of policies can contribute within the scope of governance, aiming at the multidimensional and systemic understanding of the problems existing in society, in the search for the construction of collective solutions.

Underdal (1980) developed a pioneering and incorporative approach with regard to PI, from a context of environmental policies related to marine and coastal waters (LANZALACO, 2010). The concept of PI by Underdal (1980) refers to: “(...) to integrate means to unify, to join parts in a whole (...) means a policy in which constituent elements are brought together and subject to a single conception and unifying (...)” (Ibidem, p. 159, our translation).

According to Underdal (Ibidem), in order to PI to be qualified it must have three basic requirements: the ability to understand (input information); aggregation (different input process); and consistency (information output).

The ability to understand concerns the balance in the process of understanding certain information about four dimensions: time, space, actors and issues (problems). In this requirement, it is important to consider such dimensions in the long term, with emphasis on the concern for the sustainability of the use of natural resources for the next generations of the population (Ibidem).

The aggregation needs to consider the relationship of PI in understanding the systemic view, as well as the presence of interconnections of problems, the performance with equity and ethics on the part of decision makers and the consequences of the policies of governmental actions (Ibidem). However, the author stresses that it is also important that decision-making is based on an assessment of the aggregation of such consequences.

Consistency, both horizontally and vertically, refers to the harmony that exists between the different components in the policies, but that agree with each other, and the character of equity in the delivery of government actions must be considered as a guide to guide the conduct by the State (Ibidem).

Thus, for a policy to be properly integrated, there must be recognition of the consequences (premise of the decision taken), aggregating them in a general assessment, in order to penetrate all available levels of the policy and all public institutions in the process:

“(...) A perfectly integrated policy can, therefore, be defined as one in which all the significant consequences of political decisions are recognized as their premises, in which political options are evaluated based on their effects in some aggregate measure of usefulness and where the different elements of the policy are consistent with each other (...)” (Ibidem, p. 162, our translation).

Thus, Underdal was essential in the construction of the PI vision, however, he did not properly conceptualize the term. PI is an expression that is conceptualized in academic production by different authors from different political areas and that lead to expressions of an operational nature (BRIASSOULIS, 2004). PI arises from the publication of Underdal and the incorporation of policies that gradually took place and extending its connotation to other fields, beginning to gain notoriety on the world stage in the 1980s and culminating in the entry of its proposal within the Brundtland Report (LANZALACO, 2010).

Our perception is that there was an appropriation of the integrative logic by the different areas and that they were able to segment their socio-political actions by creating

their respective PI approaches. Thus, in this study, we will present two examples of more structured approaches, with their due conceptualizations and understandings about the following policies: health, with the Health In All Policies (HIAP) approach; and the environment, with the Environment Policy Integration (EPI) approach.

2.3.1 The Brundtland Report (1987)

In the 1980s, there was the publication Brundtland Report (1987), which contains the sustainable discourse that concerns the life of the population on the planet, and was published by the *World Commission on Environment and Development (WCED)*, being better known as “*Our Common Future*”, in which he expressed his concern with balance and awareness in the use of natural resources for the enjoyment of the next generations.

The *Brundtland Report* (1987) becomes essential for this study, since it contained a global alert for the search for a balance between health, the environment, the economy and development, in a vision of the human condition of survival of future generations. The excerpt taken from the publication expresses well the proposal contained in the document:

“(…) we can see and study the Earth as an organism whose health depends on the health of all its parts. We have the power to reconcile human affairs with natural laws and thrive in the process. Our cultural and spiritual heritage can enhance our economic interests and the imperatives of *survival* (...)” (Ibidem, p. 11, our translation).

Published more than 30 years ago, the Brundtland Report can be considered as a highly relevant document of the PI (LANZALACO, 2010), since there is mention at various times in the document about the importance of integrating factors and policies, for the sake of survival of humanity, as shown in table 1.

Table 1: Relationship of Policy Integration in the Brundtland Report (1987).

Relationship Types	Report Location
Agricultural policies and development	BRUNDTLAND, 1987, p. 18
Production and conservation of natural resources	BRUNDTLAND, 1987, p. 34
Environmental policies and development	BRUNDTLAND, 1987, p. 33
Population, health, education and anti-poverty policies and economic and social developments	BRUNDTLAND, 1987, p. 45
Economic and social implications and sustainable development	BRUNDTLAND, 1987, p. 48
Economic and ecological factors in laws and decision-making systems	BRUNDTLAND, 1987, p. 50

Trade, environmental and development policies	BRUNDTLAND, 1987, p. 64
Factors of social, family, gender, labor, educational, health and rural development policies	BRUNDTLAND, 1987, p. 78
Nutrition, environmental, health, food production, water policies; sanitation and industrial	BRUNDTLAND, 1987, p. 79
Environmental and educational policies in rural areas	BRUNDTLAND, 1987, p. 81
Inclusive policies for integrating vulnerable communities into social and economic structures	BRUNDTLAND, 1987, p. 82
Environmental and agricultural policies	BRUNDTLAND, 1987, p. 97
Economic, labor and rural development policies	BRUNDTLAND, 1987, p. 101
Industrial, climate, health and environmental policies	BRUNDTLAND, 1987, p. 125
Environmental and health policies	BRUNDTLAND, 1987, p. 126
Water, consumer and industrial policies	BRUNDTLAND, 1987, p. 149
Science and technology policies and industrial policies	BRUNDTLAND, 1987, p. 145
Waste, biotechnology and industrial policies	BRUNDTLAND, 1987, p. 151
Environmental, water, energy, industry, consumption and economic policies	BRUNDTLAND, 1987, p. 152
Cooperation, marine, environmental, coastal, and fisheries policies	BRUNDTLAND, 1987, p. 181
Coastal, environmental, economic and development policies	BRUNDTLAND, 1987, p. 182
Trade, environmental, economic, energy policies and sectoral programs	BRUNDTLAND, 1987, p. 215
Economic, rural, environmental, energy and poverty policies	BRUNDTLAND, 1987, p. 226

Source: prepared by the authors based on the Brundtland Report (1987).

The essence of the Brundtland Report is the search for the capacity of governments to act in the choice of sustainable in order to integrate policies, whether economic, environmental, industrial or social (BRUNDTLAND, 1987). Next, we will see how important this report was for the development of thematic policy integration.

2.3.2 Health in All Policies (HIAP)

In the case of health, in the year following the publication of the Brundtland Report, the II International Conference on Health Promotion took place (1988), organized by the World Health Organization (WHO) and based in Adelaide, Australia, and became known as the 1988 Adelaide Conference. At this conference, one of the central points

was to highlight the Healthy Public Policies (HPP) movement, initial logic of the approach to health on the integration of policies called HIAP, in which it places health as a central element for the ideal of healthy life, through the relationship between the social and economic side (WHO, 1988).

The purpose of the 1988 Adelaide Conference was “(...) addressing complex health challenges through an integrated policy response within the limits of the portfolio (...)” (KICKBUSCH, MCCANN, SHERBON, 2008, p. 1).

Adelaide Conference of 1988 highlighted the value of health for the governments of the world, in order to focus on investments in HPP. This theme emerged during the I International Conference on Health Promotion, held in Ottawa, in 1986 (WHO, 1986). At the time, aiming at improving access to health for citizens and elevating social justice, the importance of integrating policies in economic, social and health contexts for this purpose was placed on the agenda (Ibidem).

HIAP approach would have its roots formalized only a few years after Adelaide, a fact that occurred in Finland, in 2006, when the country adopted it in its proposal for the Presidency of the European Union, with a focus on acting in health promotion and prevention of diseases (LEPPO, OLLILA, PENA , WISMAR , COOK , 2013; MEIKAS, 2013; PUSKA, STÅHL , 2010; STÅHL , 2018; STÅHL , WISMAR, OLLILA, LAHTINEN, LEPPO , 2006).

The first conceptualization of HIAP was given by Sihto, Ollila and Koivusalo (2006), which included as a horizontal strategy and complement, whose potential can raise the health status of the population, having their bases from Social Determinants of Health (SDH), capable of being influenced by policies in sectors other than health.

It is worth mentioning that the original model of the SDH, referring to the authors Dahlgren and Whitehead (1991), in addition to the results found by the study by the researcher Lalonde (1974) and the proposal for Health for All contained in the Declaration of Alma- Ata (1978), were crucial to the foundation of HIAP and will be seen later in this study. The most recent definition of HIAP was presented at 8th International Conference on Health Promotion, organized by WHO and based in Helsinki, Finland, in 2013, in which:

“(...) Health in All Policies is an approach to public policies in all sectors that systematically takes into account the implications of decisions, searching synergies and avoid harmful impacts on health, in

order to improve people's health and equity in health. It improves the accountability of policy makers for health impacts at all levels of policy making. Includes an emphasis on the impact of public policies on health systems, the determinants of health and the well-being (...)" (WHO, 2013, p. 1).

The WHO document (Ibidem), referring to the Declaration of Helsinki, in 2013, contains the request for the involvement of national and subnational governments in the commitment to health and equity in health, in order to develop institutional capacities, stimulate social participation and mechanisms of audit for the transparency of actions, essential elements for good governance, especially when it comes to complexity in contemporary times.

HIAP emphasizes the need for a systemic vision for a more comprehensive performance in PI in complex environments and an understanding of both decision-making barriers and the scarcity of resources, whether in the State structure or in governance spaces, to act appropriately in the defense of health (STÅHL, 2018), focusing on acting horizontal governance, in which the best results can be achieved (KICKBUSCH, BUCKETT, 2010).

HIAP has been used by several governments in different countries in the last two decades (Ibidem), but it has faced several difficulties for its implementation, such as, for example, overcoming the existing complexity in decision-making structures at different levels (from global to local) and the existing difficulties in the State structure, for example, people who "(...) have experience within the health sector and with the availability of resources, time and knowledge referring to other sectors (...)" (STÅHL, 2018, p. 45, our translation).

2.3.3 Environment Policy Integration (EPI)

The second PI approach of this study concerns EPI, placed as one of the key factors for sustainable development and the relationship with other sectoral non-environmental policies (LANZALACO, 2010; LAFERTY, HOVDEN, 2003; PERSSON, 2004). Within the literary and academic production, the term EPI also presents the variation called Environment Integration Principle - EIP (LENSCHOW, 1997; LENSCHOW, 1999). However, the logic presented is the same of having environmental policies integrated with other sectoral policies (LAFFERTY, HOVDEN, 2003; PERSSON, 2004).

The Brundtland report itself (1987, p. 212, our translation) presented an initial conceptual variation on EPI, treated as “(...) *environmental policy* (...)” and characterized it as a standard central agenda in what concerns regards legal and institutional elements. At the same time, there is mention that it would also be an approach that would act in parallel with other policies, “(...) which are the sources of these effects (...)” (Ibidem, p. 212, our translation), here characterized as the main element in the relationship with policies.

According to Lenschow (2002), EPI appears in Europe as a priority strategic policy as a result of the meeting of *European Union* (EU) institutions, in 1998, in the city of Cardiff, in the United Kingdom, as shown below:

“(...) The European Council welcomes the presentation by the Commission of a draft strategy and undertakes to analyze it quickly, with a view to applying the new Treaty provisions. Invites the Commission to report to the future European Councils on the Community's progress in meeting this Treaty requirement and welcomes the Austrian, German and Finnish Presidencies' commitment to achieving further practical progress (...)” (CEC, 1998, paragraph 32, our translation).

The understanding of EPI contained in the Brundtland Report is limited when it comes to considering environmental policy in economic decisions, differently from what is stated in the Declaration of Rio 92 and Agenda 21, which would later broaden the spectrum of action on the discussion of environmental integration (LAFERTY, HOVDEN, 2003). The view on environmental issues, at the time, was expanded to consider the dimensions of development and the environment in economic decisions (BRIASSOULIS, 2017).

There is an apparent reverse logic, that it was from EPI that PI emerged, from an evolution in order to incorporate other policies to environmental issues, presenting itself as a broader context in a coordinating relationship of several variables acting in areas policies (LANZALACO, 2010). However, historically, it is noticeable that the composition of PI occurred in a more notorious way from the studies by Underdal (1980).

EPI, therefore, can be understood as the performance of the State with a focus on three dimensions: in achieving sustainable development and preventing damage to the environment; in the removal of eventual contradictions contained in the policies, both inside and in them; and in achieving interesting benefits for the parties, as well as making

policies mutually supportive, in an integrated manner with environmental issues (COLLIER, 1994; LAFERTY, HOVDEN, 2003).

Finally, we highlight the thought of Briassoulis (2004; 2011; 2017) about EPI, in which conceptualizes it in a way that does not include environmental elements at the center of the issue, but as a process that involves coordination and policy combination actions in complex environments, in two ways: rational, about as a unified whole or from the incorporation of elements of attention between one policy and the other; and normative, involving action at different spatial and organizational levels.

2.3.4 PI: HIAP x PPE

After the necessary explanations about HIAP and EPI in a historical and gradual way, it is worth noting one implication: it is noticeable that both PI lines presented stop at the fact that one policy is central and that it is contained in the other policies, as a unilateral view of your field of action.

It is important to make it clear that PI is not governance, just as HIAP and EPI are not, but PI is one of the components of governance that allows to increase the State's capacity to overcome the existing fragmentations in the interactions between policies and their actors. One of the intentions of this study is to break this type of paradigm and raise the understanding of PI to a level of cooperative/collaborative action among policies and without competition of the degree of importance, based on the synergy between State-society, in an inclusive and systemic way.

PI logic seems simple, however, if, at any given moment, there was a need for its emergence, it was because there was a lack of coordination of policies in some way prior to the fact (PETERS, 1998). Still, there is no guarantee that if there are well-defined structures, there will consequently be the integration of policies, given that, in the face of contemporary complexity and governance, governments have presented expansions with the creation of new institutions, making the fragmentation of governmental actions more visible when in delivery of results to society (Ibidem).

In this context, PI emerges as a facilitator of the transition to sustainable development, in the face of current political problems that are complex and transversal, and it is necessary to combine management performance with the need for changes from a political, socio-environmental and socio-economic point of view, for the survival of the next generations (BRIASSOULIS; 2004).

For that, there are elements about PI that are important to understand the logic of this study, such as the interconnections in the productive processes that involve the integration of policies and that aim to coordinate the relations that exist between them, with emphasis on the interdependencies in the production of effects positive and negative limits (LANZALACO, 2010). This point is consistent with what Underdal (1980) presents as the essence of PI, both to aggregation and to systemic understanding, in addition to the care to act in the interactions between the actors to achieve the necessary consistency in acting with equity and the production of effects.

PI has its founded bases in communication and cooperation and that, when combined, it can contribute to explore creatively new opportunities for possible policy interventions (Briassoulis, 2004), allowing guide the government actions in the search for collective solutions, as comprised of Underdal (1980).

Therefore, PI, acting in line with interactive governance, can contribute to increase the synergy between the actors in the search for the formation of consensus (even in the face of conflicts) and for the coherence of policies, by raising the level of communication and cooperation, in order to increase its legitimacy of government actions (with due support by society), which can result in creative solutions to social problems, as well as more consistent and effective policies, in the face of contemporary complexities.

2.4 PUBLIC ACTION AND DEVELOPMENT

After insights into the complexity of today and how governance can contribute to the state's role in the search for solutions, it is necessary to establish a change of theoretical route in this study about the discussion over Public Policies (PP).

The classic definition of PP refers to the choices that governments can or cannot make, and in this case, inaction is also understood as an option of the State (DYE, 2013). In a contemporary approach, PP are defined as “(...) the sum of governmental activities, whether acting directly or through agents, as it has an influence on the life of citizens (...)” (PETERS, 2018c, p.4).

The French literature highlights the use of the term public action (PA), although recent, as a change of perspective in the theme of PP and establishes more forceful connections with the objectives of this study, relating the different theoretical approaches

presented. Lascoumes and Les Galès (2012a) developed the Sociology of PA, in the sense of reconciling use between the two terminologies of PP and PA, as an analysis of policies based on the actors' action, in order to understand the social and regulatory sides.

From our point of view, the PA approach is closer to the perspective of the New Public Governance (NGP), especially when it comes to elements that refer to governance with the performance of the State in a more interactive and horizontal way, in networks, and without excessive hierarchy. However, the PA approach has some important characteristics in its narrative, such as the meanings existing in social actors and about how democracy (citizenship and social participation) is crucial to achieve better collective results. Thus, we will bring some views on PA to better understand.

PA refers to the sociopolitical space that is built by a set of interactions of the actors involved in government action, with the aim of promoting techniques, purposes, contents and instruments, and the way for the objectives proposed by the State to be achieved is guided by political choices to tackle local problems and surrounded by components such as democracy and social justice (LASCOURMES, LES GALÈS, 2012a). The PA allows the analysis of public policy contained in the existing interaction between actors, individually or in groups, in order to understand the rules of the political game and the existing conflicts (Ibidem).

Society carries elements of representation (meanings) that contribute to the policy debate and that can be active in the participation of government actions, even mobilizing public opinion, capable of influencing decisions (Ibidem). The PP approach refers to the classic policy thinking with a little more centralized administration, with limited sectoral action, without having the necessary adaptation to the world and contemporary complexities, such as multilevel and multidimensional actions, international cooperation and globalization processes (Ibidem).

Given the proper proportions, the logic presented by Lascoumes and Les Galès reflects the teachings of Bevir (2011) and Fukuyama (2013) that we could see, when the emergence of governance in the post-managerialist moment (NPM), which was characterized by the movement of the NPG and acting in networks with the proposal to encourage active social participation.

Thus, the transition from PP to PA, in this study, allows to expand the scope of the vision to include elements of human rights in government actions and contributes with greater concern about the balance between the survival of the next generations and

sustainable development. In order to facilitate the reasoning, there is a comparison between PP and PA in box 2, in which details about the characteristics of each approach are presented, according to Lascoumes and Les Galès (2012a; 2012b).

There are other authors who defend the use of the PA category and their positions are very similar. Salamon (2002) understands that public action involves the participation of third parties in the delivery of policies by the government, along with its problems and fragmentations, defending the use of public action instruments to face the challenges of NPG, through networks and collaboration between government actors (or not) in this process. While Muller (2013), conceptualizes public action as the relationship built by society with everyone and with itself, within meanings for their understanding and their perception for action, which involves several actors in the decision.

Bravo Cruz (2017) developed the application of the transverse nature of policies for the creation of a typology of PA: Transversal and Participatory Public Action (AFTP). Such typology presents the connection of public action as being collective, containing the presence of governmental actors, in complex processes, and that takes place in public spaces of decisions / deliberations (hybrid forums), with the participation of civil and political society, in order to deliberate about certain solutions (Ibidem).

Thus, the concept of public action seems more comprehensive than that of public policy itself, as it considers effective social participation in the construction of policies, inserting society as part of the process of building solutions, in an “empowered” way, making if the perception of the community and its role regarding its real political needs is used, allowing the local government to understand its reality to subsidize the decision on the allocation of necessary resources to the territory.

In addition, the theory of public action can support the State's accountability in guaranteeing the participation of society in decisions in a more democratic way (SABOURIN, 2002). Still, the PA allows promoting more access to information in order to minimize the existing asymmetry between the State and society, in favor of territorial development with a focus on social development, stimulating the coordination of political actions (LASCOURMES, LES GALÈS, 2012a).

Box 2: Comparison between Public Policies (PP) and Public Action (PA).

Comparison between PP and PA	Public policy	Public Action
Cycle	<ol style="list-style-type: none"> 1. Problem identification and definition; 2. Agenda-setting; 3. Formulation of public policy 4. Legitimation of public policy; 5. Implementation of public policy 6. Evaluation of public policy; 7. Monitoring of public policy. 	<ol style="list-style-type: none"> 1. Origins, social facts, challenges; 2. Identification, definition, formulation of the problem; 3. Labeling a problem as a public problem, selection, filtering; 4. Decision; 5. Implementation of public policy; 6. Evaluation; 7. Public policy purpose.
Governance	Technocratic.	Democratic-participative and with social justice.
Role of the State	More centralized interventionist action (control / hierarchy) to solve problems.	Interactionist, mobilizing, inclusive and articulating action to solve problems.
State Characteristics	<p>Political voluntarism (popularity of leaders)</p> <p>Uniqueness of the State (rational and impartial)</p> <p>Fetishism in the decision of the government.</p>	<p>Conciliator and facilitator in conflict resolution;</p> <p>Focus on social transformation and guarantee of social rights.</p>
Vision over actors	Plurality of public and private actors.	Plurality of social actors - individual and / or collective - entrepreneurs because s (mobilization).
Instruments	Classic and substantial view of policies for the construction of the instrument aimed at solving the social problem.	Dynamic vision and construction based on social values that represent the challenge of the problem to be faced, endowed with technical components (devices, mechanisms and procedures) to execute and materialize projects that concern the realization of social rights.

Source: Lascoumes and Les Galès (2012 a; 2012b).

Therefore, for the purposes of this research, we used the concept of PA by the authors Lascoumes and Le Galès, as it presents itself as a more conciliatory approach and with theoretical resources that supported the thesis. Thus, it is necessary to explore a little more the line of thought of this theory about the public action instrument and the PA analysis model called the Public Policy Pentagon Model (PPP).

2.4.1 Public Action Instrument and Instrumentation

For the PA to be viable, the existence of instruments is necessary. The choice of the Public Action Instrument (PAI) is part of the government's internal reflection on how it will contribute to the materialization of public action in the face of the need to achieve results, which makes it go beyond simply technical issues, and should reflect the intersectoriality and the transversality of policies, in a complex environment, as a socio-technical mechanism (LASCOUMES, LES GALÈS, 2004).

Above all, the instrument must be able to carry elements from the meanings and representations of society, in order to produce the effects through choices, since they are fed by social interpretations and values of society (Ibidem). PAI, then, contains values and principles that guide PA, as well as the cognitive and normative elements necessary for its implementation.

Still, the reflection process implies outlining actions about policies, starting from a strategic reflection (LÚCIO, DAROIT, FREITAS, 2017). In this same context, PAI extrapolates functionalist approaches, since its main focus is essentially the objectives of PP (LASCOUMES, LE GALÈS, 2004):

“(…) an instrument of public action constitutes a technical and social time device that allows the organization of specific social relations between public authorities and their recipients, according to the representations and meanings of which they are carriers (…)” (Ibidem, p. 13).

Thus, Lúcio et al (2014) understand that the technology chosen as an instrument is a result of a direct result of political choices, not exclusively as the function itself, but for its meanings that each person can believe and make use of. Thus, the instruments:

“(…) they gain centrality insofar as they need to be thought and rethought in view of the promotion, integration and transversality between the various social demands, thus constituting a structuring

structure for the national development project (...)” (LÚCIO, DAROIT, FREITAS, 2017, p. 292).

The search for public action focused on development requires a good development project with an inclusive character, promoting the fulfillment of individual and collective rights advocated in the Federal Constitution of 1988 (BRASIL, 1988; LÚCIO, DAROIT, FREITAS, 2017). In this set that involves the State and governance, it is important to consider what quality of PA is found in management and what level of strategic character that its instruments present in this space (LÚCIO, DAROIT, FREITAS, 2017). Thus, the instrument may be able to materialize “(...) the intentions and allows to distinguish more precisely what is a real innovation, recycling or half-measure (...)” (SIMARD, LASCOUMES, 2011, p 6).

In this way, this conception of the PAI can contribute to integrate political choices made by the local society about the problems (in this case, public policies) , through the cooperative action of the local government (junction of the technical side and the social side) and the organization of social relations between government and society (LASCOUMES, LE GALÈS , 2004). PAI goes beyond the traditional instrument, allowing the organization of social relations between the government and society, according to the existing meanings, culminating in a device that balances the technical side and the social side (Idem, 2007).

In this line of thought, it may be possible to think in a macro way, to organize the processes and give directionality to guarantee the materiality of the PA. To this end, the creation of cooperation meta-instruments can help public management, aiming at the coordination of traditional instruments combined with the efficiency of existing policy instruments (HALPERN, JACQUOT, GALÈS, 2008). Thus, this arrangement would allow organizations to overcome challenges, when located in complex environments with problems of vertical and horizontal coordination (Ibidem).

Thus, Public Action Instrumentation - PAII - can be understood as the set of problems chosen, allied to the selection of instruments (devices, form of operation and techniques used) that will contribute to generate government public action, under the prism that represents both the problems political as well as the values of the actors involved in the collective construction process (HALPERN, LASCOUMES, LES GALÈS, 2008; LASCOUMES, LES GALÈS, 2004; 2012a; 2012b; SIMARD, LASCOUMES; 2011). The essence imbued with the meaning of the PAII is not limited

to understanding the reasons for the choices of a given instrument, “(...) but also considering the effects produced by those choices (...)” for society (LASCOUMES, LES GALÈS, 2007, p. 20).

It is worth highlighting a fundamental element that can contribute to management: the PAII also allows to carry out analyzes of the State's performance, in the sense of even anticipating actions to promote restriction or incentive to a certain program or project:

“(...) understanding instrumentation is a way of understanding the transformations of the State, foreseeing their practices and the changes they know, particularly in the permanent tension between restriction and incentive (...)” (SIMARD, LASCOUMES, 2011, p, 6).

This instrumentation view opposes the traditional institutionalist model, as for example by Hall (1993), since the PAII allows the deconstruction of programs and policies for a social reconfiguration (LASCOUMES, LES GALÈS, 2007; 2012b). Hall (1993) contributes to the field of political and social science, especially when he presents the concept of “(...) policy paradigm (...)” (*policy paradigm*) (HALL, 1993, p. 279), whose logic starts from the construction of the (interpretative) structure elaborated by *policy makers* (*policy-makers*), involving both ideas and standards connected to the policy objectives (*policies*), in addition to instruments that will be used to achieve results.

This policy paradigm has the assumption of carrying out analysis of intervention in programs, based on lessons learned when at the time of evaluation (Ibidem). However, basing decision making by limited rationality, with a tendency to repeat the use of instruments in management, either by favoritism, i.e., through familiarity, based on characteristics of policy learning or even by “(...) *path dependance* (...)” (SIMARD, LES GALÈS, 2011, p. 10).

Still, within the context of governance, it is worth highlighting the gap between the change from NPM to NPG and the continuity of instruments in several governments, which cause fragmentation and increasing specialization, even having possible competitions between them, culminating in inefficiency and expenses unnecessary use of public resources (LASCOUMES, LES GALÈS, 2012b).

Instrumentation, therefore, becomes important for the PA process and allows the State to provide coordination for the achievement of PI, based on understanding both the choice of instruments and the effects they produce for society (Idem, 2004). We will now move on to the analysis of the PPP model.

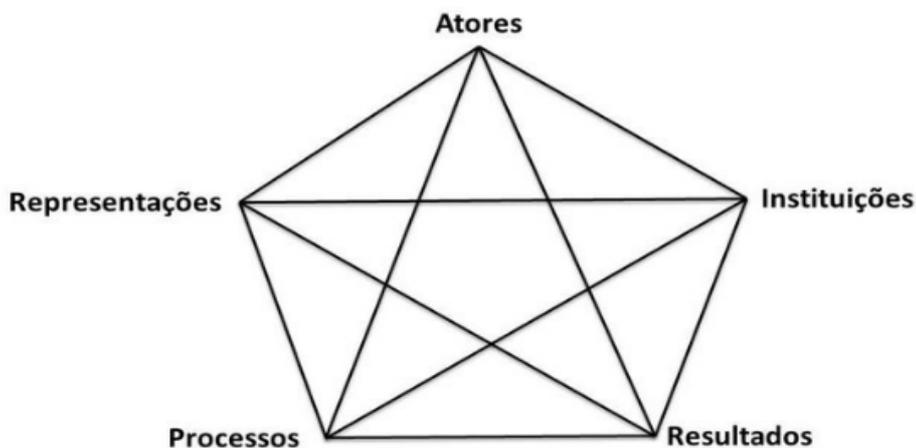
2.4.2 PA Analysis Model: Public Policy Pentagon (PPP)

PA category, then, allows an analysis to be made in which its support for the construction of policies, by means of PAI and/or PAII, can be understood from the perspective of five structural components of any policies (actors, representations, institutions, processes and results), which are found in the PPP model created by the authors Lascoumes and Le Galès (2012a). This model comprises the PA itself, through its components, within a context of operationalization of public policies, which:

“(…) it contributes to overcoming the “procedural” and causal-free view that is often interwoven in *policy analysis*, since it brings to the rules of the game elements that politicize the debate and translate them into the practical effects of the action public” (NONATO, 2015, p. 26).

As shown in figure 2, each apex of the pentagon has different understandings: the *actors* (public and private), who have interests and resources and the ability to make choices, who can be influenced and who can be individual or collective; the *representations*, which are the cognitive and normative spaces, which give the effective purpose of their actions, in the sense of generating necessary conditions for the action in order to connect certain values and which are present in the interactions; the *institutions*, which represent the legislative apparatus with its rules, routines and procedures, in the structural sense of the action; the *processes* are the ways in which occur interactions among actors to enable the action; and the *results*, which are the consequences of the PA and its impacts (LASCOUMES AND LE GALÈS, 2012a) .

Figure 2: Model of the Public Policy Pentagon – PPP (Portuguese only).



Source: Lascoumes and Le Galès, 2012a, p. 45.

In this way, when organizing the PA to put it into practice, it becomes necessary a strategic design that envisages the best elaboration of models, either through the creation or combination of its instruments, aiming at achieving a balance between the strengthening of governments, how much the responsiveness of their political actions , and the proper support to governance , in favor of the ability to coordinate, integrate, articulate public policies (Ibidem).

The PPP model for the analysis of public action comprises the relationship between the social and political sides, in which there are several interactions and associated articulations between the different actors, with non-rational application of hypotheses for validation (CRUZ, PIRES, 2014). In view of this, the strength of each PAI rests on its surface harmonizing capacity that bypasses the government, as well as on the definition of priority issues, in search of the objectives to be achieved, especially in territories. PPP model was used as a lens for analyzing the thesis object in relation to the case study of the 2030 HSSC project.

It is worth highlighting the concept of territory used in this study, understood as the space in which action by society is practiced, in the sense of solidarity in human behavior for life (SANTOS, 2003):

“(...) the territory is the ground and the population, that is, an identity, the fact and the feeling of belonging to what belongs to us. The territory is the basis of work, residence, material and spiritual exchanges and life over which it influences (...)” (Ibidem, p. 47).

Therefore, in view of the existing complexities, the PA category seems to be a viable, interesting and plausible way to be able to contribute to the governance of the State and in the generation of social development, especially at the local level, and with emphasis on the purpose of the development advocated by the UN, contained in the construction of the 2030 Agenda: the balance between the social, environmental and economic dimensions, that is, the so-called sustainable development (UN, 2015).

It is necessary to understand how PA can contribute to the category of development, under the aspects of governance and democracy in terms of social participation.

2.4.3 Development

The conception of development can be interpreted in several ways, as well as the way in which each government institution can apply, in a different way, typologies of development in their government programs and projects, as confirmed by the study by Oliveira and Lima Lúcio (2016, p. 28) that proved the “(...) polysemy of development concepts in national strategic planning (...)”, in which the strategic guidelines of the innovation policy in Brazil were analyzed.

Oliveira (2016) highlighted in his study some theories of development that have emerged and occurred over time, from historical institutionalism to the current concept of sustainable development. In this study, we will highlight the typology of development as freedom, bringing important elements that need to be considered in order to achieve sustainable development. This thesis will follow important dialogical theoretical references from the current of thought of Amartya Sen (2010), which advocate life as a guiding element of public policies.

There is no way to talk about development today and fail to look at how capitalism influenced the process of social inequality in the world. Establishing economic gain or profit gradually has become a process that widens the gap among societies with accumulated wealth and others that live in poverty or extreme poverty. The emergence of the neoliberal period (1980), inaugurated by the Washington Consensus, was crucial to widen this gap in economic inequalities (LEACH, 2016).

During this period, several policies in the countries, especially in Latin America, reflected their efforts for the due growth of market ideologies, culminating in forgetting important dimensions such as valuing the human being and restricting access to social policies (Ibidem). Such forgetfulness generated effects that impacted social development, resulting in increased poverty and, consequently, social inequalities (Ibidem).

There is a paradox that exists in the State-society-market triad, since “(...) States and civil society are constrained by the power of the market, right when they are most needed to combat inequality (...)” (Ibidem, p. 7), which makes the search for the identification of transformative solutions in the fight against inequality fundamental to the achievement of this objective (Ibidem).

In the view of Raworth (2017), nations contributed to the current economic and social situation, as they walked in isolation, each with its own economy, without worrying about the neighboring (or frontier) nation. In view of this, the author proposes the following change to the 21st century economy:

“(…) For more than 70 years, the economy was fixed on GDP, or on national production, as its main measure of progress. This fixation was used to justify extreme inequalities in income and wealth, along with the unprecedented destruction of the world of the living. For the 21st century, a much greater objective is needed: to attend to the human rights of all people within the means of our lives (…)” (Ibidem, p. 44 of 539, iBook edition, our translation).

Currently, according to the *Global Multidimensional Poverty Index 2019*, a new United Nations perspective on poverty measurement that examines people's deprivations in relation to 10 indicators that consider elements linked to health, education and the standard of life, of the almost 8 billion people [4] in the world, 1.3 billion people (of 101 nations in the world) are considered multidimensionally poor, showing disparities between populations and between countries (UNDP, 2019).

In Brazil, the current context in relation to social inequality is preponderant, for example, there is a gap in the question of income in the country. On the one hand, according to the Synthesis of Social Indicators (SIS)[5] from the Brazilian Institute of Geography and Statistics (IBGE), the population contingent [6] the country reached 26.5% of the population in a situation of poverty (living with a value of up to US\$ 5.5 per day - medium-high income in Brazil given by the World Bank [7][8]) equivalent to more than 50 million people, in 2018 (IBGE, 2018). On the other hand, a small group concentrates wealth: “(…) six people, on the other hand, have wealth equivalent to the wealth of the poorest 100 million Brazilians (…)” (OXFAM, 2017, p. 6).

The higher the income, the better the health, housing and education conditions of the individual, the poorer population would need to receive more public policies for their survival, as they have less access to services (SANTOS, JACINTO, TEJADA, 2012). Inequality is a component that makes life more complicated for most of the population due to problems in the current epidemiological scenario in country, further enhanced by the situation of the covid-19 pandemic faced by the Unified Health System (SUS).

According to the website of epidemiological bulletins^[9] from the Ministry of Health (MS), the following cases on diseases are listed, which refer to SDG 3 of the 2030 Agenda: 1) Neglected tropical diseases (target 3.3 ^{[10][11]}): in 2019, there were more than 73 thousand new cases of tuberculosis; malaria still has a high number of cases with more than 156 thousand registered in 2019; and 2) Environmental diseases (target 3.9^[12]): in 2017, environmental pollution caused more than 11 thousand early deaths and, furthermore, indicators of access to water, sewage and garbage collection are serious.

Development, in this context, becomes an element of reflection for the State in choosing how to overcome the challenge of reducing inequalities. We believe that PA may be able to contribute to the construction of more efficient and inclusive policies, aiming to increase people's capacities to access their individual guarantees. Governance and PI can be fundamental to be forces that promote development, based on stimulating social participation in discussion spaces, with 2030 Agenda guiding the actions.

The circumstance demands the balance of development as a model that establishes the relationship between the economic side and the social side, in a balanced structure of power, which allows resistance to the current capitalist model, in which the economy ends up restricting human life in the social context (POLANYI, 2012). It is important to balance the economic balance in favor of life, placing society on a level of being a pillar for development with a focus on human life (SEN, 2018).

In view of this, the fact is that there is no way to disconnect the economy from the idea of social development, since the current situation of development related to inequality comes from the capitalist market system (POLANYI, 2012), which continues to influence the current development model (OLIVEIRA, LÚCIO, 2016).

Development presents itself as a means of productive forces in relation to capitalism, with the purpose of leading to a vast increase in industrialization (ARRIGHI, 1996). In this case, indirectly, the reflection that arises is in relation to the scarcity of natural resources in the rise of industrialization and the due impact that is being caused for the next generations (ARRIGHI, 1996; LEACH, 2016).

It is apparent that development is not can be considered as being only the side of the economic outlook, as more of its dimensions to be in considered. Thus, the search for balance of the social side and of the human being must be incessant at the expense of their obligations (demands, situation and social heritage) that cannot be disconnected from the present (POLANYI, 2012). In this way, the real meaning of incrustation that Polanyi

(2012) defends makes more and more sense: “(...) instead of the economy being embedded in social relations, it is the social relations that are embedded in the economic system (...)” (Ibidem, p. 77).

Polanyi's perception is aligned with Sen's one in this sense. Although the Nobel Prize winner in Economics appears to have a liberal political stance, he understands that the State's role in achieving development is in the application of the resources obtained in the Gross Domestic Product (GDP) in favor of social policies (SEN, 2018).

Sen (Ibidem) argues that freedom of choices for citizens about what policies will contribute to raising the quality of life, according to his reality and life condition, are the counterpart of the economic side in search of this balance for the performance of the State with society aiming at raising people's quality of life. In this sense, the increase in the quality of life and human capacities are distinct, both in the human and material sense, and can be understood from five sources of variation with respect to the relationship between income and functioning, in the sense of income conversion in advantages: personal heterogeneity; environmental diversity; variation in the social climate; difference in relative perspectives; and distribution in the family (Ibidem).

Personal heterogeneity is related to the characteristics that each human being presents in the physical when affected by disease, which distinguishes his situational needs from another human being who is healthy, since the sick person would lack a higher income to be able to be treated as the person not healthy, a fact that characterizes the non-correction of disadvantages in eventual cash transfer programs (SEN, 2018).

Environmental diversity portrays how the circumstances experienced by a given individual are affected according to the environmental conditions in which they are inserted, such as, for example, spending on heating and clothing in colder regions (Ibidem). The variation in the social climate means the space in which the individual is inserted, in the sense of understanding how incomes and personal resources fit in face of the socioeconomic conditions, the offer of public services and existing crime rates where he lives, for example (Ibidem).

Differences in relative perspectives bring an understanding of the relationship between goods and patterns of behavior and consumption between two societies, such as, for example, about customs that may require more income from certain individuals in a context than others (Ibidem). While the distribution in the family comprises the income raised and shared by the members of a family unit, regardless of their share of

contribution, that is, the point of view of the distribution of income in relation to the family and their level of quality of life, according to their choices in the face of everyday difficulties (Ibidem).

The perception that emerges in the teachings of Sen (2018) is that income does not appear to be the only source of measure to establish the level of development of a society (RAWORTH, 2017), as there are distortions caused by inequalities, but also related to the environment in which the individual is inserted, in view of the impacts on their capacities and freedoms:

“(…) evidently, if income and wealth were measures that, although they did not correspond to the end of the development process, faithfully reflected people's standard of living (perfect correlation), there would be no practical problems in practice if they continued to use only such measures. However, the case of Brazil is just one among many in which the unequal distribution of resources and the low quality of public services such as basic education and health lead to distortions such that citizens of middle-income countries that are much lower than Brazil's sometimes exhibit quality. higher than that of Brazilians (…)” (KANG, 2011, p. 365).

Such freedoms are precisely the main means of achieving development, in the author's conception, because if there are sad deprivations, such as social/political participation, freedom of expression and democracy, there may be impediments to full development due to the limitation capabilities:

“(…) these deprivations restrict social and political life, and must be considered repressive even without causing other evils (such as economic disasters). Since political and civil liberties are constitutive elements of human freedom, their denial is, in itself, a deficiency. When examining the role of human rights in development, we need to take into account both the constitutive importance and the instrumental importance of civil rights and political freedoms (…)” (SEN, 2018, p. 31).

It is important to highlight that there is no way to develop when there are existing inequalities, such as when applied to health policy, increasingly present on the agendas of national and international organizations, with a negative emphasis and causing a direct impact to the global economic crisis:

“(…) reducing health inequality is a goal in itself, since “achieving the various specific global health and development goals without, at the same time, guaranteeing an equitable distribution among populations is of limited value” (…)” (SIMÕES et al. 2016, p. 2).

Simões et al. (Ibidem) promoted a major study in Portugal on the measurement and the determinants of poverty and wealth in health and reported important insights into how living conditions impact directly on health, requiring more robust government action to promote balanced development policies in regarding economic growth and the proper distribution of resources in a fair way, in order to improve the health of the population.

The guidance of this study, therefore, values development as freedom, being the promoting force that contributes to the debate of the most current conception of sustainable development, since it encompasses the necessary balance that we seek in the defense of this thesis. Consider that PA can dialogue directly with various forms and concepts of development allows you to open a range of possibilities, in which the company may have a key role in achieving a sustainable future, listing life as the most important factor for the state to act in the PI.

So, finding the balance between development and economic growth, in favor of the common good for society, becomes the challenge for the State within complex environments and covered by perverse problems. Thus, seeking public action through a space of communication with society, providing access to information, stimulating dialogue, social participation and democracy, aiming to meet the needs within the realities of each territory, can be a path that allows the construction of policies capable of generating development for local populations in certain territories, placing life as a human condition for their reach.

Thus, the joint action of PA and development may allow the idealization of the construction of the 2030 Agenda's worldview, based on the perception and protagonism of society, in an integrated line of action with the sustainability of resources and the lives of people in territories. PA can contribute so that the State can reach the development for the benefit of a certain community, based on the cooperative action in view of the multiplicity of actors involved, having as an important element the democratic choice of the complex public problems that need to be faced there, with the due receiving policies that contribute to raising the quality of life of people in that environment and helping to reduce existing inequalities in results.

Despite the country's inequality, it is believed that it is possible to develop PA in which it would allow life to be human condition to plead policies. This thesis defends that

life, from the conception of health transversality in the policy integration, should be the guiding principle of public actions that aim to reduce social inequalities.

The theoretical basis of this study regarding public action is seen as a central axis to be able to direct the joint and cooperative action between society and local governments in the construction of policies for populations (LASCOUMES, LES GALÈS, 2012a).

2.5 2030 AGENDA AND HEALTH

Within the context of NGP and PA by the State, the 2030 Agenda of the United Nations Organization emerges, with the aim of promoting sustainable development and stimulating social participation to solve collective and complex problems, comprising the interactions of the plurality of public actors and under different aspects related to the improvement of people's quality of life and well-being.

2.5.1 2030 Agenda and the 17 Sustainable Development Goals

The 2030 Agenda^[13] was formalized by Resolution A / Res 70/1 in 2015, of the United Nations General Assembly, and is the result of a global agreement with the presence of 193 Member States, in which 17 Sustainable Development Goals - SDG (figure 3) and 169 targets were created for reaching the proposal until year 2030 (UN, 2015). One of the concerns in Agenda is about survival, in a context that sustainability is advocated for the next generations, besides finding balance for sustainable development among three dimensions: economic, social and environmental (Ibidem).

Figure 3: 2030 Agenda and the 17 SDGs (Portuguese version).



Source: United Nations website^[14].

UN 2030 Agenda was created as a result after a series of developments and agreements made through international conferences, originated from the term sustainability[15], which was created in the 1970s through the United Nations Conference on the Human Environment, in Stockholm (Idem, 1972). However, it is worth mentioning here what can be understood as the cradle of the meeting on the balance of dimensions: the United Nations International Conference - ECO-92.

ECO-92 took place in the city of Rio de Janeiro, Brazil, in 1992. It counted with the participation of 179 countries and the focus of the agenda was on the environment, despite the speech being concerned with the preservation of natural resources reconciled. the economic and social growth of the countries, according to Novaes (1992). In the publication of this author, the creation of Agenda 21 stands out[16], considered as the first letter of intent in which each country defined how it could contribute to sustainable development. It ended up being the first action plan, with joint planning, with a global dimension.

In 2000, the UN promoted a meeting called the Millennium Summit, in which 191 Member States signed a commitment to fight extreme poverty using their governments to contribute to the achievement of the objectives (UN, 2000). The Millennium Declaration was created containing eight Millennium Development Goals (MDGs), which should be achieved by 2015, as shown in figure 4 (Ibidem). The innovation brought here was the question of the objectives being measurable, containing 22 targets and 48 indicators, that is, each government could promote the proper monitoring of its actions and the results could be compared and monitored on global, national and local scales (Ibidem).

Figure 4: 8 Millennium Development Goals (MDG).



Source: Planalto website (Federal Government)[17]

After 10 years of Eco-92, there was the United Nations International Conference called Rio +10, held in Johannesburg, South Africa, and was attended by 189 countries to assess the progress of Agenda 21 (Idem, 2002). There was an agreement called the Johannesburg Declaration, in which social aspects and quality of life were included, but the conference did not agree on targets / deadlines for achieving these objectives (Ibidem).

After 20 years of Eco-92, the United Nations International Conference on Sustainable Development, Rio + 20, took place again in Rio de Janeiro in 2002, with the delegation of 193 countries, aiming to renew everyone's commitment on the issue of sustainable development (Idem, 2012). The term “poverty eradication” was highlighted, contained in the final document [\[18\]](#) called “The Future We Want”, about the promotion of objectives for sustainable development (Ibidem).

After 3 years of Rio + 20, in 2005, there was the meeting of the UN Sustainable Development Summit that took place at the United Nations headquarters in New York, in which 193 Member States agreed on a new global agenda, aiming to end the work of the MDGs and propose new challenges for achieving sustainable development in the economic, environmental and social dimensions (Idem, 2015).

Then, 2030 Agenda was created, whose motto is "*leave no one behind*" - from the point of view of human dignity, was formalized by the publication of his report entitled "Transforming the World: 2030 Agenda for Development Sustainable", based on the integration between: people, planet, prosperity, peace and partnership (Ibidem). One of the highlights of this Agenda is the social participation in the construction of solutions, something relevant from the point of view of democracy. Another important point is the increase in the number of objectives (from 8 to 17) and stipulated targets (from 22 to 169), expanding the range of policies and themes involved with sustainability on the planet (Ibidem).

It is worth highlighting here the role of Fiocruz in the construction of the 2030 Agenda [\[19\]](#) 2015 by the UN. According to the perception of the then Executive Secretary of the Fiocruz Strategy for the 2030 Agenda:

“(…) when we accessed the first report, called 'draft zero', which proposed what would be Rio + 20, we were taken aback, because the word 'health' did not exist in the report. There were almost a hundred pages, an initial draft that the United Nations submitted to countries for consideration. Having found that there was no approach to health, Fiocruz worked with the Ministry of Health, with WHO technical areas and with other countries, and we reached a very important place to put

health at the center of attention. When we started looking for the implementation of the SDGs (of the 2030 Agenda), we did an important job at Fiocruz (...)” (AUGUSTA, 2019).

2030 Agenda itself can be the link between a state that promotes public policies and a society that can be listened to, in search of the definition of social, economic and environmental elements to be contemplated within its territory, in this sustainable and systemic context, involving several important dimensions for the future of mankind.

Such thinking can be circumvented by ideals of the theme of public action in favor of development, with a focus on health contained in SDG 3, which has a central character in the proposal advocated by the UN, based on actions that are guided by life.

We believe that this study can contribute to a new perception of health by working cooperatively with all other policies in favor of participatory public action in the construction of the development of societies, starting from territories. Working with the territorialization of 2030 Agenda conferences with the perception of the authors Nuske et al. (2017) when they argue that health can contribute to sustainability, because:

“(...) a role of driving development in its regional dimension with the mission guided by the marked territorial cut of national socioeconomic inequities and thus constituting itself as a field of particular relevance for social and economic cohesion in the national territory (...)” (Ibidem, p. 2).

In this context, health can directly contribute to a holistic and integrative vision of policies that can contribute to governance by the State. It is important to make a rescue about health and its relationship with life in order to defend the paradigm shift proposed by this study.

2.5.2 Health and life in the development process

The BFC/1988 (BRASIL, 1988) guarantees the individual right to health as a responsibility of the State, namely in article 196:

“(...) health is the right of all and the duty of the State, guaranteed through social and economic policies aimed at reducing the risks of disease and other diseases and universal and equal access to actions and services for their promotion, protection and recovery (...)” (Ibidem, no page).

It is important to highlight the intrinsic relationship between health and the life of the population can be seen in the social contract process of philosophical thinkers such as Thomas Hobbes, John Locke and Jean-Jacques Rousseau, in the construction of society and the relationship with rights during the 16th and 17th centuries.

It is worth highlighting the position of the philosopher John Locke, which culminated in the contractual pacts of society's rights, being that the reason was the basis for the formation of natural law (DUNN, 2003). In Locke's conception:

“(...) the state of nature has a law of nature to govern it, which obliges everyone; and the reason, in which this law consists, teaches all those who consult it that, being all equal and independent, no one should harm others in their life, health, freedom or possessions (...)” (LOCKE, 1998, p. 384).

From a need to protect people's rights, in order to protect their lives and health, civil society emerges as a response to the search for the protection of natural rights: protection guaranteed by a social contract with the State, now responsible (MELO NETO, SANTOS, 2018). The State then has the responsibility to ensure that the population is healthy, since there are several impacts on other policies, in this sense. It is a way of ensuring that the population continues to be productive in favor of the country's development, especially economic development.

Thus, between the intermittent period of the 17th century and the end of the 19th century, the States then began to start the process of sanitation in cities, in line with development and urbanism, to carry out interventions with a view to social hygiene - also known as social and urban medicines (FOUCAULT, 1984; ROSEN, 1994; ZORZANELLI, CRUZ, 2018).

In Brazil, in the year 1822, there was the process of ending slavery. Within this environment, the State started to deal with urban issues in a certain discriminatory way, linking public health to the concept of poverty, and the process of public sanitation was born (OLIVEIRA SOBRINHO, 2013):

“(...) in the case of São Paulo, modernity will seek inspiration in European urban models, but without adequate urban planning and denying poverty as part of the construction of the city; the poor will be pushed to the edges of the urban perimeter (...)” (Ibidem, p. 226).

Realize that the correlation between poverty and health is intrinsic in this relationship, precisely due to the living conditions of the population that lived on the

streets of the cities. The logic was perverse: promoting local development in the city by expelling people with diseases out of that environment, a fact that contributed to the proliferation of slums in peripheral locations in the center (FINKELMAN, 2002; OLIVEIRA SOBRINHO, 2013).

After a few decades, the accumulation of human remains in ditches and the increase in waste was inevitable and, even without treatment and disposal of waste, culminated in the worsening of the health conditions of people in city centers, especially by animals that live there. began to inhabit (rodents and mosquitoes) ended up being vectors of disease transmission. Thus, this fact made room for the need to think about sanitation solutions in homes (which did not exist at the time), such as liquid discharges that transported such waste to the storm drains. Again, without providing a sustainable solution, they led to other problems that would be of a large scale in the years to come: the amount of pollution in river beds (CAVINATTO, 2003).

Thus, during the late 19th and early 20th centuries, the problems of living together in populations in urban centers were preponderant factors, since sanitary and environmental problems make the search for solutions regarding sanitation issues mandatory, in particular for the proper treatment of water.

Here, the correlation between sanitation, health and environment policies is expressed, within a geographic space. It is possible to perceive the situation of installed chaos, even reflecting in current contexts in different cities, due to the existence of several sources of garbage, without providing the proper destination and polluting water for the consumption of populations, generating public health problems with impacts for the population. people's lives.

The term “public health” may have its conception originating from this process that interrelates, in a logic of society in community life, with reports of ancient civilizations that existed more than 4 thousand years ago (ROSEN, 1994). The current concept of public health can be understood as “(...) the control of communicable diseases, the control and improvement of the physical environment (sanitation), the provision of water and pure foods (...) medical assistance and the relief of incapacity and helplessness (...)” (Ibidem, p. 31).

The trade hub in the port area of Guanabara Bay is a good example to highlight the relationship between sanitary hygiene and economic development, with regard to the health of workers with production capacity. At the beginning of the 20th century, the

Brazilian capital was in Rio de Janeiro, a place that was considered an attractor of trade (facilitated by the strategic location of Guanabara Bay). The city was facing a critical public health situation due to diseases such as yellow fever, smallpox and bubonic plague, and the main gateway for diseases was the city's port area.[\[20\]](#).

At that time, doctor Oswaldo Cruz[\[21\]](#) was invited by the President of the Republic of Brazil, Rodrigues Alves, to assume the position of General Director of Public Health and was tasked with the following challenge: to tackle the critical situation installed in the city in view of eliminating threats related to the productive capacity of workers, both in agricultural production and in recent industries in the city[\[22\]](#).

To clarify a little more, while developing countries lived the era of industrialization, Brazil, at the beginning of the 20th century, still found itself with the agrarian-export model (IGNÁCIO, 2010). Therefore, a relation of the economy to health in this environment with agricultural mode of production in the country was expressed: in one hand, the need to have immigrants to the production of coffee, as the needed hand sector workforce; and in the other one, how to keep the rural population healthy so that the country could have the necessary productive capacity (CASTRO SANTOS, 1998).

At the beginning of the 20th century, shortly after the birth of the Industrial Revolution in England, both the environment and the lives of people underwent a major transformation in the world, given the impacts brought about in terms of health conditions and from the perspective of sustainable development, the from an intense relationship between humanity and the natural resources available on the planet:

“(…) employees started to face a determined workday, lasting many hours a day, and they must adapt to the new rhythms of work, to the materiality of that environment with its facilities / equipment / materials (...) implying the increase in the density of equipment per square meter and mechanisms of aggression to health ARISING from vibrations, noise, temperature, trauma, high concentration of pollutants (...)” (FRANCO, DRUCK, 1998, p. 62).

The context in the country, then, was that the high standard of production - coming from capitalism - would bring many impacts to society, such as the “(...) resurgence, with greater force, of the problem of social exclusion (...) and local and global environmental problems (...)” (Ibidem, p. 63). In the years to come, Brazil started the process of industrialization by replacing imports, starting with the world crisis of 1929

(MATTEI, JUNIOR, 2009). Thus, the relationship between health and people's lives in Brazil was beginning to intensify in an impactful way.

In the world, in the middle of the 20th century, UN created one of the most important international agencies: World Health Organization (WHO). Its construction took place in New York, in 1946, when its constitution was created, which placed health as a fundamental right:

“(…) Health is a state of complete physical, mental and social well-being and does not consist merely of the absence of disease or infirmity. To enjoy the highest standard of health, which is one of the fundamental rights of every human being, regardless of race, religion, political creed, economic or social condition (…)” (WHO, 1946, p. 1).

And the constitution WHO reinforces that “(…) the health of all people is essential to achieve peace and security, depending on the fullest cooperation of individuals and States (…)” (Ibidem, p. 1). Cooperation was seen as an essential element for the promotion of peoples' peace.

It is important to emphasize the change in the view of the health relationship in a reductionist way to a view with a broader concept - not only as “absence of disease or illness” - bringing a more systemic view on the theme. After two years, UN, during the United Nations General Assembly that took place in Paris in 1948, published the Resolution 217 A, a common rule that established the universal protection of human rights, which became known as the Universal Declaration of Human Rights (UDHR).

It is worth mentioning here two passages in the UDHR, to which human life is referred. The first passage is found in the preamble of the publication that refers to the beginning of the issue of health promotion in the world:

“(…) whereas the peoples of the United Nations reaffirmed (….) their faith in fundamental human rights, in the dignity and value of the human being and in the equal rights of men and women, and who have decided to promote progress social and better *living conditions* in a broader freedom (…)” (UN, 1948, Preamble, p. 3, emphasis added).

While the second is found in Article III: “(…) every human being has the *right to life*, freedom and personal security (..)” (Ibidem, p. 5, emphasis added). In this sense, the present United States in UN meeting on this date, assume that protective positioning to life of the population in favor of better conditions that could provide increase in quality of life and improving the health of the world population.

The International Human Rights Conference held in Tehran, organized by the UN in 1968, maintained the essence and presented this purpose of the right to life 20 years later, by encouraging peoples and governments to offer dignity and freedom to individuals in encouraging well-being (Idem, 1968). In other words, more than 50 years ago, a goal was stipulated with health as a central way of life for all peoples on the planet. The importance of having health as a human condition and policies for life, to carry out any development activities in the world.

Still, in Brazil, during the 1960s, the preventive medical model was implemented in the health policy in question, coming from the United States, based on medical perceptions, namely:

“(...) this model was based on a change in the doctor's attitude, which would have a conscience and, consequently, preventive conduct. Thus, it normalizes professional conduct, and not the attitude of individuals in general, as in the case of traditional hygiene (...)” (SCOREL, 1999, p. 20).

In this way, the focus of the actions shifted from the actions of individuals in relation to hygiene to the perception of doctors at work regarding the diagnosis of diseases, in itself, a fact that raised the medical power and made the social side of the population to be considered as inferior or irrelevant (AROUCA, 1975; SCOREL, 1999).

During this period, in Brazil and in Latin America, the Pan American Health Organization (PAHO) had already been performing since the '40s - after World War II, the dissemination and implementation of its strategic planning method for population health, through the Cendes method (Center for Development Studies), project that was initiated by the UN aiming “(...) it is necessary to overcome economic differences with the central capitalist countries (...)” in favor of development (SCOREL, 1999; GIOVANELLA, 1991 , p. 29).

The Cendes method was normative and rigid, in favor of rationality in the use of resources with health (search for efficiency and effectiveness) in relation to health care, in the search for development (economic growth and industrialization) (GIOVANELLA, 1991), both how it was criticized due to the lack of recognition on the social side and its lack of neutrality, as the perception was that the model “(...) served the interests of the powerful (...)” (SCOREL, 1999, pg. 27). Still, the logic of Cendes adheres to the following:

“(...) this is a technocratic proposal, where the planner, based on his "neutral" technical knowledge, makes the plan and establishes priorities. It is a normative and economical method, where the norm - it should be - is based on the cost-benefit ratio (...)” (GIOVANELLA, 1991, p. 32).

The government plans elaborated by the Cendes model are not executed and fail because “(...) they do not consider the variability and complexity of reality, (...) conflicts (...), becoming little useful for the intervention (...)” (GIOVANELLA, 1991, p. 34). Thus, the Cendes method did not consider several social elements that were necessary, such as the population's living conditions and reality, as important variables to support the construction of health plans.

In the world, in 1965, there was an important passage to the question of raising the population's well-being and quality of life in the discussions that permeated public health: Leavell and Clark (1965) developed a health prevention model, in which health promotion (for example: adequate nutrition), was placed as a primary and fundamental phase to prevent diseases (PUTTINI, PEREIRA JÚNIOR, OLIVEIRA, 2010).

In parallel, in the subsequent decade, the collective health movement in Brazil would emerge, as an analytical review with a critical nature, understood as a field in which health was seen in the sense of the reason of collectivity seen as a social dimension, “(...) whose basic disciplines are epidemiology, health planning / administration and social sciences in health (...)” (PAIM, 2000, p. 63), considering classes and diseases within a territory, changing the focus of the health sector in favor of the struggle so that health could be a scientific and political field (ESCOREL, 1999).

Still in the 1970s, in the world, there was the publication of a report made by researcher Marc Lalonde, in 1974, containing research at government level by Canada, with a look that would go beyond the biomedical model, inserting social, environmental and lifestyle issues. life as important and determinant elements of health (CARVALHO, 2004; LALONDE, 1974). This governmental report was an important conceptual framework to present a position on how the social side impacted health and how it could be an important element of action with society:

“(...) this document, a discussion memorandum produced by the Canadian Ministry of Welfare and Health, synthesized an ideal that advocates as a central axis of intervention a set of actions that seek to intervene positively on unhealthy individual behaviors (...)” (CARVALHO, 2004, p. 1089).

Four years later, the International Conference on Primary Health Care, held by the World Health Organization (WHO), would take place in the city of Alma-Ata, formerly the Union of Soviet Socialist Republics (USSR). This conference was a milestone in the history of health and life of the world population, with the publication of the Alma-Ata Declaration (WHO, 1978), in which it advocated the following ideal:

“(...) the economic and social development based on an international economic order is (...) fundamental for the (...) achievement of the goal of **Health for All** in the year 2000 and for the reduction of the existing gap between the state health in developing countries (...)” (WHO, 1978, p. 1, emphasis added).

The Declaration of Alma-Ata presented several important points that involved the perception about elements about the conditions of life and health, under the economic, cultural and social dimensions, from social determinants of health, in favor of the life of the world population, considering health as a universal right (CUETO, 2018).

This way, the relationship of health policy in relation to other policies, such as the human condition for life, yet found stronger in the study by Rose and Marmot (1981), in which risk factors were associated with the lifestyle of workers in a certain company, employees who worked in management positions had a higher risk of death from a certain type of disease. In this context, can be seen the importance of social relations, the mode of production and its impacts on health and how these relations began in the guided researchers and health workers to build the holistic view.

After the health study on risk factors, in 1986, the First International Conference on Health Promotion took place, in which the term HPP was highlighted, allowing health promotion policy to be included in the axes that were not yet directly linked to health (WHO, 2002). In Brazil, the same year, takes place at 8th National Health Conference, democratic movement of health professionals that supported the discussions on a health reform for the sake of building a free and universal health care system, including expanding the understanding of concept of health (BRASIL, 1986).

Thus, the concept of health, as in 8th National Health Conference, the same that will be used in this study, has become a conceptual framework when they understand that health can be considered as:

(...) the result of the conditions of food, housing, education, income, environment, work, transportation, employment, leisure, freedom, access and possession of land and access to health services. And so,

first of all, the result of the forms of social organization of production, which can generate great inequalities in living standards (...) (Ibidem, p. 4).

As we have seen, in 1988, it had been the Conference of Adelaide, Australia, in which the HPP were guided to the ideal of promoting healthy living were achieved. This year, health got his milestone in Brazil, to become a fundamental right in BFC/1988, from the creation of the Unified Health System - SUS (DE SOUZA, 2002).

SUS presented itself as a way to reduce inequalities in society, ensuring health as a universal right (BRASIL, 1988). Such an acquired right related to health was an achievement of Brazilian society, which had been decades of inequality in access to services, since only those who were entitled to free health coverage, through the provision of the National Institute of Medical Assistance and Welfare Social (Inamps), were those who had formal employment with a formal contract and who effectively contributed regularly (DE SOUZA, 2002).

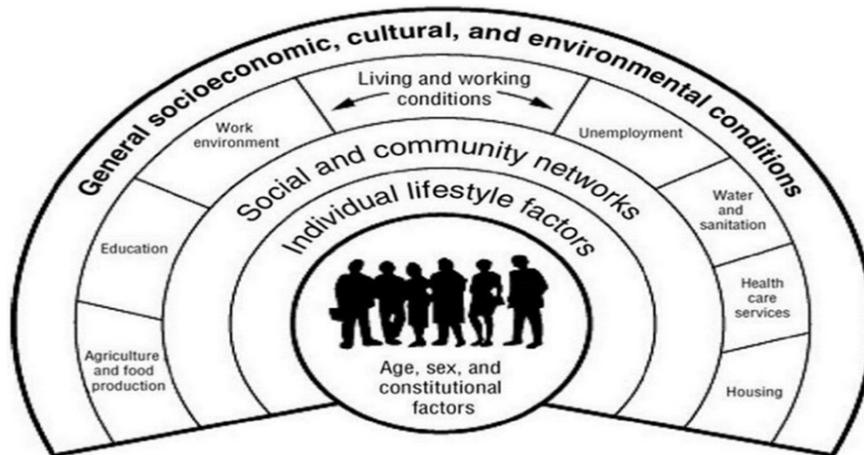
In the 1990s, a study by the authors Dahlgren and Whitehead (1991) emerged that came to contribute drastically to academic debates and scientific productions on health, based on conditioning studies of environments that influence human health: the Social Determinants of Health (SDH) model.

2.5.3 Social Determinants and Determinations of Health

In 1991, there was the International Conference on Health Promotion, in which Dahlgren and Whitehead (1991) presented the first version of the SDH model, related to the publication for WHO on how to tackle social inequalities in health. In this period, inadequate access to essential health services was considered as one of the several determinants of social inequalities in health.

The idea was to express a little of what had already been discussed in the world, about the health for all of Alma-Ata. Thus, the s authors designed a model, concept understood as social and economic conditions that impact would m directly to health. In this model by Dahlgren and Whitehead (Ibidem), there are four layers in which each one presents the social determinants in health, at different levels of action, from the individual to the collective, as shown in figure 5.

Figure 5: Social Determinants of Health Model (SDH) - 1991.



Source: Dahlgren and Whitehead (1991).

The first layer indicates how individuals' lifestyle factors relate with their human behavior (Ibidem). In this line of reasoning, one of the State's actions proposed to act in this environment is related to programs that allow the individual's awareness to promote behavior. Some examples:

“(...) educational programs, social communication, facilitated access to healthy food, creation of public spaces for the practice of sports (...) as well as a ban on tobacco and alcohol advertising in all its forms (...)” (BUSS, PELEGRINI FILHO, 2007, p .86).

After understanding the first layer, it is highlighted that, for the subsequent layers, the performance leaves the individual level and goes the collective, in a broader and more gradual way as the layers move away from the central axis. Thus, the second layer is equivalent to thinking about the group of people in which the actor is inserted, be it a family or a community, setting up relationships networks in which the individual is inserted (DAHLGREN, WHITEHEAD, 1991). This would be the space where there could be a stimulus to social participation for the claim of policies in favor of raising the conditions of structure for health and well-being for the population in question (Ibidem).

The third layer can be considered as a national level, in which the State defines public policies, according to each reality and each need presented by the population, within its space (Ibidem). In the third layer is found:

“(...) performance of policies on the material and psychosocial conditions in which people live and work, seeking to ensure better access to clean water, sewage, adequate housing, healthy and nutritious food, safe and fulfilling employment, healthy work environments ,

quality health and education services and others (...) in general, these policies are the responsibility of different sectors, which often operate independently, forcing the establishment of mechanisms that allow an integrated action (...)” (BUSS, PELEGRINI FILHO, 2007, p. 86).

The fourth layer is equivalent to the global level, in which there are the necessary socioeconomic, cultural and environmental conditions as social determinants in health (DAHLGREN, WHITEHEAD, 1991), i.e., this is the layer in which the set of actions of all the UN Member States which agreed on the 2030 Agenda terms could succeed in achieving their goals, in favor of a more sustainable future for the planet.

In 2006, the National Commission on Social Determinants of Health published the definition of SDH as being “(...) socioeconomic, cultural and environmental characteristics of society that influence the living and working conditions of all its members (...)” (BRASIL, 2006, p.2). WHO conceptualizes SDH as:

" (...) the conditions, in which people are born, grow, work, live and age, and the broader set of forces and systems that shape the conditions of everyday life. These forces and systems include policies and economic systems, development agendas, social norms, social policies and political systems (...)” (WHO, 2020, no page, our translation).

Despite the broad conceptualization that allows different types of policies to be related, Albuquerque and Silva (2014) argue that the description of the SDH concept presents a risk of promoting guilt for the problems existing at the individual level of the population, regarding the adoption of explanations for certain categories for health, so as to promote the simplification of elements such as risk factors or individual lifestyles at the expense of the necessary changes in structural processes.

Such an argument that supports the discussion about an even broader view of the problems and that go beyond the SDH: the logic of Social Determinations of Health (SDsH), which is brought by the literature through the discussion within the relationships built between health policy and the others, in the sense of interrelations, with capitalism as a critical and impacting element when dealing with a hegemonic and human gender production mode (ALBURQUERQUE, SILVA, 2014; TAMBELLINI, SCHÜTZ, 2009).

Thinking about SDsH means extrapolating this relationship presented by the SDH, which had already achieved a great advance from the Alma-Ata Declaration, with a view to expanding the vision of public health in a larger scope than the limited

relationship of the health-disease process (dominant biologist view in the first half of the 20th century with a focus on the disease) (SOUZA, SILVA, SILVA, 2013).

The moment demands questioning about the current economic order, which opposes the proposal for sustainable development, in the sense of culminating in a societal order that will be devastating for the health of individuals, and promoting spaces for discussions for new social orders, based on reflections criticisms that promote innovative solutions to the detriment of the “(...) destructive character of capital (...)” (Ibidem, p. 46).

The SDsH emerge as a challenge to the reductionist model stipulated by the SDH, mainly with regard to the factors, indicators and cause relationships that influence diseases (GARBOIS, SODRE, DALBELLO-ARAÚJO, 2014). Current studies on SDH are limited to the identification of correlations between morbidity and mortality and the elements found in society, focusing on population groups and maintaining the power of the contemporary epidemiology model:

“(...) what is disguised behind the label of social determinants and the fight against inequities in health is the overwhelming triumph of the world view of traditional epidemiology (...) we defend the view that the effort understanding health determination goes far beyond the use of causality schemes (...)” (NOGUEIRA, 2010, pg. 8).

Talking about SDsH refers to the relationship between human beings and nature, in terms of production, from the beginning of their existence until the survival process, in such a way that the human race could develop the capacity to create and produce conditions, whether goods or services, with new needs, which would become more complex over time, such as clothing, housing, transportation and tools (ALBUQUERQUE, SILVA, 2014).

Due to the social division of labor, it is possible that human beings can have everything that only an isolated person could not achieve, in order to generate interdependence between productive sectors and enhance people's capacities, which the authors understand as “(...) human condition (...)” (Ibidem, p. 955). Criticism involving the capitalist system and its neoliberal hegemony, which widens the income gap between people from accumulation, generating the consequent inequality (smaller groups with many resources and much larger groups with fewer resources), a portrait of the current reality.

Understanding the reflections brought by the SDsH logic can contribute to the way of thinking about a new social order, since the current capitalist model directly impacts on the survival of the future of humanity, in the sense of the regression of life:

“(…) the acceleration of the rate of capital reproduction in the global economy since the mid-1980s, has maximized the deterioration of life on our planet. In today's world and society, the faster you reproduce investments and profits, the less space and resources will remain for life on Earth (…)” (BREIHL, 2008, p. 2).

Health can present consistent strategies to tackle bad income distributions, a fundamental weakness in the attempt to minimize inequalities and promote social transformation, based on the “(…) search for equity and social development to obtain conditions worthy of life (…)” (PETTRES, ROS, 2018, p. 194).

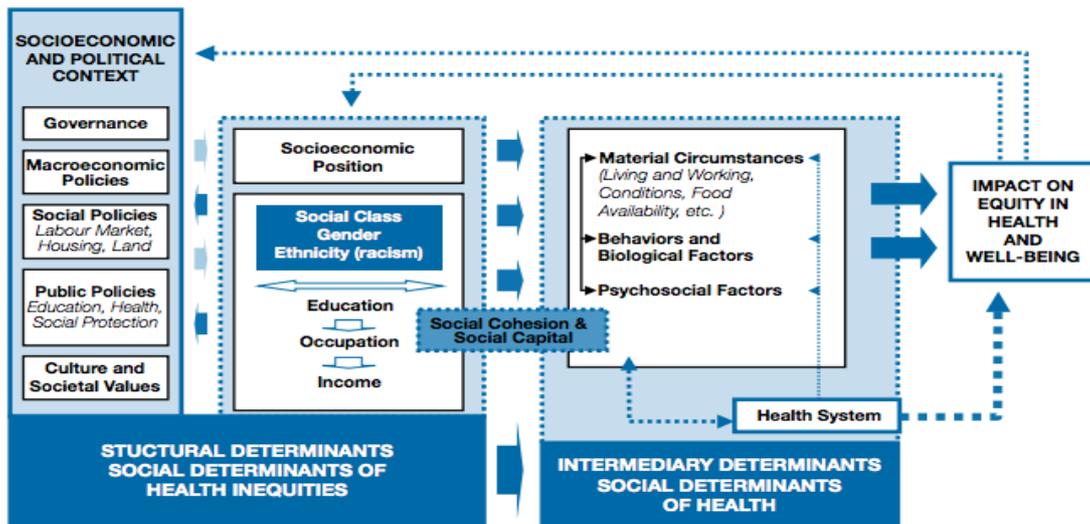
The proposal to expand the scope of SDH by SDsH was considered in this study. However, it became essential to also consider the logic contained in the SDH for the purposes of the research. Thus, we will present the theoretical evolution of the initial SDH model, used to defend the object of this thesis, in view of the new elements that were considered.

A second version of the SDH model was an important contribution to its theoretical evolution, was published by the authors Solar and Irwin (2010), inserting "complexity" as a requirement for the creation of a conceptual management model of the SDH over Commission on Social Determinants of Health (CSDH) work (figure 6). The idea was that, through evidence on how the structure of societies and the analysis of their interactions, having a study on how public health was being affected, in a holistic view.

In this second SDH model, what is highlighted most importantly is the relationship between the factors that generate inequity in access to health (structural factors) and its relationship with the factors that were considered intermediate (circumstantial, behavioral, biological and psychosocial), precisely at the heart of the issue to understand the motivations, in which, they directly impact the results found in a socioeconomic situation.

The great link between the types of determinants are social cohesion and capital, i.e., differently from the model of Dahlgren and Whitehead, cohesion here has an important emphasis on the definition of the degree of articulation existing in communities, for example, in a given territory, between the structuring factors and the intermediaries of the SDH.

Figure 6: Model of Social Determinants in Health (SDH) - 2010.



Source: Solar and Irwin (2010, p. 6)

In this model by Solar and Irwin (2010), the transversality of health policy can play a fundamental role in enhancing a proposal for public action for a development model that advocates life as a human condition for the future of societies. The relationship between structural and intermediary factors allows to contribute to a greater debate on how health can act in a cooperative/collaborative way. Based on this logic, we apply the integration of the SDH model with the ideals presented by the SDsH for the construction of thesis object.

The interaction process that exists between individuals (even due to their characteristics of the social groups in which they are inserted) and the way in which they are found in the social order needs to be highlighted, as such interactivity allows to understand social determination and the effects of relationships economic, political and social aspects of the subjects' lives, macro-determinants that characterize people's lives (FLEURY-TEIXEIRA, BRONZO, 2010). However, it is also necessary to read the contemporary world and understand its limitations, an element that the SDsH literature provides in a complementary way.

Therefore, the perception is that both categories (determinants and determinations) are complementary and allow to expand the perspective on health as a central point. Having health as an element that allows potentializing policies can be an opportunity for action by the State, in which it can promote the development of a certain society in a territory, guided by the logic contained in the SDH or in the SDsH, in favor of raising the quality of life and well-being of the population.

In this way, the logic presented in the SDH model by Solar and Irwin (2010), which brings elements of complexity, integrated with the proposal of the systemic vision of the SDsH allow to understand how public policies are directly and indirectly connected, being that the health can appear as an important cooperative element to promote the proper integration together for the sake of life.

Following this line of thinking, we believe that the UN 2030 Agenda can be the international agenda to support the research object of this study of health in a systemic way as a driver for the integration of policies for sustainable development. The concept of sustainable development requires a commitment, an intergenerational solidarity to be reached, since these generations need to have / use available resources to live, in addition to awareness of their limitations (initially the concern was with non-renewable sources and, later, renewable resources) (MOREIRA, CRESPO, 2012).

The human dimension brought by the *Brundtland* Report combined with the discourses of development as Sen's freedom (2018) and sustainable development, contained in 2030 Agenda, become preponderant for the construction of this thesis. The concern with life on the planet is at stake and health policy can be an important part of the process to achieve this ideal.

In this sense, the survival of humankind is reduced to the maintenance of life, in a measure that corroborates the perception of Sen (Ibidem), who understands that human life is the central point for development, however, it also warns about the impacts of life. in the face of the reality on the planet, which involve poverty and hunger in the world. Thus, life as a human condition, within this conception of Amartya Sen, allows us to understand how it can be possible to develop in the world from a context of equality among all humans, a fact that does not express the current reality in the country.

Berlinguer (1996) defends the position that the right to life means fully enjoying health as a fundamental right of any human being, regardless of any conditions or distinctions. Health can contribute to PI and thus help in state governance actions to find collective solutions that promote greater elevation impacts the population's quality of life, from the building based development projects in public action.

We believe that it is possible to find solutions for the next generations, especially in territories, and offer possibilities for the current generation, contributing to the reduction of inequalities in different societies, based on the joint action of the government

and the local society, in view of the current complex challenges, as we will see in the scientific arguments used in this study in the following chapters.

3. METHODOLOGICAL STRUCTURE

The methodological construct of this study gave rise to an analysis model, from obtaining information from perspectives that could be complementary and contribute to the general objective of the thesis, which is: *“to identify how the dynamics of health transversality in the policy integration for life can contribute to the reduction of social inequalities in territories, based on public action that makes the 2030 Agenda feasible, considering the experience of the applied case study of the Healthy and Sustainable Structural City project in FD, between 2017 and 2019”*.

Thus, we elaborated a way to construct the object and proceeded with its theoretical validation in the face of a governmental project that involved PA for development, based on the set of method, techniques and instruments used in the methodological structure.

The construction of the object of this study arose in the face of concerns regarding the transversality of health policy as an element that could contribute to government action in order to generate relevant knowledge, subsidizing decision-making based on social, environmental, political and economic relations. In addition, we started to explain the proposed analysis model by mentioning two moments for its elaboration: the first one, using the integrative review method; and the second one, through the survey of empirical evidence and integrated analysis.

The first moment of the chosen analysis model concerns the study of the object related to HT in PI, in view of the search for the understanding of the relations between policies in the face of complex environments, which took place using the Integrative Review method, under the 17 SDGs' targets of the 2030 Agenda as an integrated analysis category.

After a critical analysis of the chosen method, the results found led us to think about how to validate them in a theoretical way, from a government project that contained cooperative action between State and society, in order to generate PA for development. Thus, the Healthy and Sustainable Structural City 2030 project (CESS 2030), related to the implementation of the 2030 Agenda in the territory of the Structural City, in DF, was elected as an applied case study to support the object's theoretical validation process.

Thus, we proceed with the construct's second moment that allows us to understand the processes concerning the CESS 2030 project for the generation of critical

inputs, subdividing it in two stages: first the survey of empirical evidence; and, subsequently, the integrated analysis for theoretical validation.

The first stage corresponds to the process of obtaining information to generate data in the form of empirical evidence, being carried out in two complementary actions: for the perspective related to the macro level (State), the Case Study technique was used as a research strategy, from the point of view of three categories of analysis (governance, democracy and social participation); for the perspective of the microsocial level (society), the Participant Observation technique was used, from the point of view of seven categories of analysis (actors, representations, processes, institutions, results, faced problems and knowledge translation).

The second stage was based on the empirical evidence found for the 10 categories of analysis (total), making it possible to proceed with the integrated analysis, based on the data obtained, in order to theoretically validate the HT in the PI. Indeed, it was possible to understand how the PA process for development took place, in order to ascertain the hypotheses raised in this study. Figure 7 illustrates the methodological construct of the analysis model developed.

Figure 7: Thesis analysis model (methodological construct).

METHODOLOGIC CONSTRUCT				
MOMENTS	DESCRIPTION	METHOD AND TECHNIQUES	INSTRUMENTS FOR DATA COLLECTION, TABULATION AND ORGANIZATION	DATA PROCESSING AND ANALYSING
1. THESIS OBJECT BUILDING	HEALTH TRANSVERSALITY IN POLICIES INTEGRATION	METHOD: ADAPTED INTEGRATIVE REVIEW (GANONG, 1987)	PRODUCTION GATHERING IN DATABASES FROM INDEXERS, PRODUCTION EXTRACTION AND SPREADSHEETS	CONTENT ANALYSIS (TRIVIÑOS, 1987) COMPLEMENTARY TO METHOD FOR GREATER THEORIC RIGOR
	2. THESIS OBJECT THEORETICAL VALIDATION	TECHNIQUE: CASE STUDY (RAGIN, BECKER, 2009; YIN, 2005)	INSTRUMENT: DOCUMENTARY RESEARCH	IRAMUTEQ SOFTWARE AND CONTENT ANALYSIS (TRIVIÑOS, 1987)
		TECHNIQUE: PARTICIPANT OBSERVATION (GOLD, 1958; MARIETTO, 2018; TRIVIÑOS, 1987)	INSTRUMENT: FIELD DIARY	CONTENT ANALYSIS (TRIVIÑOS, 1987)
	INTEGRATED ANALYSIS	DATA TRIANGULATION (DUNN, PETERS, 2020; TRIVIÑOS, 1987)	SPREADSHEETS	CONTENT ANALYSIS (TRIVIÑOS, 1987)

Source: own elaboration.

To understand this methodological chapter, the following sub-chapters were listed in a sequential manner to the actions necessary for research: 3.1 Research analysis model

and its theoretical approach; 3.2 Method for thesis object building: Integrative Review; 3.3 Techniques for empirical evidence survey in an applied case study (2030 HSSC project); 3.4 Thesis Object Theoretical validation.

3.1 RESEARCH ANALYSIS MODEL AND ITS THEORETICAL APPROACH

It should be noted that the information and knowledge generated in this thesis belongs to an academic nature, having the management as perspective, in favor of the discussion of health in cooperative and integrative aspects of public policies, as well under the HT perspective. Thus, this research provides essential elements to understand the implementation of 2030 Agenda in territories.

Therefore, the appropriate choice of methodology becomes essential, since it allows to understand that the search for evidence contributes to the production of scientific knowledge, which is always between a fine line between theory and reality (KERLINGER, 1980; MINAYO, SANCHES, 1993). The elected methodological proposal comprises that the combination of quantitative and qualitative data allows a:

"(...) better understand a research problem by converging (or triangulating) both broad numerical trends in quantitative research and details in qualitative research (...) and better convey the needs of a group (...)" (CRESWELL, 2007, p. 111).

The construction of this methodology allowed us to draw a direction with the objective of carrying out research to verify the hypotheses built, in order to prove them, allowing the real understanding of phenomena. This notion of the methodological construction strategy demanded an adequate comprehensive understanding of the current process, under the social aspect of the events and their due analysis (BAUER, GASKELL, ALLUM, 2002, p. 18), in an attempt to overcome the existing risks related to the field researcher, in the sense of providing explanations about a certain reality in a limited way (BOURDIEU, 2001), by linking a greater number of contexts and perspectives of visions involved to the analyzes.

Thus, the approach covers qualitative forms, in greater proportion, and quantitative forms, in a punctual way, in the sense of complementarity, following the guidance of Minayo and Sanches (1993), from secondary data sources and use of field diary for collection information with the observed subjects. Such logic used in this study

concerns a more in-depth search for relationships, processes and phenomena that emerge, but that there is no possibility of being merely reduced to elements of a context.

We highlight here an undeniable perception of Minayo and Sanches (Ibidem) regarding the importance of the social side in investigation, that is, when the common language (“speech”) is considered the raw material of social actors, “(...) in affective and technical relations, whether in intellectual, bureaucratic and political discourses (...)” (Ibidem, p. 245), based on a load of representation that it brings in favor of certain groups under specific conditions. Finally, emphasizing that this methodological approach is situated in the multidisciplinary field, from the following point of view:

“(...) a researcher can be inspired by perspectives from neighboring disciplines, use his conceptual and analytical devices, borrow certain approach techniques, multiply the angles of questioning and vision (...) more and more, due to the breadth and complexity of problems in the human field, researchers are inclined to come together to gather the knowledge of each one (...)” (LAVILLE, DIONNE, 1999, p. 44).

Therefore, it is an exploratory, descriptive, analytical and applied study. From an exploratory point of view, it comprises the study under the spectrum of public action in an applied case study. Characterized as descriptive and analytical, in function of describing the planning process and methodology used in the 2030 HSSC project in a systematic way; and defined as applied for carrying out a practical study, through real problems experienced in the Structural City of FD (GIL, 2008).

For the stages of the analysis model, concepts and theoretical frameworks from different authors were used, which interconnected and which allowed the construction of important dialogues to guide this study, in order to support the construction of the thesis object, as well as providing the necessary support to critical analyzes. and discussion of the results found.

To understand complexity, Edgar Morin, in his rich life trajectory, contributed to the academy with his theory of complexity, by promoting connections between existing knowledge and concepts of knowledge, especially for education, in the face of existing uncertainties in the world. Thus, we guide this study by means of complexity theory concepts presented in the literature review along with the contributions of Geyer (2011) and Stacey (2007) to guide the construction of the thesis subject, as it was essential for the integrated analysis of this study.

To understand governance, we used several renowned authors, such as Guy Peters, Jacob Torfing, John Pierre and Eva Sørensen, to list a list of components linked to the theme, such as coordination, articulation, integration and coherence processes. policies, in order to articulate them in the analysis of the results found and in the discussion of this study in order to provide greater theoretical rigor.

To understand the PA, we used the authors Lascoumes and Les Galès, who contributed to the construction of a model of sociology of public action to promote understandings about the performance of different actors (public and private) of a given government action. We were able to use concepts that involved PA, as well as using structural elements such as social participation and democracy in the analysis and discussion of results. Specifically, the PPP model by Lascoumes and Les Galès (2012a) was essential to structure the Participant Observation technique and conduct the integrated analysis.

In order to understand development, we were guided by the undoubted contribution of Amartya Sen (2018) in the face of his teachings related to individual capacities, focusing on the proposal of having life as a human condition, in favor of the State's performance in the generation of better circumstances for society, based on a balanced performance between economic and social development. The concepts of development as Sen's freedom involved in this perspective also guided the construction of the object of this study and supported the discussions of the results found.

For the philosophical-theoretical support related to the critical analysis of the results and discussion, Bruno Latour was used as a reference in the face of concepts related to the process of social constructivism, which contributed to deepen the understanding about the observed phenomena and in the existing relationship between human actors and human beings in the process of constructing scientific facts addressed in this study.

3.1.1 Concept Classes: a priori and a posteriori categories

It is important to register, prior to the explanations, the methodological details about the classes of concepts related to the categories of analysis used in the course. The authors Aranalde (2009) and Bardin (2011) were used as a theoretical reference, with due variations in the uses of the concept classes *a priori* and *a posteriori*, in line with the

method (Integrative Review) and techniques (Participant Observation and Case Study) adopted.

Aranalde (2009) is based on Kant's teachings (1997; 2003) and conceptualizes "*a priori* concept class" as the pure way of thinking, restricting itself to the forms of thought of the human being that can be applied to "(...) the multiplicity of representations (...)" (Ibidem, p. 104) to be produced. The "*a posteriori* concept class" is explained by Aranalde (Ibidem) based on the ideas of Ranganathan (1957; 1967) and understood as a result or product of the inductive theoretical application of the analyzed elements, characterized by the entry "(..) in operation from contact with reality and the objects that compose it, being, in this way, empirical (...)" (Ibidem, p. 106).

Bardin (2011) explains that for a *a priori* analysis it is not mandatory to define the hypothesis in advance, which can happen: from the degree of knowledge obtained in a previous way; from readings that trigger concerns and that lead the researcher to think about a certain topic; or even being able to start the analysis from scratch, that is, "(...) blindly and without pre-conceived ideas (...)" (Ibidem, p. 98).

Thus, we will move on to the theoretical and detailed explanation of the research method used in this research, about the construction of the thesis object, as well as the techniques used for the applied case study and its respective categories of analysis.

The inputs generated in these constructions, as mentioned earlier, culminated in the final integrated analysis about the HT and the PA for development.

3.2 METHOD FOR THESIS OBJECT BUILDING: INTEGRATIVE REVIEW

The research method used for the construction of the thesis object was the integrative review, as it allowed to fully understand certain phenomenon, applied here to the HT in the PI, through the analysis of the synthesis of the results obtained in research, in a organized, orderly, broad and systematic (ERCOLE, MELO, ALCOFORADO, 2014; SOUZA, SILVA, CARVALHO, 2010).

The integrative review proved to be interesting considering its ability to combine empirical and theoretical elements, in order to "(...) generate a consistent and understandable panorama of complex concepts (...)" (SOUZA, SILVA, CARVALHO, 2010, p 103).

For the construction of the integrative review, we follow the teachings of Ganong (1987), who have six phases for the construction of the review process:

Phase 1 – Questioning’s choice for the review;

Phase 2 - Literature search and sampling;

Phase 3 - Data collection;

Phase 4 - Critical analysis of the found studies;

Phase 5 - Discussion of the found results;

Phase 6 - Presentation of the results found from the integrative review.

Phase 1 defines which studies will be included in the search, according to the question (Ibidem). Phase 2 is broad and diversified, covering several bases, with a discussion about the criteria used for inclusion and exclusion of production, as well as due sampling, given the volume of information (Ibidem). Phase 3 concerns the use of an instrument to extract the chosen articles, ensuring totality and guarantee of the records (Ibidem). Phase 4 refers to the development of an evidence system in line with the sought-after design (Ibidem). Phase 5 presents the comparison of the data found with the theoretical framework of the research, aiming to highlight gaps in knowledge and possibilities for future studies (Ibidem). Phase 6 refers to the final explanation in a critical and clear way about the results of the research carried out (Ibidem).

Thus, although we use Ganong (Ibidem) as a reference for this study, its stage of critical analysis of the integrative review presents a theoretical limitation for the proper explanation on how to proceed with the theoretical rigor required for the stage. Therefore, we use Bardin (2011) and Triviños (1987) for complementary theoretical and rigor support required for the phases of critical and inferential analysis.

Content analysis, according to Bardin (2011), concerns the “(...) set of communication analysis techniques that uses systematic and objective procedures to describe the content of messages (...)” (Ibidem, p. 38). It is important to highlight the purpose of the content analysis defined by Bardin (Ibidem), since it is up to the researcher “(...) to make logical and justified deductions, referring to the origin of the messages taken into account (...)” (Ibidem, p. 42), in addition to the rigor required in processes by author.

Triviños (1987) highlights that “(...) latent content (...)” (Ibidem, p. 162) needs to emerge from the analysis, not being limited only to the expressed content contained in the documents. Triviños (Ibidem) uses Bardin to refer to what he calls the three basic stages necessary for the construction of content analysis, however, in line with his own

theoretical perceptions: “(...) pre-analysis, analytical description and interpretation inferential (...)” (Ibidem, p. 161).

We used Triviños (Ibidem) and Bardin (2011) for the critical analysis of phase 4, supported by the literature review on governance, complexity and PI, in addition to the existing logic in the relations of the structuring and intermediary factors of the Solar and Irwin SDH model (2010) and the criticisms listed by Albuquerque and Silva (2014) about the SDsH. It is important to highlight that, as the pre-analysis stage (material organization) had already been carried out - through the previous phase of the construction of Ganong's integrative review (1987), it was necessary to complete the critical analysis of phase 4 by the analytical description stages. and by the inference process of the results obtained.

The analytical description stage is related to the submission of the corpus found for the in-depth study, guided by theoretical principles and hypotheses, promoting the analysis of the categories (TRIVIÑOS, 1987). The inferential interpretation stage lists the moment necessary for reflections and intuitions, based on the empirical materials that were generated in the treatment of data, in such a way as to establish the necessary relationships for research, with the due deepening of ideas (BARDIN, 2011; TRIVIÑOS, 1987). The connections made by the researcher need to contemplate, if possible, the “(...) basic proposals for transformations within the limits of specific and general structures (...)” (TRIVIÑOS, 1987, p. 162), based on elements and latent content previously scored (Ibidem). In this stage of inference, the researcher needs to identify traces, which “(...) are the manifestation of states, data and phenomena less (...)” (BARDIN, 2011, p. 39).

3.2.1 Instruments used for data collection and processing

Two spreadsheets were used, one for tabulation of data for collection, referring to the information contained in each article (for identification of correlations in bibliographic production) and another for data processing (elaboration of an evidence system related to the categories of analysis).

3.2.2 Results' Presentation

The results obtained in the Integrative Review were presented in spreadsheets and graphics made in the *Corel Draw* software^[23] for the demonstration of the SDG's relations with policies, being analyzed in the form of a network.

3.3 TECHNIQUES FOR EMPIRICAL EVIDENCE SURVEY IN AN APPLIED CASE STUDY (2030 HSSC PROJECT)

Based on the results obtained the adapted integrative review focused on HT, we proceed with the analysis on the validation theoretical thesis object, taking the 2030 HSSC project as a reference in the public action perspective to enable 2030 Agenda in territories for development.

The construction of the thesis object by the Integrative Review method reflected in an adequately way the research question of this study, making it possible to understand the dynamics of HT in the PI in a government project. We realized that it was possible to ascertain such construction in view of the results found in the applied method, through theoretical validation with an applied case study, having the 2030 HSSC project as a reference, since it was active and involved State action jointly with the society for its construction.

The proposal then was to provide a systemic view regarding the processes of such a project, consisting of the complementarity between two techniques for obtaining empirical evidence from two perspectives: for the macro- social level, the “Case Study” technique was used (as a strategy for research) aiming at understanding the performance of the State; and for the microsocial level, the technique “Participant Observation” was used, aiming at understanding society's performance.

The combined techniques of Participant Observation and the Case Study allowed to expand the perspectives of analysis, both on the side of the State and on the side of the individual in the territory. It is important to clarify that the combination was important for the methodological strategy considering that I was directly involved in the project since its conception, including as a facilitator in the planning workshop process (II Prospective Dialog Seminar), which took place in 2018, and as a collaborator teacher of the Specialization in Territorial Governance (STG) course's squad, which took place in 2019 at the headquarters of Federal Institute of Brasília (IFB) - Structural Campus.

Thus, it can be said that Participant Observation technique was strategically used as a way of approaching the representatives of the Structural City community, allowing also to perceive the daily life and realities experienced by the local society.

The applied case study was divided into three stages for a better systemic understanding of the processes involved: Stage 1: “The trajectory of 2030 Agenda from global to local level”; Stage 2: “The approach of 2030 Agenda in Structural City”; and Stage 3: “2030 Agenda and the individual in territory”. Such steps were analyzed critically in relation to the processes and developments related to the 2030 HSSC project, from the point of view of the relationship between the State and society.

The research time horizon was as follows: Stage 1 (03/27/2018 to 07/17/2018 - period between the initial meeting of the project and the last meeting before the construction of the II Seminar); Stage 2 (08/02/2018 to 05/21/2019 - period between the first meeting for the construction of the II Seminar and the last meeting before the Seminar of the Educating City); and Stage 3 (11/06/2019 and 12/20/2019 - period between the holding of the Seminar of the Educating City, publication of the announcement and last class (of 2019) for the STG course.

Step 1 corresponds to the beginning of the 2030 HSSC project, contemplating the project design and the activation of networks of the actors involved, both occurred in the years 2017 and 2018. Step 2 corresponds to the period of collective construction of the project, through realization the participatory project construction workshop, as well as the planning workshop called “II Prospective Dialog Seminar: Healthy and Sustainable Structural”, which took place in 2018. Step 3 corresponds to the seminar “City of the Future: Healthy Structural and Educadora” occurred on June 11, 2019, and the period between the launch of the public notice by the IFB for the STG course, as well as its partial realization.

3.3.1 Contextualization in relation to participation in the 2030 HSSC Project

Working at Fiocruz as a health management analyst linked to the Future Intelligence Core (NIF), department which is responsible for managing the 2030 HSSC project, provided me with access to the project data, in addition to having contributed directly to the Participant Observation technique, since I was able to be inserted in the (STG) course as one of the observation environments of the study.

The STG course was the result of a partnership between Fiocruz, UnB and IFB, considering qualifying popular researchers who could work with the Department of Health to monitor the social indexes of the Structural City. The choice of observation along the course becomes relevant, as it is understood as a central element for the formation of popular researchers who will contribute to the process of popular surveillance, through the provision of data by the State Department of Health (SES) of the Federal District and using a cooperation situation room to be built in the territory (DISTRITO FEDERAL, 2017c; IFB, 2019; SELLERA et al., 2019).

I was a collaborating professor in the staff of teachers of the STG course for the period from September to December / 2019, with classes taking place weekly, always on Thursdays and Fridays in the evening (7:00 pm to 10:00 pm) and on Saturdays during the morning and afternoon period (9:00 am to 5:00 pm).

During this period, I was able to participate in three modules of the course, and as a teacher, I taught only one class in the course (whose theme was 2030 Agenda). In all of other classes of remaining professors, I was able to participate as an observer.

Here we manifest what is advocated by the author Demo (1995) and his perception about neutrality actions, such as effort and acuity, in the sense of being a demobilizing element and that can generate distance in the relationship with the subject. We believe that the path followed, based on the appreciation of interaction with people, which we chose to follow, allowed us to fully conduct the results of this research (Ibidem). We can say that there was no neutrality in my performance, even due to the role of teacher that I exercised, in order to be participate and interfere in explanations and discussions. In the sense of contributing to bring knowledge about governance and public policies to the theoretical empowerment of students.

There were moments that I believe were influenced by students and local residents, as well as moments in which I influenced them, in the sense of being immersed in the environment of the territory to accumulate experiences together with students as a participating professor and present in the Specialization subjects.

Such moments were gladly shared and shared by both parties, with harmonious coexistence, and I believe that I was well accepted by the group of Specialization's students. I had the privilege of being able to hear their experiences, reports and life stories, even for the dedicated effort in social and political struggles in the defense of the life of the territory's population through expressed reports in the classroom.

I had the opportunity to participate in cultural events in the territory, visit several social institutions, have lunch at the community restaurant and randomly meet the students themselves when I was doing field research in the territory. Still, I was able to experience moments, with the group of students in the break over the classes in Saturdays, in what they called “solidarity lunch”, in which each student took a different dish to share.

In fact, this is a beautiful and strong mark of the students in this class (figure 8): the solidarity expressed by the concern and zeal for the well-being of others. A typical and characteristic example of this class: every night, during classes, several students brought coffee and cookies to the class[24] (during break time), worrying about those who could go to the class without having dinner or even those who eventually did not have enough resources to be able to buy some snacks. I gladly started this practice out of gratitude.

We believe that the conduct guided by Gold (1958), Marietto (2018) and Demo (1995) could contribute to a better understanding of interpretations in relation to the territory, given the participation in daily life with students and in the field, better knowing the mechanics of the territory and organizing the information that made up the field diary.

Figure 8: Moments recorded in the classroom in the STG course.



Source: own elaboration.

3.3.2 Theoretical and philosophical support of Bruno Latour

The methodological construct related to the applied case study was guided by the constructivist philosophical current, with emphasis on Bruno Latour's social constructivism, since for the theoretical development of the thesis, its concepts allowed

the construction of direct dialogues with the analysis model developed for the research, both as one of the components of the *a priori* analysis category for the Field Diary (knowledge translation) and contributed to the understanding of the results in the content analysis phase of the stages.

It is important to note that the critical analysis of all stages of the applied case study occurred concurrently with the analysis of Bruno Latour's proposal, from the point of view of certain categories that the author developed, once the dialogue with several authors of the PA and governance contributed to the theoretical support in the end.

Initially, and according to the methodology applied to the research, the concept brought by Latour about coexistence was listed for the Participant Observation technique, in view of the need that was brought about the construction of the object of thesis in order to understand the relationship State-society, in the sense of constructing a certain scientific fact in a cooperative way (LATOUR, 2000; 2012).

Latour's coexistence consists of the existing relationship between humans and non-humans in order to promote the understanding of the existence between them, reflecting the sociological field of social sciences, in the construction of scientific facts and making it central to capture multidimensional understanding in complex environments by each actor about facts and interests within their respective performance (LATOUR, 2012).

In order to understand the concept of coexistence, it is also important to understand the complementary concept of knowledge translation (Ibidem). This way, translation would allow to reach such an understanding of coexistence: “(...) the word “translation” now takes on a somewhat specialized meaning: a relationship that does not convey causality, but induces two mediators to coexist (...)” (Ibidem, p. 160).

Therafter, the understanding of the knowledge translation, an expression conceptualized by Straus, Tetroe and Graham (2009) as “(...) methods to close the gaps in knowledge for practice (...)” (Ibidem, p. 165, our translation), contributes in order to apply the knowledge acquired in action, allowing to complement Latour's coexistence, since the understanding of facts and interests fill the knowledge gap to promote action towards the relationship between State and society in the construction of solutions to collective problems (LATOUR, 2012; STRAUS, TETROE, GRAHAM, 2009).

Bruno Latour uses the sociologist author Michel Callon as a reference to deepen his knowledge related to the use of this logic of coexistence, since the author wrote about

sociological translation in the 1980s. According to Callon (1984), translation can be understood with a mechanism which seeks a balance between the social and nature worlds, in order to bring about a certain type of control: “(...) it also allows an explanation of how some obtain the right to express and represent the many silent actors of the social and natural world that mobilize (...)” (Ibidem, p. 224).

Interestingly, Callon (Ibidem) proposed four steps to translation, which are the problematization, the awakening of interest; involvement; and mobilization. Thus, these steps were also used in the research in a complementary way and contributed to analyze the research results aiming to understand the movement of knowledge translation, from this field, as a constituent element of the diary to record information in a descriptive and analytical-reflexive way, in the context of the research.

Thus, we also use Latour for the proper theoretical support for content analysis stages, both for the Participant Observation technique and for the Case Study technique. For that, the interpretation of the phenomena took place through Latour's constructivist lens, both for his concepts about the construction of science, or better, construction of scientific facts (LATOURET, 2000) and about the Actor-Network Theory - ANT (Latour, 2012).

Latour's proposal regarding the construction of science is based on the understanding of a certain scientific fact in terms of context and content, considering that there is a separation between them by a black box, with rationality being considered important for the construction of facts. scientific studies under the collective scope (Latour, 2000). The black box can be considered as a complex element, in which its content is not known, differently from the feeding of information contained in its input and its output, but which is generally an unquestionable truth (Ibidem).

Comprising science in action means trying to open the black box, in the sense of understanding objects and their relationships in search of the uncertainties that surround them, as well as the existing controversies (Ibidem). Thus, the process of comprising the phenomena that lead to science in action in the 2030 HSSC project becomes central to understanding the cooperative action between the State and society, a central point for the elected techniques.

The opening of the black box is interpreted through the existing duality between ready science (consolidated facts with diffusion) and science in construction (existing translations and controversies), from a perspective situated in the gap between the two

types of science (Ibidem). On the one hand, there is certainty and replication of the scientific fact, as a ready science that is recognized, while on the other hand, there is science under construction, riddled with uncertainties and controversies that belong to it, containing distinct chains of associations (Ibidem). Comprising elements that constitute a scientific fact is just as important as comprising the game that exists underneath the movements that are performed by actors for their due conviction and consolidation:

"(...) The fact-builder task is now clearly defined: there is a set of strategies to enlist in and teres sar human actors and a second set for the list and interested actors Will not the human- sa order to conserve the first. When these strategies are successful, the constructed fact becomes indispensable; it is a mandatory point for all those who want to promote their own interests. Few numerous and defenseless at the beginning, occupying some weak points, these people end up after controlling true strengths (...)" (Ibidem, p. 218).

In order to understand the contents of the black box related to the construction of the 2030 HSSC project and the construction of scientific facts, it is important to have four positions to support arguments: discard useless facts (instead of accepting facts without discussing); decide what efficiency would be (instead of always choosing the most efficient machine); understand that the fact will only be consolidated when the interested parties are convinced (instead of believing that when the machine will work, everyone will be convinced); everything is sustained when the fact starts to become true (instead of believing that the thuth will always be sustained) (Ibidem).

Once this understanding is set, it is essential to outline the strategies to be adopted in the translation model: to transform the statement into fact, it is necessary to involve and convince people to believe in it; it is important to search for sponsors with the power to follow their path without deviating so much from their objective; and providing for the blocking of other people's explicit interests (Ibidem).

The purpose of science in action, in the sense of building action, occurs in the process of understanding the facts, in order to accompany them as a rhetorical sentence, which aims to win the argument at the expense of the authority of the content that is presented (Ibidem). Latour's science in action became vital for the analysis model, as it evidenced the construction of science in progress and in spaces of governance and social production, in view of the joint performance of actors (government and society) to raise the level of knowledge local realities and jointly plan actions.

Still, the object of study of the dynamics of HT in the PI dialogues with the construction of actions, since it is from the local reality expressed by the actors involved that the interconnections of health with other policies can be built.

The second work, related to the re-aggregation of the social, allows to broaden the scope of the vision about the actors, in the relationship between society and nature, since the innovation brought by the process of construction of scientific facts is riddled with a network of actors, who can be human or non-human (animals, objects, agencies or laws, for example) holders of interests and who are mobilized to reach a certain objective (LATOURE, 2012).

This trajectory followed by the construction of the scientific fact is called topography of the social, which does not distinguish the interactions that occur at a local level in the global context, just as it does not distinguish between macro and micro, but is concerned with the interactions between the actors to understand the whole in order to reallocate the action, because “(...) it is necessary to understand the dynamics of this hellish journey (...)” (Ibidem, p. 241).

To understand the construction of scientific facts and the topography of the social, Latour (Ibidem) makes use of ANT, as a hybrid theory before the actor and the network, interconnected without necessarily having specific extreme or antagonistic positions, and qualified as a socio-technical network that is liable to be influenced by agencies and their rules, norms and laws that guide behavior. (Ibidem).

The relationships presented here are hybrid, in the sense that they are intertwined between humans and non-humans, be it nature and society or be it science and politics. It is worth highlighting the understanding that, in the course of action, the actor-network always acts collectively, that is why the hyphen applied to the two words:

“(...) an actor on stage is never alone in the act: from the beginning, the theatrical performance puts us in front of an imbroglio where the issue of the subject of the action becomes unfathomable (...) the action is never localized, it is movable. If a network actor is, first of all, able to point out the origin of the action as a source of uncertainty, it will be necessary, when the time comes, to be interested in the term “network” (...)” (Idem, 2006, p 67).

ANT provides elements for the interpretation of facts constructed and allowed to promote reflections on the 2030 HSSC project within a course of action, which was manufactured facts and constructed realities apparently collectively (Idem, 2012). This

thinking dialogues directly with both governance and PI, as it allows understanding in the cooperative relationship between the actors and the social development process in the territory, central points for the analysis of the results obtained by the elected techniques.

3.3.1 Participant Observation Technique

The Participant Observation technique followed the guidelines of Gold (1958), Marietto (2018) and Triviños (1987), both for planning and for the elaboration of the field diary instrument. Such a technique is appropriate “(...) for exploratory studies, descriptive studies and studies aimed at the generalization of interpretive theories (...)” (MÓNICO et al., 2017, p. 726), in addition to allowing to gather important elements critics contained in the group's representations, not simply being present in the context, but being involved in the daily life and participating in the observed actions and becoming part of the group (RESENDE, RAMALHO, 2011).

Becker (1999) conceptualizes Participant Observation as the way in which the researcher can collect data by participating in the group, through observation. In this sense, the logic of this study was to elaborate descriptions, according to the observation sessions that took place in relation to the processes of the Structured City Case Study, based on the logic of the object of this thesis. The authors comprise that, through the use of this method, whoever investigates seeks to understand the process completely:

“(...) the researcher seeks to meet one of the fundamental assumptions of Participant Observation, namely: the researcher's coexistence with the person or group under study provides privileged conditions for the observation process to be conducted in order to enable an understanding of facts, that would not otherwise be possible for us (...)” (MÓNICO et al., 2017, pg. 727).

The choice regarding the orientation of posture in the participant observation, for the purposes of the process of collecting and analyzing the data of the field research, was made based on the teachings of Gold (1958), who advises on the degree of involvement that the observer will adopt in the temporal trajectory of his field research, presenting the nuances between the roles between being an observer, as well as being a participant.

First, we opted for the elaboration of an observation plan for the situations that would be experienced, using the STG course for the purposes of operationalizing the chosen technique as one of the specific observation environments while the territory itself

and / or events external to the course that contained information from the Structural City as complementary environments.

Thus, the observation plan was divided in two ways:

- *For the observation in the Course*: initially, a more isolated posture was adopted, participating in order to be an observer with lower involvement (limiting to observing the discussions in classrooms), characterizing it as “Participant as Observer” and, throughout time and involvement with students, participating more actively, evolving in the degree of perception of cultural rules and their behaviors, characterizing the posture as “Complete Participant” (GOLD, 1958; MARIETTO, 2018);
- *For observation in the Territory*: isolated posture, participating as an observer in public events, characterized as “Complete Observer, and there were moments with a low degree of involvement with the subjects observed in the field research, characterized as “Participant as Observer” (GOLD, 1958; MARIETTO, 2018).

After the definitions of posture to be adopted in the observation, we were able to start the instrument building, which would later be submitted for approval by the Fiocruz Ethics Committee. As for observation, in itself, we highlight here the teaching of Cruz Neto (2002) about necessary characteristics and that we were careful to constantly observe: it was performed artificially, since this researcher joined the group of students for observation (element of unnatural insertion); theoretical-methodological care at the entrance to the field, occurred with the appropriate insertion with the group of students; and bringing students closer together, in order to aggregate knowledge through closer exchange links.

3.3.1.1 Collection instrument: Field Diary

The chosen instrument for the Participant Observation method, in order to collect data in the field, was the Field Diary. Its structure followed the guidelines of Triviños (1987), according to the understanding of how the positioning of the methodology allows the deepening of the reality about populations and helps to understand the complexity they experience, in the face of everyday problems. Thus, the Field Diary presented itself as a compass of Participant Observation in the context of the project.

After defining the instrument, we proceeded to the analysis of the process of registering the observed facts through field notes, which are central to this process, since they allow the proper articulation of the research methods, in order to generate integration between perceptions and interpretations (RESENDE, RAMALHO, 2011).

Triviños (1987) advises that field records (or notes) must distinguish two moments: the first description, about the accuracy of the situation experienced; and the second, in a reflexive way about the described fact, the observed behavior or attitude, which may even generate different perspectives or new hypotheses or questions.

Thus, the teachings of Triviños (Ibidem) about the moments of recording the field notes were defined for this research and used appropriately to fill out the field diary, in which we applied the first moment as descriptive and the second one as analytical-reflexive. The notes were systematically organized in the diary, with fields for the location, time and date of the observed fact, as well as the type of activity observed, the description of the fact and the subsequent reflexive analysis, in addition to the analysis categories as observation elements. which will be detailed below.

In time, another important element carried out during the field research referred to the data triangulation on issues that emerged in the observation. Marietto (2018) explains that “(...) where possible, for greater rigor and reliability of the research, perform the triangulation of the data obtained in the field through other sources that prove the facts ascertained (...)” (Ibidem, p.12). In this way, such a theoretical orientation was adopted, being such a common posture during the course of the study.

It is worth mentioning that, during the research, there was a need to develop two worksheets to record the annotations and tabulate the data separately from the Field Diary. Such spreadsheets represent the collection of data for field research in the territory, in which we carry out the survey of information *in situ*: a spreadsheet for surveying records of public equipment and social institutions; and another worksheet for academic extension projects by the University of Brasilia that occurred/occur in the Structural City. Both are the s Appendix B and C, respectively.

Regarding this point, we express that all field records took place in a notebook that I took to the classroom, proceeding discreetly during the observation period. Logically, there were moments in which it was not possible to write down on the spot, but immediately after the fact the note took place.

Still, the observation routine occurred systematically, for both moments (description followed by analysis), being carried out immediately after the end of the class, either transcribing using the classroom *computer* or personal *notebook* (after leaving students) or when he returned home. Thus, the transcription of the field diary occurred from the paper notes to the electronic spreadsheets and always following the guidelines of Triviños (1987), relating to the descriptive moments of the fact and subsequent reflective analysis. The Field Diary records used in research are in Annex I.

3.3.1.2 Definition of analysis categories according to concept classes

For the Participant Observation, the discussion that involved the PA for the development and the context of 2030 Agenda in territories became pertinent to guide the understanding of this study. Thus, after the result obtained in the construction of the object and the analysis of the combination of the HT and the PA, we partially use the existing dimensions in the PPP model of Lascoumes and Les Galès (2012a) to guide the performance of this technique, in view of the need to observe such points for proper understanding of the object.

Thus, the field diary was created partially reflecting the dimensions of the PPP model of Lascoumes and Les Galès (Ibidem), containing the *a priori* categorization (for the purposes of records in the fact of observation) for three dimensions of the PA (actors, representations, processes), in addition to two other components: faced problems; and translation of knowledge. Therefore, five dimensions were observed in the Field Diary.

After the phase of critical analysis of the results, q important uestions have emerged as concerns the process after obtaining the data. We decided, therefore, to create two more categories of analysis for a better understanding of the phenomena being emerged when processing the data obtained for inferential interpretations, which can be considered as categories of *a posteriori* analysis: institutions; and results.

In short, there were seven categories of analysis, in total, for the stage of inferential interpretations of content analysis guided by Triviños (1987) of the applied case study: five *a priori* categories (actors, representations, processes, problems faced and translation of knowledge) and two *a posteriori* categories (institutions and results).

After defining the instrument and the registration process of the field research, we highlight here the research subjects, as constitutive elements of the application of the

object of this thesis, related to the methodology of Participant Observation for the construction of the field diary (MINAYO, DESLANDES, GOMES, 2011).

3.3.1.3 Investigation subjects

The investigation subjects of the observation over the STG'S classes held at the headquarters of the IFB Campus Structural were the enrolled students, chosen intentionally for the research, totaling 46 (n = 46) individuals, being: from their own territory (n = 28); who worked in social entities and / or participated in social movements in the territory (n = 23); and who did not live in the territory, but who were conditioned to propose an intervention on the spot as a final course work (18). The vast majority were composed of women (n = 41), equivalent to 89.1% of students. The average age of the students was 42 years old, the class being well made up of mature people who experience the territory.

The specialization course notice was published in July 2019, fulfilling the legal requirements for opening the event, providing 40 places for students with a degree. However, with the purpose of being inclusive and allowing the participation of Estrutural residents, so that the qualifying of popular researchers could better capture the local reality and contribute to the governance of the territory, free vacancies were opened² for those who lived or worked in the territory, with a previously established criterion about having experienced situations of social risk and without the need for higher education. Therefore, those who fit the established criteria and wish to participate, could take free courses (6 vacancies filled) - a short course equivalent to the workload of a discipline.

As for observation in the territory, the chosen subjects emerged from the research itself, from the need to seek information to complement what had been observed in the classroom, in the midst of discussions and debates. Thus, there were research subjects who were from the territory itself, as well as subjects who worked within the territory or, still, subjects who worked outside, but who had information about the territory, such as public agents of the GFD, for example.

In relation to the coexistence with the research subjects listed by Mónico et al. (2017), it is worth saying that the experience of this researcher with the students during the field research was enriching and served as a life lesson for the opportunity to get to

² <https://campusvirtual.fiocruz.br/gestordecursos/hotsite/governancaterritorial/publico-alvo/2666>

know the most diverse experiences, in the sense of struggling for survival and learning about resilience. The strategy adopted for the observation was valid, both in the initial moment, as an element outside the appropriate environment, and in the course of the research, with the approximation among the researcher and the subjects.

We highlight the fact that acting as a teacher in the course was a differential. First, I was able to have a bigger and faster insertion, because I was introduced to the students as a teacher and remained so throughout the research. The students always saw me as a teacher and not as a researcher, an important point that I was also able to clarify to the students on the last day of observation, when I informed them that, in addition to being a teacher, I also carried out an observation survey with them. At this point, I personally thanked them for the time spent together and learning and made a commitment to present the results of this research in a public session in the territory, right after the defense.

Then, during the research period, I was able to observe the discussions, debates and conversations in the classroom, as well as helping students to clarify doubts about the subjects of the subjects studied throughout the process, establishing relationships of trust. While in the territory, I visited different locations to identify public facilities, get to know the work of social institutions, participate in events related to the Structural City, as well as conduct observation and field notes in the diary.

After understanding the information about the subjects, we will begin to explain further details and clarifications about the research carried out.

3.3.1.4 Maturation of the research

Before the systematization and organization of the field diary, I was a collaborating professor of the STG course staff, since I was involved in the project. Soon, I was able to attend classes with my record book, even without the structuring of a field diary, but knowing what I wanted to seek to support research for public action. This maturation process ended up guiding my actions even for the elaboration of the instrument during the interstium of submission to the Fiocruz Ethics Committee.

Maturation is understood here as an important variable in which it combines experience and maturity in the research design and which, if controlled, contributes to results to be achieved (CAMPBELL, STANLEY, 1966; SHADISH, COOK, CAMPBELL, 2002). The fact that it was already inserted in the research environment and listening to students and their experiences in the classroom discussions contributed

directly to understanding what we were looking for and to evolve in the construction of the instrument that would be used. Therefore, we proceeded with the construction of the instrument while we had already accumulated experience with the presence in the classroom in Participant Observation, including maturation contributed to the definition of the *a priori* analysis categories used.

In view of this, we created the instrument, whose analysis was submitted to the Fiocruz Ethics Committee. After its approval, we realized that there was a time gap related to the beginning of the STG course classes and the submission/approval process by this collegiate body. Thus, we felt the need to proceed with the retroactive construction of the Field Diary, from the rescue of memory and the use of our individual face-to-face records (unstructured notes in a notebook), for the complete construction of the Field Diary for observation with students, a fact that impacted the production of observed information, since the richness of details was partially lost in this time lapse.

Maturation also contributed, in this sense, to defining the reconstruction for the phases prior to the STG course, considering that the process was similar and we had records available for attending meetings and work notes, in addition to records of event reports. of the project from the beginning of its conception.

Likewise, we also made the decision to compose the Field Diary for all stages of the Case Study, also retroactively after approval of the instrument by the Committee, based on the retrieval of memory and the use of our individual face-to-face records.

Therefore, according to the teachings of Gold (1958) and Marietto (2018), the characterization for Participant Observation in the reconstructed period of the Field Diary was “Complete Observer”, as I was present at project meetings, I worked in workshops as a facilitator and as a professor of the course staff and present in classes as an observer.

Regarding the approval by the Ethics Committee itself, the present study was submitted for analysis by the Research Ethics Committee (CEP) of Brasília Regional Management (Gereb/Fiocruz) linked to the Oswaldo Cruz Foundation (Fiocruz), being approved through Opinion N^o. 3.732.831/2019 (Annex II).

It is important to highlight that this study did not involve the application of questionnaires or interviews with the research subjects. Thus, it is emphasized that this study respected the ethical principles related to research in line with Resolution 196/96[27] of the National Health Council (CNS). The information obtained will be used both for the specific purposes of this research, as well as may be used in future

studies. Still, it is registered that the opinions of the participants of the II Seminar of Prospective Dialogues (planning workshop of the 2030 HSSC project that took place in 2018) are collective and not individual, for the purposes of using the information, with no impact on confidentiality.

The social result obtained from this research can contribute so that the local society understands the importance of reducing the information asymmetry with the State and that they are able to influence governmental decisions and to guide the construction of policies or the allocation of resources for the communities. priority policies for the development of its territory. On the government side, this study can contribute so that the perceptions about social participation and how to act in a democratic way can bring good results for governance and public policies.

We assume the commitment and responsibility to proceed with the return of results in a public session for the community of the Structural City. It should also be noted that after the defense of the thesis, the work will be made available at the UnB's thesis repository, and should also be disseminated through publications.

Once we understand the details used for the Participant Observation technique, we will explain the details of the research strategy, the Case Study.

3.3.2 Case Study Technique

In addition to the Participant Observation technique, we defined that the Case Study technique would be understood as a research strategy, with Ragin and Becker (2009) and Yin (2005) as theoretical references, to obtain the systemic and complementary look to the individual given by the Participant Observation technique, aiming at the integration of the two perspectives for the creation of the “*casing*” from the 2030 HSSC project.

Yin (2005) defends the use of Case Studies in research, as it allows an investigation of the object, contributing significantly to the understanding of “(...) individual, organizational, social and political phenomena (...)” (Ibidem, p. 21). Interestingly, the case study allows preserves r systemic and significant details of “(...) real - life events - such as individual life cycles, organizational and administrative proceedings (...)” (Ibidem, p. 21). One of the advantages of using the case study as a research method is that: “(...) allows the study of a contemporary phenomenon, which is

difficult to separate from its context, but necessary to study within it to understand the dynamics involved in the environment (...)" (HALINEN, TÖRNROOS, 2005, p. 1285).

Case Study can be seen as a research strategy in view of its product generation characteristic as basic elements, because unlike a category related to theory or some kind of unit that is empirical, it allows to carry out a transformation of a given situation in a case with pertinent issues that vary between elements to be highlighted and theoretical or idea propositions to be confirmed:

"(...) The *casing*, viewed as a methodological step may occur at any stage of the research process, but occurs mainly at the beginning and end of a project. Usually, a problematic relationship between theory and data is involved when a case is declared (...)" (RAGIN, BECKER, 2009, p. 218, emphasis added).

3.3.2.1 *Data collection's instrument and data tabulation and processing*

The instrument used to collect information for the study of technical case was documentary research, including being used in all steps, according to the teachings of Kripka, Scheller and Bonotto (2015) for composing the *corpora*, from government publications, articles, institutional records, minutes of meetings and activity reports (performed by a fellow linked to Fiocruz and the project). These data were tabulated in spreadsheets.

The choice of documents for step 1 aimed to illustrate the movement of 2030 Agenda, located in a global space, which is intended for a local space, located in the territory of the Structural City, in the institutional sense and legal support of government actions, based on formal documents created, including on grants contributed to the 2030 HSSC project. Note that there was rigor in the choice of documents, with investigation of the existing ones at global, national, district and local levels, and in the latter, there was no legal formalized document for possible partnerships related to the 2030 HSSC project with the Regional Administration of SCIA and Structural.

For data processing of the *corpus* proposed for step 1, we used the IRaMuTeq software^[28] - *Interface of R pour les Multidimensional Analyzes by Textes et de Questionnaires*, proposed by Ratinaud (2008). According to Campbell and Fair (2013), this *software* consists of statistical analysis technique from textual data

through the use of frequency and relationship words, allowing to identify occurrences and co-occurrences of words in text or radicals.

It means to say that IRaMuTEq allows to generate synthesis and organization of the information considered important for the *corpus* used. Once the calculation for the degree of association between words is done, the software performs a hierarchical classification, organizing the *corpus* into word classes. The words that are more characteristic and have more association strength among them, according to the class, will highlight lexical contexts formed from the classes, under a list of words that allow access to the content of the speech, or better, of the meanings about the object under analysis (MENANDRO, TRINDADE, ALMEIDA, 2003). The results of word classes need to be interpreted by the researcher himself, in such a way as to support his knowledge of field research and allow the construction of the proper interpretation, even in an empirical way (BAUER, GASKELL, ALLUM, 2002).

Still, after the processing of *corpus 1* data by the IRaMuTEq software, the results were interpreted based on the content analysis of Triviños (1987).

The choice of documents for step 2 aimed to understand the process of conducting the planning workshop called “II Prospective Dialog Seminar: Healthy and Sustainable Structural”, which took place in 2018. The documents obtained were related to institutional records, minutes, the activity reports (performed by a fellow linked to Fiocruz), the experience lived by the researcher in the activity and the results generated by the workshop. These data were tabulated in spreadsheets.

The choice of documents for step 3 comprised the event called “Seminar City of the Future: Healthy and Educating Structural”, which took place in 2019, the construction of the Specialization course in Territorial Governance and its Pedagogical Plan, which took place in 2019. The documents obtained were related to institutional records, minutes, activity reports (performed by a fellow linked to Fiocruz), the experience lived by the researcher in the activity and the results of the seminar. The data were tabulated in spreadsheets.

For steps 2 and 3, after the documentary research for data collection aiming *corpora* composition, the data processing was also guided by the content analysis by Triviños (1987). The results of all stages were expressed in texts.

3.3.2.2 Definition of analysis categories according to concept classes

The analysis categories emerged following description and analysis of products *c orpora* as involving questions of macroprocessuais relations (structural sense) of the State with regard to individual issues (citizen). Thus, we elaborated three categories of *a posteriori* analysis (ARANALDE, 2009; BARDIN, 2011) for this stage, which involved the themes of governance, democracy and social participation.

3.3.2.3 Actors' Mapping for steps 1 to 3

After explaining the techniques used in each of the steps, we clarified a point about the specific objective that involved actors' mapping in this study, as it goes through all the steps to show them throughout the process of the HSSC 2030 project. Thus, the collection of information for achieving this goal occurred through documentary research, as guided by Kripka, Scheller and Bonotto (2015), regarding attendance lists of the work meetings and workshops related to the 2030 HSSC project, aiming to list the actors (people and institutions) who made up the project management network (government, academia, research and local socio-technical network).

For the illustration of the network, criteria for unidirectional relations among the institutional actors participating in meetings and workshops were defined, however, without density for the actors considering the intention of presenting the illustration of the movement of actors' network evolution in the project (GRANOVETTER, 1973; BORGATTI, EVERETT, 2006).

Regarding the final representation at the individual level of the actors, if we chose to represent actors based on the totality of attendance at the meetings, we would not have a valid representation, from the individual standpoint, considering that there are decision-makers and who only participate in meetings punctual. In this way, such a fact could cause discrepancies such as, for example, the real importance of a given actor in the network composed of State and society *vis-à-vis* the degree of presence in meetings of key actors of the 2030 HSSC project. In view of this deadlock, we decided to illustrate the representation through institutions, as non-human actors, to represent the logic of this option and to be able to generate a greater understanding of the dimension of the number of institutions involved in the process as a whole and in the design of its construction throughout the aforementioned period (LATOUR, 2012).

The time horizon of documentary research for the construction of the mapping of the actors emerged from the first meeting held to build the 2030 HSSC project, which took place in 2018, until the publication of the Public Notice for the STG course, a fact occurred in 2019. It should be noted that, for the purposes of time limitation, the construction was divided into three periods: Stage 1 (03/27/2018 to 07/17/2018 - period between the initial meeting of the project and the last meeting predecessor to the construction of the II Seminar of of Prospective Dialogues); Stage 2 (08/02/2018 to 05/21/2019 - period between the first meeting for the construction of the II Seminar and the last meeting before the Seminar of the Future City); and Stage 3 (11/06/2019 and 7/19/2019 - period between the holding of the Seminar and the publication of the public notice).

The result of the documentary research (n = 37) was submitted to documentary analysis, a process in which Triviños (1987) recognizes the importance of this type of descriptive study, as it explains that it allows the researcher to gather expressive amounts of information for later criticism. The analysis of the collected data was made based on the criterion of degree of participation in the actions of the 2030 HSSC project, with the appropriate tabulation of the information in spreadsheets, in order to demonstrate the design of the evolution of the network using the Microsoft Power Point software, from the perspective institutions involved in the process.

However, there were limitations faced during the process. The first was that there was a meeting in which it was not possible to obtain the attendance list, equivalent to the one of 04/17/2018 and that took place in the territory next to the Local Sociotechnical Network (LSN), causing in loss of the number of actors that could be added to the mapping. The second limitation concerns the lack of information about the institution relevant to the participants of the Future City Seminar, since there was no field to fill in the attendance list, which did not allow identification. The third concerns the pertinence of seeking actors who were part of the 2030 HSSC project and contributed in some way, in this case, when there were LSN meetings in which Fiocruz and SES were invited to participate, the other actors who are part of the LSN network were not considered in the counting for the mapping, as they are not part of the 2030 HSSC project network.

The results regarding the actors' mapping were expressed in gradual figures, from the elaboration by the Microsoft Power Point *software*.

3.4 THESIS OBJECT THEORETICAL VALIDATION

The trodden route to the model of analysis of this study demonstrated important for the election of Data Triangulation. After defining and applying the Integrative Review method for the construction of the thesis object, which generated important data about HT in PI, we were able to understand that the results obtained could be verifiable in an applied case study, from the understanding of the construction of the 2030 HSSC project.

Therefore, the combination of the two techniques, Participant Observation and Case Study, respectively, took place in for obtaining two perspectives, one by the State and the other by society, and to constitute empirical evidence that would allow to subsidize the theoretical validation process of the thesis object, considering the applied case study, being possible to obtain analyzes referring to 10 categories as critical inputs.

Based on such critical inputs and the other sources of information available in this study, we could choose the Data Triangulation technique as being the most appropriate to provide the proper systemic understanding of what we were looking for, considering that it was able to unite all efforts in the methodological construction of this study. The following sources of information were submitted to the technique chosen for the integrated analysis of HT in the PI:

- Basis of literary review;
- Results of adapted Integrative Review for object construction;
- Results of content analysis - Participant Observation (seven categories);
- Results of content analysis - Case study (three categories);
- Field Diary Records;
- Field Research Records;
- Empirical (public) data.

In order to find answers to the baseline question of this thesis, it is worth explaining that there was a mixture of the use of qualitative (interpreted) data, based on the results of critical analyzes from this research, and quantitative data, based on field records and public documents. In this way, the integrated analysis functioned as a meta-analysis of the preliminaries arising from the methods used for the construction of the thesis object and for the applied case study, subject to triangulation, interpreted as a mixed method and that had been used.

3.4 .1 Data Triangulation

The data triangulation can be considered as a mixed method, characterized by the heterogeneous combination of quantitative and qualitative methods, which generally result in imperfect and failable research when presenting the descriptions or explanations of the results found, but they are also likely to be corrected (DUNN, PETERS, 2020). The application of the triangulation method for this stage is supported by the perception of Dunn and Peters (Ibidem) when they state that qualitative methods from participant observation and process analysis can contribute to the evaluation of the implementation of public projects or programs.

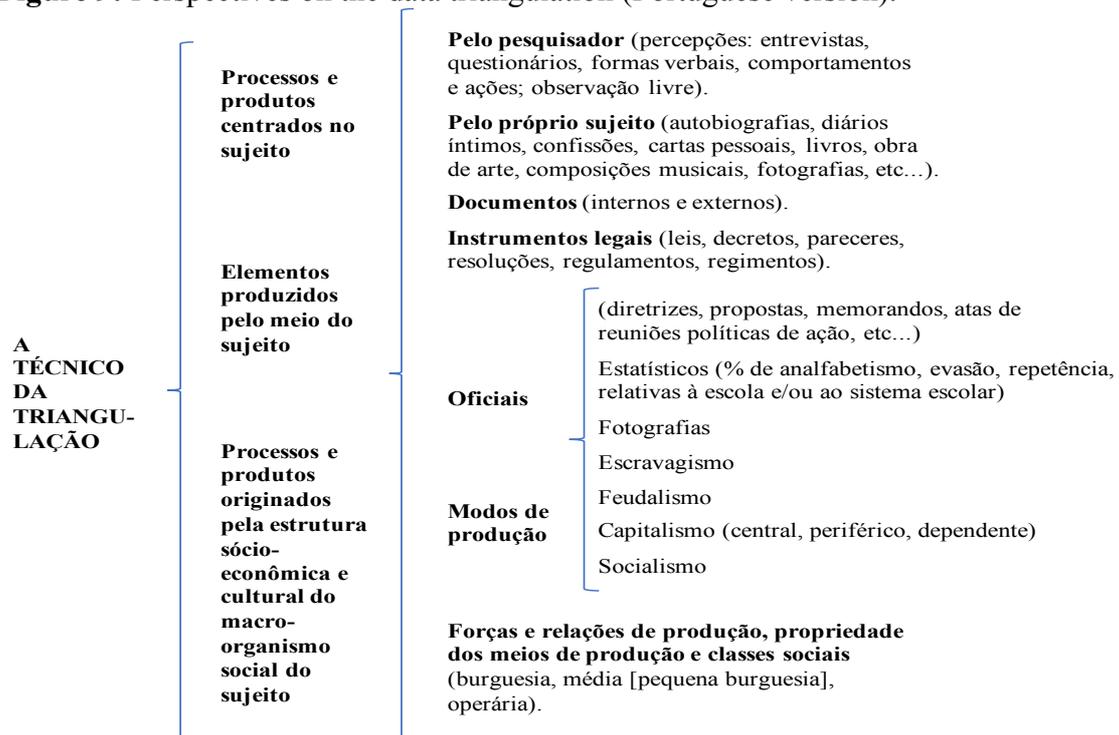
Thus, we opted for the use of the Data Triangulation method for the construction of the integrated analysis, guided by Triviños (1987), which highlights the following characteristics:

“(...) the triangulation technique has as its basic objective to cover the maximum amplitude in the description, explanation and understanding of the focus under study. It starts from principles that maintain that it is impossible to conceive of the isolated existence of a social phenomenon, without historical roots, without cultural meanings and without close and essential links with a social macro-reality (...)” (Ibidem, p. 138).

It is important to highlight the perceptions of Triviños (1987) and Dunn and Peters (2020), since when using only one method in a given research, reading might be biased or even incomplete, in the sense that there are limitations in the chosen method. As there are more methods with more methods and more data, Triangulation allows to improve such reading, contributing to reduce this risk.

Triviños (1987) guides the use of triangulation, from three perspectives (angles) of analysis, as shown in figure 9, which are: processes and products centered on the subject; elements produced by the subject's environment; and processes and products originated by the socioeconomic and cultural structure of the subject's social macro-organism. These perceptions brought by the author seem to suggest a triangulation that allows us to go beyond content analysis at horizontal levels, but also in the vertical sense within this triad of levels from the existing perspectives: individual-micro-macro.

Figure 9: Perspectives on the data triangulation (Portuguese version).



Source: Triviños (1987, p. 140).

Triviños (Ibidem) understands that, in view of theoretical and complex supports (characteristics of qualitative studies), it becomes important to reach the necessary breadth in the descriptive, explanatory and comprehensive process related to the study, in such a way that a certain social phenomenon is seen in elements important to the detriment of reality.

The first perspective regarding the subject-centered product processes presents the picture of perceptions, with emphasis on actions and behaviors (Ibidem). In this case, we obtained the data from the records we made during the observation period, contained in the field diary for both the context of the students and the context of the territory, in which it was possible to observe the discussions, behaviors and perceptions of the students during the STG classes, as well as it was possible to observe actors and gather information from the territory, in visits to institutional spaces and participation in socio-political actions and events, which took place inside and outside the territory (when there was a relationship with the research on the Structural City).

The second perspective refers to the elements produced by the subject, through which it is possible to expand the range of knowledge about the constructions listed from documents, legal instruments and statistical data (Ibidem). In this way, it was possible to gather information from documents regarding the process of the 2030 HSSC project

(stages of conception, network activation and workshop, seminar and Specialization course), between the years 2017 and 2019, including: meeting minutes, public records, government publications and activity reports, as well as using empirical data from public reports such as the District Household Survey [\[29\]](#) (PDAD) published in 2019.

The third perspective concerns the processes and products originated by the socioeconomic and cultural structure of the subject's social macro-organism. Note, in this context, the socioeconomic and political context of the territory, in which individuals are inserted, as well as the understanding of the modes and relations of production and social classes (TRIVIÑOS, 1987), in which we were able to triangulate data from the study in step 1 of the Case Study (Iramuteq results) in addition to empirical data and theoretical bases used in the review.

Hence, the integrated analysis of the HT in relation to the PA for development took place categorically about the proposal to make the 2030 Agenda feasible in territories, based on the thesis object of this study. The listed data were described in textual form aiming to shape necessary actions so that government and society can enjoy.

We believe that the analysis model chosen for this study was successful and harmonious, based on the combination of the Integrative Review method for the construction of the thesis object and the techniques and instruments used for the survey of empirical evidence, which were subsequently submitted critical analyzes of the data obtained, culminating in critical systemic inputs that allowed the data triangulation to understand and analyze the object of the thesis now constructed.

Figure 10 briefly illustrates the structure of the case study applied with the techniques and instruments used for each stage.

Figure 10: Details of the steps of the applied case study.

APPLIED CASE STUDY: HEALTH AND SUSTAINABLE STRUCTURAL CITY 2030 (2030 HSSC PROJECT)		
PHASE 1 – 2030 HSSC PROJECT <i>“The trajectory of 2030 Agenda: from global to local level”</i>	PHASE 2 – 2030 HSSC PROJECT <i>“The approach of 2030 Agenda in Structural City”</i>	PHASE 3 – 2030 HSSC PROJECT <i>“The 2030 Agenda and the individual in territory”</i>
2030 HSSC PROJECT CONCEPTION	PROSPECTIVE DIALOGUES SEMINAR (PLANNING WORKSHOP)	FUTURE CITY SEMINAR
2030 HSSC PROJECT NETWORK ACTIVATION		SPECIALIZATION IN TERRITORIAL GOVERNANCE COURSE
TECHNIQUE: CASE STUDY DOCUMENTARY RESEARCH Corpus 1 for Iramuteq: n = 22 documents	TECHNIQUE: CASE STUDY DOCUMENTARY RESEARCH Corpus 2 for Iramuteq: n = 4 documents	TECHNIQUE: CASE STUDY DOCUMENTARY RESEARCH Corpus 3 for Iramuteq: n = 3 documents
TECHNIQUE: PARTICIPANT OBSERVATION FIELD DIARY STEP 1	TECHNIQUE: PARTICIPANT OBSERVATION FIELD DIARY STEP 2	TECHNIQUE: PARTICIPANT OBSERVATION FIELD DIARY STEP 3
CONTENT ANALYSIS Corpora: total of 3 analysis categories (“a posteriori”) + Field Diary: total of 5 analysis categories (“a priori”) + Field Diary: total of 2 extra analysis categories (“a posteriori”)		
APPLIED STUDY CASE FINAL RESULTS 10 analysis categories		

Source: own elaboration.

We will move on to the details of the method, techniques chosen and the gathered evidence in this study in the following chapters.

4. THE HEALTH TRANSVERSALITY

In the previous chapter, we address the methodological construct for this study. We will start here the construction of the object, related to the Health Transversality (HT) in the Policy Integration (PI), proceeding according to the phases of the chosen method, related to Ganong's Integrative Review (1987).

To contextualize the discussion about health policy and its transversality, in a perspective of policy integration and cooperative action between State and society, in the search for public solutions, through the use of science, the following subjects will be highlighted: how health is important for life; how health can affect other policies; how policies can affect health; and how HT can contribute to PI. Such points will be analyzed here prior to the application of the method.

4.1 THE DYNAMICS RELATING TO HEALTH TRANSVERSALITY

4.1.1. How health is important for life

The concern for the survival of the next generations is a current aspect based on sustainable development, in which 193 countries agreed on the global agreement called 2030 Agenda, understood as a global declaration undertaken by the UN, in which every human being can feel integrated and be part of this process, through the promotion of good living conditions to the population, with emphasis on the concern of survival of the next generations.

In this context, we understand that policies need to be integrated to achieve sustainable development and we believe that there is a possibility for cooperative action among them. From this standpoint, there is no more time for narratives disputes over about which would eventually be most important policy, expressed, for example, as central movements in a given policy such as HIAP or EPI. Moreover, the world is heading towards the collapse of existing natural resources, inserted in a context of exacerbated consumption with consequent externalities and generation of social inequalities, facts propelled by capitalism:

“(…) Intertwined human and natural processes, accelerating especially since the 1950s as a result of shifting and intensifying patterns of production and consumption, as well as market neoliberalism has undervalued nature, and produced deeply unsustainable development

pathways. Environmental problems such as climate change, biodiversity loss, pollution, land degradation and disease emergence are all interrelated, and affect everyone – locally, nationally and globally (...)” (LEACH, 2016, p. 9).

The search for solutions in favor of life today can be considered a priority and the reduction of inequalities remains an obstacle to people's full access to policies. Our point of view is that health policy can contribute to this ideal, but not from the central point of view of being contained in all policies, but from the point of view of being cooperative/colaborativa with other policies, from the its intrinsic or inseparable relationship with life and, consequently, with the survival of humanity. This positioning can be reflected by the following content:

“(...) **health** is among the most precious intangible assets of human beings, worthy of receiving state protection, because it is an inseparable characteristic of the **right to life** (...)” (ORDACGY, 2009, p. 16, emphasis added).

We argue that health is the link for the PI, aiming at the search for solutions for life, raising people's capacities and reaching the human condition, as recommended by Sen (2018). This conception in which the author understands that human life is a central point for development will guide us in this study. Based on this reasoning, if people had full health conditions, consequently, their capacities would be increased, and they could contribute to the achievement of the 17 SDGs, guided by sustainable development.

Sen (Ibidem) warns about the impacts of life in the face of reality on the planet, which involve poverty and hunger in the world, for example. In this way, according to our line of thought, if the human being does not have good health conditions, it will inevitably have no minimum conditions of existence and neither will it be able to develop capacities to survive.

Therefore, health can emerge as a dynamic policy, inserted in a space of cooperation with other policies, in the joint search for integration for the benefit of society and life. The logic defended in the construction of this object of thesis finds support in the words expressed by Morin (2001) in view of the current complexity that society lives:

“(...) It is necessary to replace a thought that separates and isolates with a thought that distinguishes and unites. It is necessary to replace a disjunctive and reducing thought with a complex thought, in the original sense of the term *complexus*: what is woven together (...)” (Ibidem, p. 89).

A possible way to find the complex and unifying thought that Morin presents would be through transversality, which opposes the specializations of processes and actions, which are evidence of the disjunction and generate the loss of the notion of the systemic vision (Ibidem). In turn, it would also be necessary to avoid the centrality of governance in action, in view of the increase in specializations (knowledge fragmentation), since there would be a tendency to separate the themes, a fact that would limit the perception of the existing connective elements in complex social problems (MORIN, 2000a; 2001; 2005).

The evolution of health thinking towards a present and cooperative theme, along with other policies, in a systemic way, in the context of the 2030 Agenda in the world, may be important to transform it into a public policy claiming agenda for the development. One of the highlights from this perspective would be its viability in territories, in a joint action of the State with the knowledgeable society of the realities, allowing it to be implemented from a vision will be global to a local reality and cooperation among government's local and socio-technical networks in the search for collective solutions that allow raising the quality of life of the local population.

Based on Morin's perception and under the logic of health as a dynamizer of policies for integration, the applied transversality can be the connecting engine to promote the systemic perception to understand the current problems that society faces daily. The relationships of life are established based on social relations, environmental relations and economic relations in the world, especially in the territories. Having health as a potentializing element, from its transversality, can contribute to a greater debate about the integration of policies and guide public action by the local government, aiming to promote the development of a certain society in a territory.

In this sense, the HT has an essential character to understand that there are possibilities to establish such relationships, allowing it to be an element of investigation within each reality in the territories. We will present the theoretical context of HT in the PI for a better understanding of this point and how it relates to public policies

4.1.2 How health affects other public policies

The transversality has been incisively included in governmental discussions: “(...) the transversality proposal has found a fertile field, especially in the field of public

management, as a conceptual and operational strategy to allow the incorporation of multifaceted visions under complex problems (...)” (SILVA, 2011, p. 2).

Transversality can be defined as a means of promoting horizontal coordination with elements of association between specialization and interdisciplinarity, as a way of articulating institutions (ARIZNABARRETA, 2001), aiming at “(...) endowing organizations with capacities to face up to a complex reality and with which the classical instruments have not been able to dialogue successfully (...)” (SILVA, 2011, p. 4).

In 2009, the Institute for Applied Economic Research (IPEA) published volume 3 of the series called “Brazil, the state of a nation” stating that the use of transversality themes in the government emerged when it started to compose political agendas, a fact characterized by the creation of specific secretariats related to social issues in the government:

“(...) The creation of these secretariats aimed, through governmental articulation work carried out by bodies directly linked to the Presidency of the Republic, to mobilize ministries so that they could include in their plans, as well as in the execution of their policies, approaches aimed at themes such as human rights, race, gender and youth. The countless difficulties experienced by these secretariats to carry out articulation of actions from a cross-sectional perspective are now the object of confrontation within the scope of the coordination of the Social Agenda (...)” (PIOLA et al., 2009, p. 550).

It is noticed that the transversality has been incorporated with notoriety in the policy-making in the country, as explained by Silva (2011). In fact, the theme guided the construction of the National Human Rights Plan (PNDH-3), published in 2009, under Decree 7,037, of December 21, 2009 (BRAZIL, 2009), and updated in 2010, under Decree 7,177, of May 12, 2010 (BRASIL, 2010), its essence being expressed as follows: “(...) the *transversality* and inter-ministeriality of its guidelines, its strategic objectives and its programmatic actions stands out, from the perspective of universality, indivisibility and interdependence of rights (...)” (Ibidem, p. 16).

However, despite governmental initiatives advocating the use of transversality in their actions in a strategic way, there is still a limitation of related and applied studies on the subject in bibliographic production:

“(...) in contrast to the growing reference to transversality in the literature on public policies, the number of studies that advance beyond the diagnosis of their need or even further conceptualize what would be this much desired transversality is limited (...)” (SILVA, 2011, p. 2).

The existence of new social demands on government agendas is necessary to understand the reality and the particularities of social factors in vulnerable groups (Ibidem). In this context, transversality:

“(…) proposes to admit the interrelationships that occur in the study of facts, in the moment and in the time, due to the pertinence and agglomeration that occur in it. Through certain contents, it promotes interrelationships and new understandings, which value the effort, culture and knowledge of those who learn, giving meaning to the new knowledge produced. It is in the convergence of different areas of knowledge that the study or analysis of an object or phenomenon is carried out (…)” (GÓMEZ, 2009, p. 8).

It is worth distinguishing transversality from other concepts such as interdisciplinarity or intersectoriality that are presented with technical foundations, because “(…) my objective is to preserve technical knowledge and, at the same time, cooperate with various disciplines (…)” (SERRA, 2004, p. 4).

It is possible to understand the importance of transversality in the contemporary and complex world, given the number of specific demands that involve different types of policies that, many times, need to be integrated to generate opportunities for access to society, in the incessant search for the quality of life of women. people. Facing perverse problems, in the midst of the current complexity, demands transversal dynamics, demands, in the systemic sense, networking, cooperation and innovation in the construction of horizontal and vertical dialogues, based on the interactions between the actors (BRUGUÉ, CANAL, PAYA, 2015).

The transversality emerges as an interactional political element in view of the existing complexity in the reality faced by society and the diversity of agendas, inserted in a context with technical, technological and structural-organizational limitations of the State and increased by the increasing levels of specialization of the government sectors (SERRA, 2004).

In this context, transversality presents itself as a response to the difficulties in resolving certain issues faced by the State, accumulating roles between being a concept and being an instrument:

“(…) Transversality is a concept and an organizational instrument whose function is to provide organizations with the capacity to act in relation to some issues for which the classic organization is not suitable. It responds to the organization's design and management

needs. The transversality tries to provide organizational responses to the need to incorporate themes, visions, approaches, public problems, objectives, etc. (...)” (Ibidem, p. 4).

Transversality seems to us to be a component that can contribute to governance, in order to increase integration, coherence and coordination of government actions in the construction of public solutions. However, the search for innovative solutions demanded by the complex environment still remains a challenge, especially in view of the traditional bureaucratic structure.

4.1.2.1 Barriers to transversality

In Europe, for example, the Belgian government supported the research program called BRAIN-be^[30] (*Belgian Research Action through Interdisciplinary Networks*), in which one of its groups of researchers linked to the governance and organization project for the development of intermodal railway strategies found that, over the years, studies related to the coordination of government policies in Europe were limited, with an emphasis on the structural difference between the level of complexity of policies today and the institutional governance arrangements proposed in Europe:

“(...) governments face increasingly complex, transversal and perverse political issues, while traditional departments and administrative reforms such as agencification have made their administrative apparatus increasingly fragmented and (...) decentralized across their various levels of government without the due involvement (...)” (VANELSLANDER et al., 2018, p.16).

Bureaucracy ends up becoming an obstacle to the innovation required today. The transversality emerged as a critical response to bureaucracy, in an attempt to “(...) break this vicious circle in the coordination of organizational structures through bureaucratic mechanisms (...)” (ARIZNABARRETA, 2001, no page), seen that the principle of specialization of work has become complicating for the systemic view (Ibidem).

In addition to bureaucracy, another barrier faced in transversality is the structure of public management itself, which encounters difficulties in view of the discrepancy between the “(...) challenges facing the design and implementation of public policies (...)” (SERRA, 2004, p. 2) and the search for solutions to the existing problems in view of the limitations of the structures of the State apparatus (Ibidem). The structural difference in

the face of contemporary complexity also pointed out by the authors Brugué, Canal and Paya (2015):

“(…) The main problem lies in the contrast between the simplicity of our administrations and the complexity of the problems to be solved. The classic administrative *modus operandi* consists of simplifying problems; reducing them to a specialized field capable of approaching them based on their sectorial knowledge (…)” (Ibidem, p. 87).

From the perspective of the agencies, the bureaucratic Weberian model, present in the actions of sectoral policies, also brings negative impacts on governance in the sense of a lack of proper coordination and articulation of government actions, which sometimes features *overlapping* goals government programs, resulting in a lack of policy coordination without delivering results to citizens. (JENNINGS, EWALT, 1998, PETERS, 2005).

Still, the problem related to the coordination between government agencies in the construction of policies is evident by the phenomenon of decentralization (and high specialization of the themes) of service deliveries and their impacts on the life of the population, considering that, sometimes, “(…) citizens and companies find redundant reporting requirements and the need to go from one office to another to obtain all the benefits of the government (…)” (PETERS, 2005, no page).

Another important element that imposes difficulty to transversality is the coherence in the performance of government agencies in the construction of programs and results delivered to society, considering that “(…) they can leave important gaps in the necessary services, so that citizens do not receive from the government the full range of services they may need (…)” (Ibidem, no page).

In the macro environment, the transversality applied to sectoral agenda policies is found in a fine line between its execution by government agencies and power disputes by interest groups related to parties, and the resources and constructions of the programs are seen as artifices. to crave political support, in the sense of “(…) tendency to “partisanize” public policies, which are used to ensure projects of power, legends and individuals (…)” (NETO, BORGES, 2019 p 211).

Often, based on pacts between government agencies and political parties, instruments are created and characterized by their low content and low coordination capacity towards exacerbated patrimonialism, guided by personal interests and

construction of personal agendas to the detriment of the collective interest (Ibidem). The impacts of the results on society are caused by the current construction of the governmental and political scenario in the country, which it loses with this political game:

“(…) This way of operating tends to impose particular logic on the part of federal agencies, which are regulated more for political reasons and less for the technical aspect in governmental actions. The fragmentary profile of the ministerial offices made it appear, expanded, accentuated and strengthened the feudalization of the public machinery at all levels, and naturalized before the parties the mechanism for the distribution of positions of the high echelons, in exchange for support for government projects (…)” (Ibidem, p. 211).

It becomes important to understand the teachings of Brugué (2008) about the existing barriers to transversality, in face of the contemporary socio-political context, under three perspectives of difficulties presented by the author: cultural, political and social. Cultural difficulties are expressed in the resistance to sudden changes and the problems caused by long-term planning, especially in the relationship of trust between the State and society, in the face of the population's “(…) intellectual inertia (…)” (IBIDEM, p. 6) in the face of the apparent disappearance of technocratic rationality (experience in certain fields of scientific knowledge) by decision makers today (Ibidem). Political difficulties end up impacting cultural difficulties, given the current political context of promotions of shows by sensational media in the face of political debates without content and with monologue characteristics instead of guiding “(…) persuasion, discourse, coping dialectical and the search for the conclusion of syntheses (…)” (Ibidem, p. 7) related to the essence of politics, itself (Ibidem). And the social difficulties that impact citizenship in the face of the strong current process of individualization in the face of searches for collective solutions: “(…) this old idea that "unity is strength "is perceived as an obsolete ridicule, while at the same time consolidates an imperative “stay smart” (…)” (Ibidem, p. 7).

In view of the presented barriers, it is possible to perceive that transversality is still an open field normally linked to specific policies related to minorities or to gender or to vulnerable groups, however, we believe that it has the capacity to have its perception expanded for government solutions and applied to any public policies, in the sense of promoting the overcoming of the existing difficulties by overcoming the various fragmentations existing in governmental actions.

The integration between policies present in the Brundtland Report, as presented in chapter 2, allows us to understand the importance of transversality in policies and how the correlations between them become important for the systemic view. As stated by the report itself, governments seek to increase the capacity of PI to act, in favor of sustainable paths for society (BRUNDTLAND, 1987).

The transversality dialogs directly with the concept of PI presented by Underdal (1980), since there are common elements that make possible the unification of the whole, through the constituent and connective elements of policies, in favor of systemic action. We believe that transversality has the capacity to be present in any policy, in view of the interconnections that may exist, and that it can be enhanced when applied to health, in view of the inseparability of life, contributing to the possibilities of action by the government, in the sense of formulating public policies, in addition to the application in PI itself, in view of the existing harmony with other policies.

To understand the purpose of this study in the application of HT in the PI, we will present two initial analyzes that motivated the construction of the object of this thesis.

4.1.2.2 Analyzes of transversality of health policy

The first analysis carried out was in relation to the publication made by IPEA, in 2018, linked to the process of readjusting the targets of 2030 Agenda, in which it coordinated the action with technicians appointed by the federal government to participate in this construction (IPEA, 2018). The process carried out was a review of the targets of the 2030 Agenda proposed by the UN, in order to be adapted to the Brazilian reality, consolidated in the publication: “2030 AGENDA - SDGs - National Targets of the Sustainable Development Goals” (Ibidem). In this document, there was the presentation of the correlations of each target for each SDG with the themes contained in 2030 Agenda (Ibidem).

In one case, for example, the perception of the correlation given by SDG 8 (work) with others SDG was pointed out, thus, considering the information in the report appeared as follows: “(...) 8. Other SDGs and targets that are correlated with target 8.5: SDG 4 (target 4.5); SDG 5 (target 5.1); and SDG 10 (target 10.3) (...)” (Ibidem, p. 206). In this case, there was an association of three targets from other SDGs for target 8.5, in the view of the organizers of the work. The analysis we made in this document was from the

perspective of the HT, through the analysis of SDG 3 and its associated targets proposed by the coordinators of this readjustment exercise.

When analyzing the total number of associations presented in the publication made for each one of the targets contained in the document, the final result verified was that, of a total of 2,123 associated targets for all 17 SDGs presented in the study, only 107 ones presented associations with the SDG 3, according to table 2. Thus, only 5% of the SDG 3 targets of the 2030 Agenda showed some type of correlation between the SDGs.

Table 2: Correlations of SDG 3 targets in the readjustment process.

| <i>SDG</i> |
|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| <i>1</i> | <i>2</i> | <i>3</i> | <i>4</i> | <i>5</i> | <i>6</i> | <i>7</i> | <i>8</i> | <i>9</i> | <i>10</i> | <i>11</i> | <i>12</i> | <i>13</i> | <i>14</i> | <i>15</i> | <i>16</i> | <i>17</i> |
| 1 | 8 | 2 | 0 | 5 | 10 | 0 | 0 | 0 | 0 | 13 | 1 | 0 | 0 | 65 | 0 | 2 |

Source: Own elaboration based on data available in IPEA (2018).

Thus, it was possible to note that the transversality related to health in the perception of the federal government, in relation to the analysis of the correlations of the readjusted targets, was not of apparent importance in the construction of public policies, since there was low dependence on actions with the other SDGs, in this exercise presented. This note becomes important for the construction of the thesis object, since it can be a knowledge gap opportunity and the HT can emerge as an agglutinating element of the different themes addressed in the policies contained in the 2030 Agenda, being a possible path for generations of innovative solutions by policy makers at both the national and sub-national levels in the country.

In view of this, the second analysis was carried out in an attempt to apply theoretically the transversality in health that we built and which is present in governmental publications. Vieira (2016) published a technical note by IPEA on the impacts of economic policy in relation to health policy in which there are several correlations among policies based on scientific studies. One of them stands out here:

“(…) Goeij et al. (2015) found that economic crises can cause psychological distress, including depression, anxiety, irritability, denial and anger, and that these symptoms are related to greater frequency and excessive consumption of these drinks. In this case, the alcoholic beverage would be used to alleviate the negative effects on mental health (...)” (VIEIRA, 2016, p. 12).

This passage brought by Vieira (Ibidem), in which the authors De Goeij et al (Ibidem) connect economic crises and health impacts, evidencing the transversal

approach to health in an applied way, can be an example to demonstrate the relationship of the policies in the 2030 Agenda, from the perspective of the intermediate and structuring factors of the Solar and Irwin (2010) model, allowing the identification of existing correlations between SDG 3 (health and well-being) and SDG 8 (decent work and economic growth) .

Thus, in the example above, from the point of view of the SDH model by Solar and Irwin (Ibidem), the relationship between the economy policy (structuring factor) in the correlation between existing economic problems and the generation of impacts on mental health is established (intermediate - psychosocial factor) and, consequently, correlation between mental health problems in the population and increased alcohol intake (intermediate - behavioral factor).

Given this explanation and the characteristics presented in the dynamicity of the HT, we will come to understand how that dynamics between the factors can contribute to the generation of policies for the construction of collective solutions.

4.1.3 How public policies can affect health

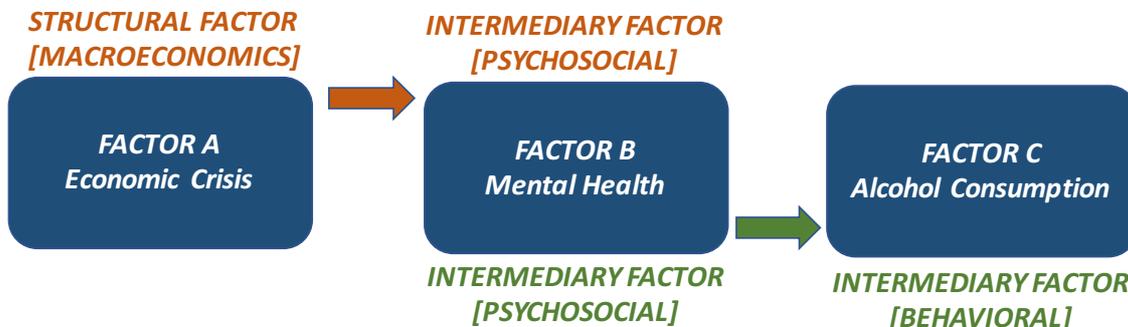
The analysis of the HT with the policies that we defend here allows us to understand the correlations between phenomena related to policies. Analyzing the study by Goeij et al. (2015), in the light of the SDH model by Solar and Irwin (2010), it is possible to understand that the presented phenomena are characterized by the dynamics existing between factor A (economic crisis - structuring factor) and may be the cause of factor B (health problems mental) and that this same factor B (mental health problems) can also be the cause of factor C (consumption of alcoholic beverages), in line with the evidenced correlations in the study (figure 11).

In this example, factor B, characterized as an intermediate SDH factor, assumes two roles, as an eventual cause and as an eventual consequence, i.e., in the first relation, factor A (structuring factor) may be the motivating factor (cause) of the factor B (consequence), as well as, later, factor B can be the motivating factor (cause) of factor C (consequence).

It should be noted that the reasoning presented here is not linear and is expressed by a correlation evidenced in a scientific way. However, the cause-consequence relationship in the generation of effects cannot be seen in a simple way, as there are other variables that can influence the construction of a certain factor to become a cause, as well

as other variables that influence the consequence, from the point of view of view of complexity.

Figure 11: Dynamics of policy correlations among phenomena.



Source: own elaboration.

Ragin and Becker (2009) explain that causality is distinct from correlation, the first being a way of understanding logic in a simple way and the second in order to consider the complexity of variables that can influence a given event. Therefore, we understand that there may be several factors, which may be causes, that generate the production of other determined factors; or consequences, the correlations being permeable and dynamic in that environment.

As we could see, the understanding of HT in the PI demands dynamics for the correlations, which can vary in position between being a motivating factor or a produced factor. In this case, expressed by the mental health problem (factor B) showing such dynamics. Applying the same example to the teachings of the SDsH, guided here by the authors Albuquerque and Silva (2014) in the sense of criticizing the SDH model about the burden of responsibility attributed to a given factor to the individual, it allows to eliminate the subjectivity given to the situational responsibility experienced by particular person.

In this way, it would be possible to understand the multidimensionalities of the motives or reasons that influence the individual's health situation, as well as their eventual consequences, that is, to increase the capacity of understanding in relation to the underlying dynamic processes existing in the systemic look at the collective, being able to follow new thoughts and new analyzes in relation to PI.

Applying the SDsH logic: when the perspective of alcohol consumption is seen as an occurrence instead of being seen as a responsibility linked to the individual, i.e., instead of individualizing alcohol consumption (which is related to the behavioral

component in the SDH model) if we keep the focus on the collective, it is possible to realize that systemic view might culminate in the understanding of the factor in a collective way through the existing correlations with the policies.

If several individuals present this habit, the high collective consumption of alcohol can increase the probability of occurrence (prevalence in the sense of increasing the proportion of cases in the population), changing from an individual behavior to become a collective public health problem, such as, for example, alcoholism among individuals. Still, in this example, it is vital to understand *a priori*, for what reasons (interconnected) led individuals to drink alcohol, as well as to understand *a posteriori*, what possible consequences (interconnected) that may have been caused by the consumption of alcohol in the most diverse ways and that need to be considered in the dynamics of the HT.

Again, the understanding here is not linear, it is multidimensional, in which the perspective of the HT may be able to connect the existing relationships, in addition to the problems or situations that may be caused in the relationships of each policy involved in the formulation, aiming at building collective solutions.

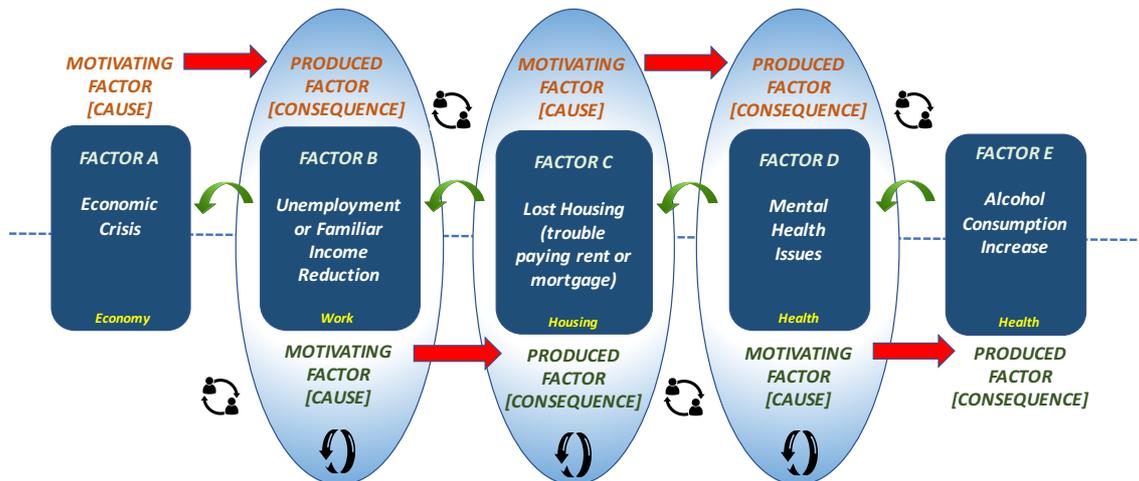
In order to understand the logic of the correlations, let us take as an example the systematic review by Goeij et al. (2015), which pointed out important elements about impacts on the increase in alcohol consumption in populations from different countries in the face of economic crises.

In this review, several evidenced studies were brought, in which there were distinct correlations among policies, considering mental health problems in individuals with consequent excessive consumption of alcohol to minimize the negative effects caused, as seen in: Mulia et al. (2014), a study in which it presented impacts related to economic losses and relationships with psychological stresses (loss of jobs or reduction in family income, with consequent difficulties in maintaining mortgage or rental commitments and an increase in alcohol consumption, generating problems of dependence); and Zemore et al. (2013), a study that presented effects of budget restrictions, with consequent psychological suffering (such as impacts on family income in the face of job losses, with loss of homes and consequent increase in alcohol consumption, generating problems of dependence).

Taking as a reference the correlations highlighted in these studies, from the standpoint of policy-making and the action of the State, it is possible to understand the

chain of correlations existing among the policies involved, as well as the importance of the *feedback cycles* by society for better comprehension of the phenomenon (ASHBY, 1957; GEYER, 2011), in the sense of generating knowledge for policy makers, from the unfolding of certain factors and the respective impacts, as shown in figure 12 .

Figure 12: Diagram of correlations among policies in De Goeij et al. (2015).



Source: own elaboration based on the information in De Goeij et al. (2015).

As shown in the diagram, it was possible to verify the dynamics existing in the correlations, and a given factor may present itself as a motivator (cause) of a certain phenomenon, as well as it may present itself as the result of the action (consequence). Here the point to be highlighted is the dynamics of a given factor taking on one or more roles as seen in events B, C and D: factor D was produced by factor C; this being produced by factor B; whose initial action was factor A.

It is possible to perceive how the process of building the chain of correlations among four different policies (economic, labor, housing and health) took place and how it is important to understand in a systemic way the set of correlations linked to the phenomena for detecting facts or factors that culminated in negative results for society, in view of the existing multidimensionality (MORIN, 2000; 2003).

We perceive here that the punctual logic about a given factor is complex and its relationships are multidimensional, as they can be caused by several implications that can go from a macrosocial environment to a collective behavioral component, as well as governmental decisions can lead an orderly situation to disorder, as recommended by the teachings of Morin (2000; 2003) and Cairney (2012). Causal chains can be dynamic, with a given factor being both motivating or produced, when viewed from a systemic

perspective, within a sequence of possibilities that vary between being a cause or being a consequence.

It is important to highlight that health may be present at some point in this correlation, either as a motivating factor or as produced, but it is also necessary to consider the occurrence of correlations among policies without the presence of health, both in the investigation of the constitutive elements predecessors to the motivating factor (reasons why a certain factor occurred), as well as in the verification of the produced factor and its consequences (developments caused by the constitution of the factor).

4.1.4 How Health Transversality contributes to policy integration

The understanding about the existing dynamics in HT can contribute to the integrated construction of policies, since it is important to compose the range of possibilities in face of existing interconnections, in sense of understanding that an action can generate one or more certain reactions in complexity of the interactions, based on feeding by *feedback* cycles for the generation of knowledge.

Therefore, the HT, based on the knowledge generated in the chains of causes and consequences, can contribute to the systemic understanding, through the generation of evidence among existing correlations, to support the construction of policies as much as the decisions made by the formulators. Therefore, the logic of Bayes' Theorem[\[31\]](#) becomes an important element to contribute with the HT in relation to the PI, in the construction of collective solutions by the State in this study.

The Bayes Theorem (or Bayes rule) is understood as a mathematical formula that allows the generation of calculations related to conditional probabilities with the reduction of uncertainties as a guiding element, generally applied to subjectivist approaches to epistemology, in which evidence will guide the hypotheses (GOLDSCHMIDT; 1970; JOYCE, ZALTA, 2019).

The example below summarizes Bayes' formula when it relates two events in the construction of the probabilities of event "A" to occur when there is an occurrence of "B":

$$P(A/B) = \frac{P(B/A) \times P(A)}{P(B)}$$

Better understanding the logic presented by the Bayes formula: $P(A / B)$ expresses the probabilistic calculation related to the occurrence of event A given the occurrence of B, that is, applying to decision making, the logic understands that, when faced with environments uncertain complexes, it becomes important to subsidize decisions with elements (or information) so that it becomes more assertive and has minimized risks. Thus, the more information available for both event A and event B, the better to be able to reduce the uncertainties of decisions and increase the likelihood of success in the strategy adopted.

Having as a reference the decision about the economic crises and the impacts on the increase in alcohol consumption, seen in the study by De Goeij et al. (2015), and aiming to follow the line of argument applied to HT in the PI for decision making, if the policy makers in question were subsidized with multidimensional information, the likelihood of being more assertive could be higher, in an attempt to minimize the impacts on the community, considering:

- Possible future occurrences of developments evidenced by scientific studies; the reality in the country based on empirical data;
- Collective behavior in relation to alcohol consumption in view of the possible implications of different policies; and
- The reasons why they led to the central issue in the formulation of the agenda for action in crisis contexts.

Another important element that can increase the assertiveness of decision making is the *feedback* cycle itself, as expressed by Ashby (1957), given the need to comprise the phenomena and how social participation in policy design becomes even more important, based on knowledge and experienced situations lived by society that serve as an input to multidimensional information.

Considering that as well the complexity that surrounds the decision, such elements could contribute to minimize potential impacts and even contribute in providing better results for public management by predicting certain future situations, since there would be a greater likelihood of success in the decision for targeting and hitting (aim and precision) of a formulated policy, considering reducing uncertainties that would subsidize it (GEYER, 2011; GOLDSCHMIDT, 1970; JOYCE, ZALTA, 2019; MOTTA, 1997).

Thus, Bayes' theorem appears to have a direct dialogue in relation to the Stacey Matrix (2007) about the complexity and formulations of public policies, since it

contributes to the reduction of uncertainties in the lower axis of the matrix (*certainty axis*), based on generation of knowledge over correlations among policies, i.e., HT can generate important information for policy-making, as well as it can contribute to the strategies to be adopted to reach it, given the systemic vision contained in PI and the reduction of uncertainties to subsidize the decisions by the formulators.

The Bayesian theory can be applied to decision-making when based on risk, in view of the existing uncertainties of several variables, the recognition of patterns being fundamental to provide due support to the probabilistic calculations (GOLDSCHMIDT; 1970; JOYCE, 2019; MOTTA, 1997). This decision-making model can be quite useful in complex environments (or organizations), such as the State, since it lists the largest amount of information on the components of the variables, both *a priori* (earlier knowledge) and *a posteriori* (later knowledge), become relevant to the success of the decision in the construction of collective solutions, since it can contribute to the minimization of the probability of error, in view of the existing uncertainties:

“(...) The decision is made under conditions described as those of uncertainty, since (...) the results can take a variety of forms (...) and the probabilities of these results are not known based on some reasonably accurate history of its occurrence (in which case the decision could be identified as having been taken under "risk") (...)” (MOTTA, 1997, 35).

In chapter 2, we were able to analyze the Brundtland Report (1987) and the extensive list of policy integration proposals throughout the document. The existing correlations among the policies proposed in the Brundtland Report would need to be integrated among the factors, regardless of whether they are motivating or produced, since there is a chain of possible causes and consequences that would generate impacts in different ways as a whole.

Thus, the chain's focus would make it possible to understand the “woven together” look, expressed by Morin (2001, our translation), in an attempt to overcome the challenge of complexity, seeing the existing relationships and interactions of the units in the face of the whole. The systemic view and thinking for complexity through the HT can help in facing the high fragmentation of knowledge that is constantly present in the confrontation of problems and policies (MORIN, 2000; 2003; SENGE; 2006).

We define, therefore, that health transversality is the combination of the dynamic and systemic perspectives existing in the correlations among policies capable of broadening vision and comprehension of a certain complex phenomenon, in view of its

connective elements, in order to subsidize government decision-making processes related to the policy design (targeting and hitting), allowing to raise the decision makers' assertiveness and contributing to the dimensioning of public solutions for life.

Consequently, this proposal to have the dynamics of HT as an integrating element of policies can contribute for the State to act in a more precise way, for the benefit of the increase of its capacities and eventual adaptations of its structures to generate results for society and, consequently, contributing to the elevated capacity of human conditions for the sustainability of the planet and for the lives of people.

Looking at PI, based on the dynamics of HT for the benefit of life, can also contribute to rethinking paradigms of biological conception and its health-disease relationship, as pointed out by Capra (1982), when he expresses that it is necessary that government actions guide the guidelines for thinking about health collectively and holistically. Guedes, Nogueira and Camargo Jr. (2006) criticize the biomedical model in force, in the sense that existing perceptions of the causal relations of the health-disease binomial are expanded, not from a reductionist perspective, but by applying the principle of integrality for the generation of new parameters.

In Capra's (1982) view, the biomedical model is essentially mechanistic (man = machine; doctor = mechanic; disease = problem), from the point of view that having health means the absence of disease, a hegemonic model that practically guides health actions in the country (KOIFMAN, 2001; BARROS, 2002). The understanding of the biomedical model makes the focus of medical practice biological, in which the human body appears as a recipient of diseases - pathological entities (KOIFMAN, 2001). Limitation in biomedical perspective impacts the understanding of the individual's health-disease relationship within their socioeconomic context (KOIFMAN, 2001; BARROS, 2002).

For Barros (1984), understanding medicine as “(...) disciplinary technique, as an expression of diffuse micropowers, can lead us to a linear view of the articulation between medicine and society (...)” (Ibidem, page 1), since under this perspective, there would be an absence of health results in benefits to society in the State's performance.

The mechanism of the biomedical model influenced the medicalization phenomenon, understood as increasing supply of goods and medical-care services and the respective consumption by society, characterized by dependence of individuals and start accordingly to the movement of the industrial revolution that propelled

capitalism, culminating in problems current inequality of access to health services by society in the face of income concentration (BARROS, 1984; 2002; ILICH, 1975). For Ilich (1975), one of the problems related to medicalization is the striking narrative of the biomedical apparatus in the economic-industrial relationship to the detriment of the individual, in the sense of removing “(...) citizen power to control such a system politically (...)” (Ibidem, p. 1).

In contrast to the limitation of the biomedical model, Capra (1982) defends the concept of holism in health policy for a better understanding of the existing phenomena and correlations, as if the universe were a living system and there was a need for the integration of the parts to complement the whole:

“(...) n the last three hundred years, in our culture, the concept of the human body has been adopted as a machine, to be analyzed in terms of its parts. The mind and body are separate, disease is seen as a malfunction of biological mechanisms, and health is defined as the absence of disease. This conception is now slowly being eclipsed by a holistic and ecological conception of the world, which does not consider the universe to be a machine, but a living system; this new conception emphasizes the essential interrelationship and interdependence of all phenomena and seeks to understand nature not only in terms of fundamental structures, but also in terms of underlying dynamic processes (...)” (Ibidem, p. 301).

It may be possible to devise a government project to be able to promote coordination, articulation and integration of actions by the State, in a holistic and cooperative manner, through the possibility of enabling 2030 Agenda in territories, precisely the from the dynamics of HT in PI.

In this perspective, it may be important to promote innovative public action, through integrated and planned action, considering providing for the needs of society within a territory, as well as being able to not damage the human physical and moral essence of people. It is based on a controlled pace of development, in which the human being could be able to be sustainable and which would not allow social collapse for the next generations. To this end, HT can contribute to integrate other policies for the proper functioning of the machine, based on public policy designs that allow integration and that result in practical actions expressed in government programs and their management units.

After due explanations, we will proceed with the construction of the thesis object according to the Integrative Review method according to the teachings of Ganong (1987).

4.2 HEALTH TRANSVERSALITY IN THE POLICY INTEGRATION

We started here the application of Ganong's method (1987), according to the six phases for the construction of the Integrative Review, according to specifications explained in the chapter of the methodological structure.

4.2.1 Integrative Review - Phase 1: questioning's choice

This phase was initiated from the explanation of the research question, namely: *“from the health transversality in the policy integration for life, is it possible to generate public action capable of making the 2030 Agenda feasible in development territories?”*. This initial questioning resulted in the following object of thesis: *“the health transversality (HT) in the policy integration (PI)”*.

In view of the comparison of the research question and the thesis object, it was followed to outline the guiding question for carrying out the integrative review strategy, namely: *“would health policy really be able to integrate other public policies?”*. From this outline, we seek to understand how the relations among policies took place and deepen the knowledge about the correlations, since a given isolated factor is not the unique cause of an event, in the sense of causality:

“(…) A fundamental rule of quantitative social science is that" correlation is not causality ". Still, social scientists routinely make claims that one variable causes variation in another, when the evidence is based entirely on correlated patterns. The term "cause" has multiple and not overlapping meanings. It is only when critics challenge a researcher who uses correlational evidence that "cause", in the sense of documented empirical connections, is addressed (…)" (RAGIN, BECKER, 2009, p. 3)

Thus, we decided to use in this study the understanding of the authors Ragin and Becker (Ibidem) regarding the use of correlations to try to establish possible connections among policies based on evidence, perhaps, existing in scientific production to support the construction of the object of the thesis.

In view of this, and because the purpose of the integrative review in this study is clear, we initially delimited the use of the terms “health” and “public policy” as essential to the search for a bibliographic survey.

This strategy was based on the need to find out whether health policy would have the capacity to integrate policies, from existing relationships and their transversality, as

evidenced in the literature. Such an investigation would contribute to support the defense of the construction of the object of this thesis.

The second definition was the use of the terms in English to capture a larger number of articles, as fixed indexes, both in national and international publications. Related terms were not used by the search, considering that the delimitation of the terms was sufficiently comprehensive for a substantive collection of articles.

4.2.2 Integrative Review - Phase 2: literature search

In this phase, we use the bibliographic search by means of the documentary research technique characterized as being:

"(...) one in which the data are strictly from documents, in order to extract information contained therein, the fi m to understand a phenomenon; it is a procedure that uses methods and techniques for the apprehension, understanding and analysis of documents of the most varied types; it is characterized as documentary when this is the only qualitative approach, being used as an autonomous method (...)" (KRIPKA, SCHELLER, BONOTTO, 2015, p. 58).

The documentary research was initially through the portal usage journals Coordination for the Improvement of Higher Education Personnel (Capes), as a virtual library of scientific information highly relevant. The justification for the choice was due to the breadth of bases contained in the Capes' portal, which has a successful track record in academia and is considered as a repository that has one of the largest collections in the world. [\[32\]](#).

Some criteria were used to choose the initial production, and the search was made with the active login in the system: obtaining the most recent production at present, the period being defined from publications referring to the last 5 years (April/2015 to April/2020); any languages; any topics; any journals; any matters; expansion of results; and only peer-reviewed articles only.

In particular, the analysis of the choice of keywords that would be combined with the terms previously defined in phase 1 was based on an analysis of the 17 SDGs of the 2030 Agenda. Each of the SDGs present their specific descriptors of the expression that brings its explanation in textual form, for example, SDG 1 presents the description text as "(...) *ending poverty in all its forms, everywhere (...)*" (UN, 2015, p. 17) and the keyword from it was "poverty". Thereby, we used keywords related to the meaning (s) of

each SDG in a strategic way (and with its English translation), combining them with the English terms “HEALTH” and “PUBLIC POLICY”, in order to obtain greater production and that could reflect the object of this thesis. It is worth mentioning that there was no use of related terms in the searches, due to the specificity contained in the question and support in the arguments of this study.

In order not to be limited and to explore different possibilities, we carried out two searches: the first, as shown in table 3, contains the combination of the descriptors only with a specific term linked to the 17 SDGs; while the second occurred with two terms combined with the descriptors, as shown in table 4. It should be noted that, in view of the textual limitation of the SDGs in the 2030 Agenda, specific terms were also removed from the descriptions of the goals of the respective SDGs.

Table 3: Results for the bibliographic search with one term in CAPES.

SEARCH TERMS	CAPES
HEALTH and "PUBLIC POLICY" and POVERTY	364
HEALTH and "PUBLIC POLICY" and HUNGER	47
HEALTH and "PUBLIC POLICY" and WELL-BEING	351
HEALTH and "PUBLIC POLICY" and EDUCATION	1,457
HEALTH and "PUBLIC POLICY" and GENDER	463
HEALTH and "PUBLIC POLICY" and WATER	268
HEALTH and "PUBLIC POLICY" and ENERGY	244
HEALTH and "PUBLIC POLICY" and EMPLOYMENT	360
HEALTH and "PUBLIC POLICY" and INFRASTRUCTURE	203
HEALTH and "PUBLIC POLICY" and INEQUALITY	269
HEALTH and "PUBLIC POLICY" and CITY	457
HEALTH and "PUBLIC POLICY" and CONSUMPTION	445
HEALTH and "PUBLIC POLICY" and CLIMATE	260
HEALTH and "PUBLIC POLICY" and OCEAN	24
HEALTH and "PUBLIC POLICY" and ECOSYSTEM	63
HEALTH and "PUBLIC POLICY" and VIOLENCE	280
HEALTH and "PUBLIC POLICY" and PARTNERSHIP	173
	5,728

Source: own elaboration.

Table 4: Results for the bibliographic search two terms in CAPES.

SEARCH TERMS	CAPES
<i>HEALTH and ("PUBLIC POLICY" and POVERTY) OR ("PUBLIC POLICY" and VULNERABILITY)</i>	192
<i>HEALTH and ("PUBLIC POLICY" and HUNGER) OR ("PUBLIC POLICY" and NUTRITION)</i>	373
<i>HEALTH and ("PUBLIC POLICY" and WELL-BEING)</i>	287

<i>HEALTH and ("PUBLIC POLICY" and EDUCATION) OR ("PUBLIC POLICY" and OPPORTUNITY)</i>	1,282
<i>HEALTH and ("PUBLIC POLICY" and GENDER) OR ("PUBLIC POLICY" and WOMEN)</i>	839
<i>HEALTH and ("PUBLIC POLICY" and WATER) OR ("PUBLIC POLICY" and SANITATION)</i>	424
<i>HEALTH and ("PUBLIC POLICY" and ENERGY) OR ("PUBLIC POLICY" and ACCESS)</i>	1,827
<i>HEALTH and ("PUBLIC POLICY" and EMPLOYMENT) OR ("PUBLIC POLICY" and "ECONOMIC GROWTH")</i>	435
<i>HEALTH and ("PUBLIC POLICY" and INFRASTRUCTURE OR ("PUBLIC POLICY" and TECHNOLOGY)</i>	1,260
<i>HEALTH and ("PUBLIC POLICY" and INEQUALITY) OR ("PUBLIC POLICY" and DEVELOPMENT)</i>	1,459
<i>HEALTH and ("PUBLIC POLICY" and CITY) OR ("PUBLIC POLICY" and DISASTERS)</i>	532
<i>HEALTH and ("PUBLIC POLICY" and CONSUMPTION) OR ("PUBLIC POLICY" and PRODUCTION)</i>	640
<i>HEALTH and ("PUBLIC POLICY" and CLIMATE) OR ("PUBLIC POLICY" and MITIGATION)</i>	308
<i>HEALTH and ("PUBLIC POLICY" and OCEAN) OR ("PUBLIC POLICY" and FISHING)</i>	39
<i>HEALTH and ("PUBLIC POLICY" and ECOSYSTEM) OR ("PUBLIC POLICY" and BIODIVERSITY)</i>	78
<i>HEALTH and ("PUBLIC POLICY" and VIOLENCE) OR ("PUBLIC POLICY" and PARTICIPATION)</i>	771
<i>HEALTH and ("PUBLIC POLICY" and PARTNERSHIP) OR ("PUBLIC POLICY" and DATA)</i>	1,968
	<hr/>
	12,714

Source: own elaboration.

After generating the database results, the first criteria for selection was accessibility to a tool that could allow downloading of all articles to proceed effectively with the analysis. In this way, the Web of Science database[33] (*WoS*) was initially selected considering the EndNote software[34], a tool in which it was possible to download the database fully, both for information and for the files in the “pdf” extension of each one.

Thus, the search for the base was repeated exclusively at the *WoS*. We obtained 1,712 articles for combining terms with two keywords from the SDGs and 696 articles for combining terms with one keyword. Given the time allowed for analysis of each of the articles in view of the quantity found to seek conformity with the thesis object, we chose to download the search with a keyword only for the analysis, as expressed in table 5.

We applied a first base cleaning filter under the item duplication criterion, eliminating 214 out of 696. We applied a second filter in the production of the remaining

482 articles, under exclusion criteria for reading the title, abstract and full text to find the defense of the thesis object, keeping, at the end, 433 articles in the base. Thus, we proceed with the calculation of the sample of the remaining production, since the theory of the central limit predicts the relationship between the size of the sample and its power of representation of the studied universe (FIELD, 2009), resulting in 78 articles of the production.

Table 5: Results for the bibliographic search in WoS.

<i>SEARCH TERMS</i>	<i>WEB OF SCIENCE</i>
HEALTH and "PUBLIC POLICY" and POVERTY	44
HEALTH and "PUBLIC POLICY" and HUNGER	5
HEALTH and "PUBLIC POLICY" and WELL-BEING	49
HEALTH and "PUBLIC POLICY" and EDUCATION	144
HEALTH and "PUBLIC POLICY" and GENDER	62
HEALTH and "PUBLIC POLICY" and WATER	21
HEALTH and "PUBLIC POLICY" and ENERGY	16
HEALTH and "PUBLIC POLICY" and EMPLOYMENT	32
HEALTH and "PUBLIC POLICY" and INFRASTRUCTURE	27
HEALTH and "PUBLIC POLICY" and INEQUALITY	65
HEALTH and "PUBLIC POLICY" and CITY	71
HEALTH and "PUBLIC POLICY" and CONSUMPTION	65
HEALTH and "PUBLIC POLICY" and CLIMATE	24
HEALTH and "PUBLIC POLICY" and OCEAN	two
HEALTH and "PUBLIC POLICY" and ECOSYSTEM	13
HEALTH and "PUBLIC POLICY" and VIOLENCE	29
HEALTH and "PUBLIC POLICY" and PARTNERSHIP	27
	696

Source: own elaboration.

We started the analysis of the sample, however, when we reached almost 40% of the production, we realized that there were several articles without expressing the relationship sought in the integrative review on the object of the thesis (there were several articles in the scope of diseases or clinical practices, for example). By analyzing the discovery, considering the low presence of correlations in production analysis found, we realize that the articles of scientific reviews had correlations among policies, allowing present evidence of studies and health interface supporting with other policies.

4.2.2.1 Need for adapting the Integrative Review method

After verifying that the scientific review articles contained the correlations sought, we understand that the bibliographic search could be more effective if we used appropriate bases of scientific reviews for the conformity of the object of the thesis. The scientific review works are understood as:

“(...) studies that analyze the bibliographic production in a certain thematic area, within a time frame, providing an overview or a state-of-the-art report on a specific topic, showing new ideas, methods, subthemes that have greater or lesser emphasis on the selected literature (...)” (NORONHA, FERREIRA, 2000, p . 191).

Thus, it is possible to note that the review articles may present greater scientific quality, as they are the sum of evidence discussed in the state-of-the-art of a given theme and can contribute to generate new ideas for the development of new research projects. We then decided to carry out an analysis of which scientific review bases could be better for the purposes of the criteria on the quantity of production and ease of downloading the articles for reapplication of the integrative review phases.

Two bases were chosen, according to the established criteria for the new search for review articles: PUBME D NCBI [35] and HEALTH SYSTEMS EVIDENCE (HES) [36]. For the new search, we decided to keep the same keywords for each SDG and the combination using “HEALTH” and “PUBLIC POLICY”, in addition to the most recent production criteria (last 5 years) and only review articles. The bibliographic survey found (from both bases) is shown in table 6, with its total number of articles.

Table 6: Results for the bibliographic search in NCBI and HES.

<i>SEARCH TERMS</i>	<i>NCBI</i>	<i>HES</i>
HEALTH and ("PUBLIC POLICY" and POVERTY) OR ("PUBLIC POLICY" and VULNERABILITY)	10	3
HEALTH and ("PUBLIC POLICY" and HUNGER) OR ("PUBLIC POLICY" and NUTRITION)	9	5
HEALTH and ("PUBLIC POLICY" and WELL-BEING)	6	8
HEALTH and ("PUBLIC POLICY" and EDUCATION) OR ("PUBLIC POLICY" and OPPORTUNITY)	28	127
HEALTH and ("PUBLIC POLICY" and GENDER) OR ("PUBLIC POLICY" and WOMEN)	21	9
HEALTH and ("PUBLIC POLICY" and WATER) OR ("PUBLIC POLICY" and SANITATION)	3	0
HEALTH and ("PUBLIC POLICY" and ENERGY) OR ("PUBLIC POLICY" and ACCESS)	36	0

HEALTH and ("PUBLIC POLICY" and EMPLOYMENT) OR ("PUBLIC POLICY" and "ECONOMIC GROWTH")	6	0
HEALTH and ("PUBLIC POLICY" and INFRASTRUCTURE OR ("PUBLIC POLICY" and TECHNOLOGY)	16	5
HEALTH and ("PUBLIC POLICY" and INEQUALITY) OR ("PUBLIC POLICY" and DEVELOPMENT)	35	0
HEALTH and ("PUBLIC POLICY" and CITY) OR ("PUBLIC POLICY" and DISASTERS)	7	0
HEALTH and ("PUBLIC POLICY" and CONSUMPTION) OR ("PUBLIC POLICY" and PRODUCTION)	14	0
HEALTH and ("PUBLIC POLICY" and CLIMATE) OR ("PUBLIC POLICY" and MITIGATION)	6	0
HEALTH and ("PUBLIC POLICY" and OCEAN) OR ("PUBLIC POLICY" and FISHING)	0	0
HEALTH and ("PUBLIC POLICY" and ECOSYSTEM) OR ("PUBLIC POLICY" and BIODIVERSITY)	1	0
HEALTH and ("PUBLIC POLICY" and VIOLENCE) OR ("PUBLIC POLICY" and PARTICIPATION)	15	0
HEALTH and ("PUBLIC POLICY" and PARTNERSHIP) OR ("PUBLIC POLICY" and DATA)	36	5
	249	162

Source: own elaboration.

It was possible to notice that there was a lack of production for our search in both bases, as there were SDGs without specific literature (“0” in red highlighted in table). As a result, we decided to eliminate the use of keywords in combination with the search terms to expand the bibliographic survey, and we use it based on the PUBMED NCBI database for having presented a greater number of articles available, despite both bases offering possibility to download the production.

Therefore, the complete search for the production was made, however, only using the terms “HEALTH” and “PUBLIC POLICY and the following criteria: production in the last 5 years; and proofreading articles. 480 articles were generated (n = 480) in this phase 2.

4.2.3 Integrative Review - Phase 3: data collection

Then, following Ganong's model (1987), we started this phase by downloading the whole production found in base, choosing to analyze it fully, making the use of the sample calculation unnecessary. It is interesting to note that the search for obtaining 480 articles from systematic reviews was carried out manually, being considered successful, with a view to obtaining 100% of the articles for analysis. This achievement was due to the existing authorization for access to national and international bases, due to the

partnerships by the Oswaldo Cruz Foundation, the University of Brasília and the University of Pittsburgh with several periodical sites (magazines and/or newspapers) and virtual libraries.[\[37\]](#).

We kept the same criteria for cleaning the base, as previously established, and there was no repetition of articles. We proceeded with the selection of the production based on the following criteria: access to the file (online reading in the database or file with extension “pdf”); and title, abstract and full text reading, respectively.

401 out of 480 articles were excluded, as several articles were related to scope reviews of specific diseases or medical clinical practices, for example, without the presence of the correlations sought. Therefore, 79 articles (n = 79) were kept as final production, suitable for the analysis of elements, based on published scientific studies that corroborated the understanding of the relations among public policies.

4.2.4 Integrative Review - Phase 4: critical analysis of the studies found

In this phase, we rely on the guidance of Triviños (1987) and Bardin (2011) for content analysis and we start following the guidelines related to the “analytical description” stage to proceed with the construction of phase 4.

We submitted the 79 articles to generate input about correlations, in search of scientifically proven evidence contained in the review literature. Thus, we were able to identify the correlations of policies among the highlighted factors, taking health policy as a reference. We dedicate ourselves to the construction of an evidence system, according to the model chosen, in which it was possible to establish a total of 671 correlations proven by scientific studies contained in the reviews (Annex III). For each publication, it was possible to list the relevant information such as: bibliographic reference, review objective, year, language, place of production and link to access.

When analyzing the production, considering the question that guided the review, it was possible to ascertain that there were correlations of different policies, but without knowing the proper identification. This made us realize that the 2030 Agenda itself would make it possible to link the essence of each factor, together with the UN global agreement, based on the 169 available targets of the 2030 Agenda distributed among its 17 SDGs. All targets of 2030 Agenda, therefore, were defined as a category of *a posteriori* analysis, which emerged in the data treatment phase, making it possible to identify each of the correlations in a precise or approximate way.

Thus, given the number of goals and correlations found from bibliographic clippings, it was decided to carry out the analysis in an integrated manner from the goals of 2030 Agenda, generating an evidence system as Annex IV.

We proceeded with the identification of the factors, however, there were some correlations that were not possible to be verified, according to constant notes as limitations of Agenda 2030 in Appendix A. It is important to make it clear that we have not produced the state-of-the-art regarding the content of the articles in this integrative review. The product generated is the body of correlations relevant to the policies expressed in the analyzed production and we take 2030 Agenda as a reference for fitting the factor to the SDG that represented the policy.

Given this, it was possible to produce, from the perspective of the HT in relation to the most recent academic production (last 5 years), the most current correlations among policies in the most diverse ways, which gave us important clues of thematic gaps in the state-of-the-art. -art of bibliographic production.

The production of articles analyzed presented publications made in four different languages, 73 in English (92%); 3 in Spanish (4%); 2 in Portuguese (3%); and 1 in Dutch (1%). Regarding the system of evidence generated, of the 79 review articles, only 4 (5%) expressed conflicts of interest in its construction, with the remainder expressly showing no conflicts or without apparent mention in the article. There were 62 review articles (78.48%) published through collaboration among institutions and among authors.

In addition, it was possible to notice that the bibliographic production studied presented representation related to the life cycle, with studies on different policies that were linked since the birth of a child, childhood and adolescence, adulthood and even old age. The year of publications related to the production of articles in the PUBMED NBCI database on revisions resulted in the following analysis:

- 13 articles published in 2015;
- 19 articles published in 2016;
- 23 articles published in 2017;
- 12 articles published in 2018;
- 13 articles published in 2019.

It should be noted that there were articles published in 2020 and that were found in the basis for the combination used, however, they were eliminated in the filtering

phase, not resulting in the permanence of this study. Annex III has all 671 correlations among policies, according to the spreadsheet presented in the methodological chapter.

Based on the correlations in the bibliographic production, we were able to list 123 (72.78%) production targets in relation to the 2030 Agenda, which is equivalent to 72.78% of its coverage, with the total of listed targets being 927. The SDGs that most presented scientific productions (removing SDG 3 from this list) was SDG 10 (reduction of inequalities) with 47 articles mentioning related studies. The overall average of goals per article was 2.3.

We investigated the academy's perception of the 2030 Agenda and its degree of relationship or knowledge of it, based on the production on review contained in the PUBMED NCBI database. We did a search within each article to find out if there was mention in the writing of the text on 2030 Agenda and/or the SDGs proposed by the UN.

The result was that only in 6 articles had any type of mention, a fact that represents 7.59% of the bibliographic survey analyzed on the basis of PUBMED NCBI on revisions. This indicator expresses a low degree of relationship or perhaps knowledge of the 2030 Agenda, itself, by academic researchers regarding an international agenda agreed globally, but which, in fact, does not appear to be referenced in a more incisive way in the writing of the analyzed production of the last 5 years, inclusive, coinciding with the year of creation and its launch.

We were able to prepare two tables to assist in understanding the analysis of production from a quantitative point of view. Table 7 corresponds to the effects of the analysis that related the quantity of production and the respective link to each of the SDGs. For example: without considering SDG 3 (health), SDG 10 was the one with the most scientific productions, with a total of 47 articles, while SDG 1 had the highest average of targets per article equivalent to the record of 3.4 about studies of eradication of poverty.

Meanwhile, SDG 1 corresponded to the highest average of targets per article found in the study regarding the targets of poverty with a record of 3.4, followed by SDG 5 with a record of 3.3 average targets per article. Tables 7 and 8 illustrate the results in the relationship among the SDGs and the articles in the analyzed production.

Table 7: Production analysis: number of articles and links to targets.

<i>SDGs</i>	<i>NUMBER OF ARTICLES BY SDG</i>	<i>NUMBER OF TARGETS IDENTIFIED BY SDG</i>	<i>AVERAGE TARGETS BY ARTICLES</i>
1 ERADICATION OF POVERTY ZERO HUNGER AND SUSTAINABLE	37	124	3.4
2 AGRICULTURE	30	57	1.9
3 HEALTH AND WELLNESS	79	167	2.1
4 QUALITY EDUCATION	26	70	2.7
5 GENDER EQUALITY	16	53	3.3
6 CLEAN WATER AND SANITATION	14	34	2.4
7 CLEAN AND ACCESSIBLE ENERGY DECENT WORK AND ECONOMIC	5	11	2.2
8 GROWTH INDUSTRY, INNOVATION AND	30	66	2.2
9 INFRASTRUCTURE	4	7	1.8
10 REDUCING INEQUALITIES SUSTAINABLE CITIES AND	47	135	2.9
11 COMMUNITIES RESPONSIBLE CONSUMPTION AND	27	56	2.1
12 PRODUCTION ACTION AGAINST GLOBAL CLIMATE	13	20	1.5
13 CHANGE	12	27	2.3
14 LIFE UNDER WATER	3	8	2.7
15 EARTH LIFE PEACE, JUSTICE AND EFFECTIVE	5	14	2.8
16 INSTITUTIONS PARTNERSHIPS AND IMPLEMENTATION	32	58	1.8
17 MEANS	13	20	1.5

Source: own elaboration.

Table 8 corresponds to the analysis of the coverage of the total targets of the 2030 Agenda and the list with the highlighted articles.

It was possible to verify that there is a low bibliographic production of revisions for some SDGs, considering the number of targets found in relation to their total in 2030 Agenda, represented in percentage, for example, as seen in SDG 9 (37,5%), SDG 14 (40%) and in SDG 17 (42,1%).

Such information found possibly indicate gaps in scientific knowledge and field opportunities for future reviews that relate the health policy and the policies. In contrast, we obtained 100% representation of the targets for SDGs 1, 3, 5, 7 and 11, indicating that there is a high number of production that links health with the respective policies

Table 9 represents the amount of representation found for every target of 2030 Agenda and its percentage in relation to the total found for the SDG. Some examples of targets that had the most correlations expressed in the bibliographic survey:

- SDG 3: target 3.4 (49 correlations) - By 2030, reduce premature mortality from noncommunicable diseases by prevention and treatment by one third and promote mental health and well-being;
- SDG 3: target 3.8 (41 correlations) - Achieve universal health coverage, including protection from financial risk, access to essential quality health services and access to safe, effective, quality and affordable essential medicines and vaccines accessible to everyone;
- SDG 10: target 10.3 (34 correlations) - Ensure equal opportunities and reduce inequalities in results, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and actions in this regard

Table 8: Analysis of the study’s production – Targets in Articles.

<i>SDGs</i>	<i>TARGETS FORECASTED IN 2030 AGENDA</i>	<i>TARGETS CONTEMPLATED IN ARTICLES</i>	<i>PERCENTAGE FOUND</i>
1 ERADICATION OF POVERTY ZERO HUNGER AND SUSTAINABLE	7	7	100.0
2 AGRICULTURE	8	6	75.0
3 HEALTH AND WELLNESS	13	13	100.0
4 QUALITY EDUCATION	10	8	80.0
5 GENDER EQUALITY	9	9	100.0
6 CLEAN WATER AND SANITATION	8	6	75.0
7 CLEAN AND ACCESSIBLE ENERGY DECENT WORK AND ECONOMIC	5	5	100.0
8 GROWTH INDUSTRY, INNOVATION AND	12	9	75.0
9 INFRASTRUCTURE	8	3	37.5
10 REDUCING INEQUALITIES SUSTAINABLE CITIES AND	10	8	80.0
11 COMMUNITIES RESPONSIBLE CONSUMPTION AND	10	10	100.0
12 PRODUCTION ACTION AGAINST GLOBAL CLIMATE	11	7	63.6
13 CHANGE	5	4	80.0
14 LIFE UNDER WATER	10	4	40.0
15 EARTH LIFE PEACE, JUSTICE	12	7	58.3
16 AND EFFECTIVE INSTITUTIONS PARTNERSHIPS AND	12	9	75.0
17 IMPLEMENTATION MEANS	19	8	42.1

Source: own elaboration.

Table 9: Representation of 2030 Agenda's targets in the analyzed production[38].

TARGETS 2030 AGENDA	SDG 1	SDG 2	SDG 3	SDG 4	SDG 5	SDG 6	SDG 7	SDG 8	SDG 9	SDG 10	SDG 11	SDG 12	SDG 13	SDG 14	SDG 15	SDG 16	SDG 17
1	22 (17.7)	26 (45.6)	4 (2.4)	13 (18.6)	10 (18.9)	11 (32.4)	3 (27.3)	3 (4.5)	3 (42.9)	19 (14.1)	11 (19.6)	0 (0.0)	8 (29.6)	2 (25.0)	3 (21.4)	26 (44.8)	0 (0.0)
2	25 (20.2)	16 (28.1)	5 (3.0)	12 (17.1)	10 (18.9)	5 (14.7)	3 (27.3)	3 (4.5)	1 (14.3)	33 (24.4)	10 (17.9)	3 (15.0)	8 (29.6)	2 (25.0)	3 (21.4)	8 (13.8)	0 (0.0)
3	33 (26.6)	6 (10.5)	18 (10.8)	6 (8.6)	6 (11.3)	6 (17.6)	2 (18.2)	13 (19.7)	0 (0.0)	34 (25.2)	7 (12.5)	0 (0.0)	7 (25.9)	3 (37.5)	2 (14.3)	7 (12.1)	0 (0.0)
4	26 (21.0)	7 (12.3)	49 (29.3)	6 (8.6)	8 (15.1)	6 (17.6)	-	4 (6.1)	3 (42.9)	31 (23.0)	1 (1.8)	7 (35.0)	-	0 (0.0)	1 (7.1)	0 (0.0)	0 (0.0)
5	4 (3.2)	0 (0.0)	8 (4.8)	10 (14.3)	3 (5.7)	0 (0.0)	-	21 (31.8)	0 (0.0)	0 (0.0)	6 (10.7)	3 (15.0)	-	0 (0.0)	2 (14.3)	0 (0.0)	0 (0.0)
6	-	-	6 (3.6)	9 (12.9)	5 (9.4)	5 (14.7)	-	7 (10.6)	-	2 (1.5)	8 (14.3)	1 (5.0)	-	0 (0.0)	0 (0.0)	1 (1.7)	1 (5.0)
7	-	-	5 (3.0)	10 (14.3)	-	-	-	4 (6.1)	-	13 (9.6)	3 (5.4)	0 (0.0)	-	0 (0.0)	0 (0.0)	7 (12.1)	0 (0.0)
8	-	-	41 (24.6)	-	-	-	-	10 (15.2)	-	-	-	3 (15.0)	-	-	0 (0.0)	0 (0.0)	0 (0.0)
9	-	-	16 (9.6)	-	-	-	-	1 (1.5)	-	-	-	-	-	-	2 (14.3)	1 (1.7)	0 (0.0)
10	-	-	-	-	-	-	-	0 (0.0)	-	-	-	-	-	-	-	2 (3.4)	1 (5.0)
11	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1 (5.0)
12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2 (10.0)
13	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0 (0.0)
14	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2 (10.0)
15	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1 (5.0)
16	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10 (50.0)
17	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2 (10.0)
18	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0 (0.0)
19	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0 (0.0)
a	3 (2.4)	1 (1.8)	4 (2.4)	4 (5.7)	1 (1.9)	0 (0.0)	2 (18.2)	0 (0.0)	0 (0.0)	0 (0.0)	4 (7.1)	2 (10.0)	0 (0.0)	0 (0.0)	1 (7.1)	4 (6.9)	-
b	11 (8.9)	0 (0.0)	2 (1.2)	0 (0.0)	1 (1.9)	1 (2.9)	1 (9.1)	0 (0.0)	0 (0.0)	1 (0.7)	5 (8.9)	0 (0.0)	4 (14.8)	0 (0.0)	0 (0.0)	2 (3.4)	-
ç	-	1 (1.8)	2 (1.2)	0 (0.0)	9 (17.0)	-	-	-	0 (0.0)	2 (1.5)	1 (1.8)	1 (5.0)	-	1 (12.5)	0 (0.0)	-	-
d	-	-	7 (4.2)	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Source: own elaboration

We conducted a study in order to demonstrate the relationships among the SDGs in 2030 Agenda contained in the selected integrative review articles, according to the teachings of Granovetter (1973). Therefore, there were identified articles that had shared themes, from the evidence system created. The number of articles found shared by pair of SDGs was used as a representative of the weight of the loop for the development of two matrices for systemic understanding: one with the presence of all SDGs and the other removing SDG 3 from the list.

Granovetter (1973), through the technique of analysis of social networks, defines the theory of ties as one that allows to relate the degree of connection among actors belonging to a given network, whether strong, weak or absent ties. The interesting point of this theory is that the weaknesses are strategic elements in the theory of links, from the construction of bridges that link actors who belong to the large *clusters*, but do not connect (or not participate in the same circle) among themselves (GRANOVETTER, 1973; 1983; KAUFMAN, 2012). Despite the strong relationship or degree of cohesion among the actors in clusters, as generally “(...) in the networks of “Strong Ties” there is a common identity, the dynamics generated in these interactions do not extend beyond the clusters (...)” (KAUFMAN, 2012. p. 208). Therefore, weak ties, through bridges, can connect information among isolated actors, in order to generate innovation for the integration of society and fragmented systems and with a low degree of cohesion (GRANOVETTER, 1973; 1983; KAUFMAN, 2012).

As a result of the logical application of Granovetter (1973) - used here with policies instead of with actors or individuals - we perceive the possibility of analyzing the correlations of policies through the connections expressed by ties in order to understand the degree of existing relationship among them and, thus, to be able to analyze the existing cohesion in the policies expressed by the SDGs of the 2030 Agenda.

Therefore, applying to the context of the discussion about the policies' correlations, we elaborated matrices for sharing the articles among the SDGs, according to tables 10 and 11.

The elaboration of such matrices, therefore, aimed to demonstrate the relations among the SDGs of 2030 Agenda existing in the articles selected in the integrative review, from the understanding of the transactional content, in the sense of sharing elements among actors of a given network (TICHY, TUSHMAN, FOMBRUN, 1979).

Thereby, two important definitions: the first is that the logic used was the identification of which articles had themes shared between each pair of SDGs; and the second is that the number of articles found that share each pair of SDGs was defined as representing the weight of the loop of each pair of SDGs for the constitution of the network.

From this survey of articles shared between SDGs, patterns of distribution of the number of ties between SDGs were used to define the weight of the relationships between their peers, since there is no consensus on parameters for distinguishing network measures for weight of ties (BORGATTI, EVERETT, 2006).

Thus, we define quartiles as a cutoff criterion for medium and strong ties, and the choice is justified by the fact that the number of ties follows a non-parametric distribution (FIELD, MILES, FIELD, 2012). The choices of graphic representations were therefore quartiles based on the following: for links with average weights, values situated between 2nd and 3rd quartiles; and for ties with strong weights, values above 3rd quartile.

It is worth noting that all SDGs presented at least 1 article shared with another SDG, that is, there was no pair without sharing, which shows the strong degree of cohesion that exists among policies, as can be seen in the representation of the graphs of strong and medium ties, respectively, for the exercise with the presence of the SDGs.

Table 10: Evidence system: sharing matrix for all SDGs.

	SDG 1	SDG 2	SDG 3	SDG 4	SDG 5	SDG 6	SDG 7	SDG 8	SDG 9	SDG 10	SDG 11	SDG 12	SDG 13	SDG 14	SDG 15	SDG 16
SDG 2	16															
SDG 3	37	30														
SDG 4	17	13	26													
SDG 5	9	5	16	8												
SDG 6	10	9	14	6	3											
SDG 7	2	3	5	1	2	3										
SDG 8	16	13	30	14	10	8	4									
SDG 9	1	2	4	2	2	2	2	3								
SDG 10	30	19	47	20	13	9	3	21	1							
SDG 11	15	9	27	10	5	7	3	12	1	17						
SDG 12	4	6	13	2	2	6	3	3	3	3	6					
SDG 13	5	6	12	4	2	7	4	7	3	7	6	4				
SDG 14	3	3	3	2	2	3	2	3	1	3	3	2	2			
SDG 15	3	5	5	2	2	4	2	4	1	3	4	3	2	3		
SDG 16	14	12	32	13	11	5	2	14	1	19	8	2	3	1	2	
SDG 17	6	8	13	6	5	3	1	7	1	7	4	1	1	1	1	5

Source: own elaboration.

Table 11: Evidence system: sharing matrix excluding SDG 3.

	SDG 1	SDG 2	SDG 4	SDG 5	SDG 6	SDG 7	SDG 8	SDG 9	SDG 10	SDG 11	SDG 12	SDG 13	SDG 14	SDG 15	SDG 16
SDG 2	16														
SDG 4	17	13													
SDG 5	9	5	8												
SDG 6	10	9	6	3											
SDG 7	2	3	1	2	3										
SDG 8	16	13	14	10	8	4									
SDG 9	1	2	2	2	2	2	3								
SDG 10	30	19	20	13	9	3	21	1							
SDG 11	15	9	10	5	7	3	12	1	17						
SDG 12	4	6	2	2	6	3	3	3	3	6					
SDG 13	5	6	4	2	7	4	7	3	7	6	4				
SDG 14	3	3	2	2	3	2	3	1	3	3	2	2			
SDG 15	3	5	2	2	4	2	4	1	3	4	3	2	3		
SDG 16	14	12	13	11	5	2	14	1	19	8	2	3	1	2	
SDG 17	6	8	6	5	3	1	7	1	7	4	1	1	1	1	5

Source: own elaboration.

In parallel, we carried out a similar exercise removing the results found for SDG 3 from the bulge, in order to ascertain the relevance of health policy in this context of IP. Graphs 1 and 2 represent the strong and medium ties, respectively, for the exercise performed with and without the presence of SDG 3.

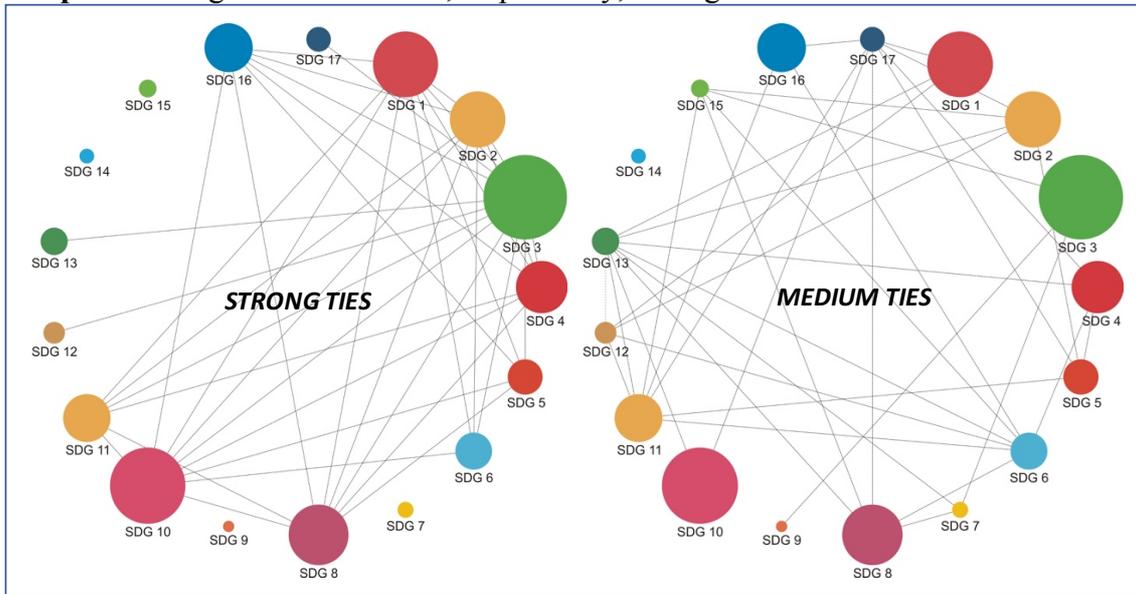
After checking the generated graphics, we can say that the policies have a high degree of integration, expressed by their transversality contained in the cohesion with the other policies, given the presence of correlated studies and the sharing of ties that did not present any case of emptiness.

In this way, we can comprise that integrated analysis of the targets of the 17 SDGs presented us the perception that HT may be able to integrate public policies for life, considering that, despite the policies present a high degree of cohesion among them without the presence of health (represented by SDG 3), when health is present it is perceived that relationships among policies are enhanced, in the sense of adding even more strength to cohesion, based on correlations.

It is important to highlight that, even giving up all the keywords raised from the SDGs in the first strategy of this integrative review, all the terms previously sought showed up spontaneously after phase 4. Only with two terms used to search for bibliographic production it was possible to bring to light articles that addressed all the themes of the keywords used previously.

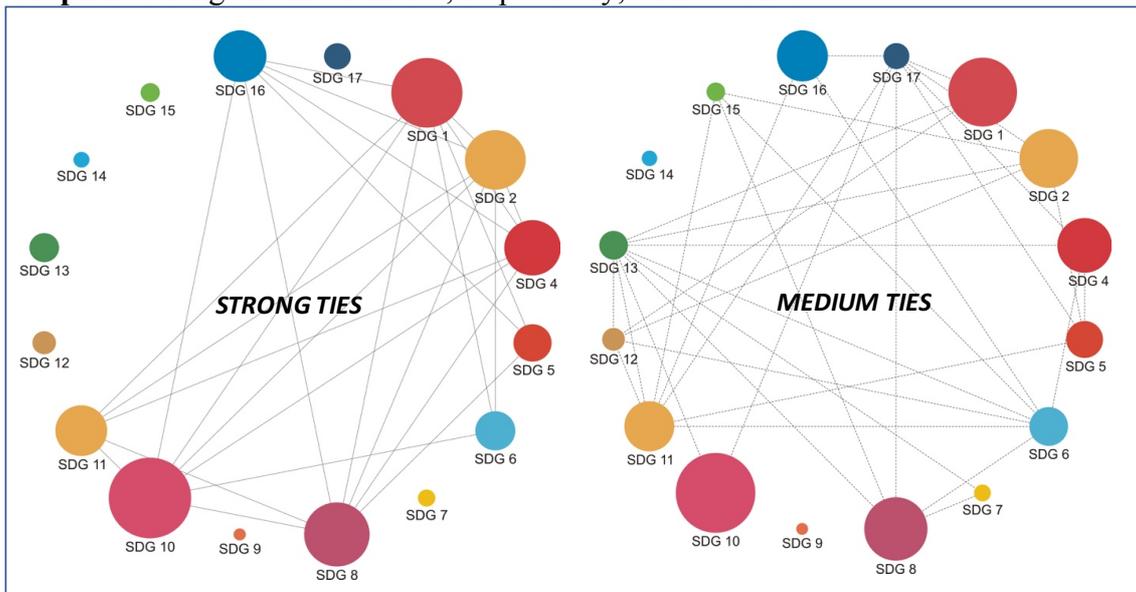
In this way, it was possible to avoid bias related to the research when we had used the specific keywords, and the result ended up being more comprehensive and contemplating them in any way.

Graph 1: Strong and medium ties, respectively, among all SDGs.



Source: own elaboration

Graph 2: Strong and medium ties, respectively, without SDG 3.



Source: own elaboration

Finally, they elaborate a word cloud[39] to ascertain the words that were most evoked from the list of correlations. We made exclusions of connectors, prepositions, articles and adjectives to have a more real perception of the themes that were worked on. Logically, as our search took place from the study related to health, the most evoked words presented themselves with greater prominence in this theme.

However, when we look at the other words evoked from different themes, we can see that the relationship of other policies has emerged, as shown in figure 13. It is

decisions are important to people's lives and how decision-makers need to be well armed with information to minimize risks.

As expressed by Triviños (1987), it is important to discuss elements that we were able to analyze, but, above all, to present the latent contents that emerged in the results of this method, which were: the capacity of HT to integrate public policies; and the knowledge gaps found in bibliographic production.

4.2.5.1 The ability of health transversality to integrate public policies

Based on the Integrative Review results, we understand that, after an integrated analysis of the targets in 2030 Agenda, it was possible to answer the question that guided the method in a positive way, that is, health policy may be able to integrate policies for life, starting from the HT, in view of the strongly high level for such a possibility, given the evidence from scientific correlations.

Analyzing this issue in the light of Underdal's (1980) teachings, HT allows to contribute to the achievement of the three basic requirements of IP, which: the generation of knowledge; the aggregation; and the consistency.

The first requirement is the generation of knowledge that, based on scientifically evidenced correlations, can contribute to the process of gathering information about a certain phenomenon and about a certain policy that will be formulated. Thus, it will be able to generate information on possible situations that culminated or that will eventually have impacts on the life of society when implemented, in order to subsidize decisions (Ibidem). With the gathering of information on correlations among policies, it may be possible for the State to anticipate actions in the face of complexity, (NELSON, 1977; 2011) to seek solutions that protect people's lives.

The second requirement concerns aggregation, an important element in PI that places the systemic view as a fundamental piece to guide formulators' understanding of the whole, in view of the complexity of wicked problems (BRUGUÉ, CANAL, PAYA, 2015; KLIJN, KOPPENJAN, 2015; PETERS, 2017) and the interconnectivity and multidimensionality of policies (CAIRNEY, 2012; MORIN, 2000; 2003), guiding the decisions to be made based on the equity of results in view of the consequences of the policies to be formulated (NELSON, 1977; 2011; UNDERDAL, 1980). HT dialogues directly with the aggregation required by PI, since policy makers, from the perspective of

HT, can predict or anticipate actions, as well as request new information about a certain situation or fact to elaborate the policy in question.

The third requirement is relevant to consistency, an element that HT also allows for contribution, since correlations evidenced in the study can generate inputs that express the interconnectedness of policies, in the sense of harmonic understanding about their components (UNDERDAL, 1980). In this sense, from the HT it is possible to compose a list of factors that are motivating (*a priori*) and produced (*a posteriori*) and related to different policies, such as a chain of phenomena (sequential and non-sequential), aiming at a better understanding of the “black-box” of the correlations to support new policies and allow greater coordination among them (ASHBY, 1956; GEYER, 2011).

In this sense, we understand that HT can contribute to PI, in view of the graphs generated from the correlations arising from the sharing matrices, in which we could verify that the degree of cohesion (common identity) among policies is high in the face of the theory of ties (GRANOVETTER, 1973; KAUFMAN, 2012). This means that all the SDGs exhibited connections, from the health perspective, with greater emphasis on SDG 1 (poverty), SDG 2 (hunger), SDG 5 (gender), SDG 10 (inequalities) and SDG 16 (peace and justice), presenting themselves with strong ties with the others.

It is noteworthy that there was no formation of clusters, since all policies were interconnected in some way and had at least one publication in common, based on the correlations raised, showing that there were no “islanded” SDGs, i.e., there were no isolated SDG, which demonstrated the configuration of a network, a positive element for integration (GRANOVETTER, 1973; 1983; KAUFMAN, 2012). However, from the perspective of the Theory of Ties, establishing a greater degree of cohesion in the list of SDG policies that had low connections, based on knowledge generation and bibliographic production, allows to increase the likelihood of generating innovations and integration among policies, opportunity that can contribute with possible solutions to shared problems (GRANOVETTER, 1973; 1983; KAUFMAN, 2012).

It was also possible to verify the dynamics existing in the constitution of the same factor to be a cause and also to be a consequence in different policies, in the dynamic sense of behavior of certain factors to assume different positions (action and reaction). This becomes important to understand existing patterns, aiming to acquire knowledge about certain events, as advocated by the Bayesian decision-making perspective (GOLDSHMIDT; 1970; MOTTA; 1997; WAGNER, GILL, 2005).

The Bayesian process in question, which subsidizes decision making based on data analysis to reduce uncertainty, contributes to the incorporation of knowledge and increases the probabilities of correct decision, according to the desired result (GOLDSHMIDT; 1970; WAGNER, GILL, 2005). Thus, by applying decision-making to the policy-making, the process of reducing uncertainties based on the logic of Bayes would allow to increase the probability of effectiveness both in the construction and in the design of a given policy, becoming fundamental for the final result offered to society (GEYER, 2011).

Thus, the evidenced gathering process of the correlations among policies can be considered a critical input of information that would contribute to the process of integrating public policies, given the current complexity and its multidimensionalities. In this sense, policy-makers may have a greater understanding of the possible interactions that, perhaps, could occur in the relationship in this context, generating a panorama of possibilities of a systemic and strategic character (MORIN, 2003; SENGE, 2006). Logically, it is well known that each territory has its particularities and each society faces specific realities. Therefore, social participation in the construction of policies is important, allowing the supply of qualified information from the feedback cycle (ASHBY, 1957), in view of the knowledge of the local society. Thus, the information generated in this study would need to be analyzed satisfactorily in light of this, but what we are trying to show here is the capacity presented by HT in the PI, in addition to the method we use for the generation of specific critical inputs.

It is important to mention that the HT in the PI can also contribute to the governance of the State, according to the Stacey Matrix – SM (2007) of complexity, since it allows to reduce uncertainties in complex environments and, consequently, to raise the level of correctness of decision making, from the generation of knowledge about a certain wicked problem or policy to be built (PETERS, 2017; GEYER, 2011).

In the perception of Geyer (2011), from gathering information to generate knowledge about complex problems, it is possible to leave an unknown area, even if partially, and promote a direction to a more known (comfortable) area, in this case, from the existing knowledge coming from policy correlations, which present certain patterns and which can contribute to the construction of strategies for their formulations.

This way, analyzing the certainty axis of SM, the knowledge generated for the policies-makers involved in the process would become fundamental to contribute to the

understanding of the involved subjects, in order to solve certain problems and to increase the policy effectiveness be formulated (*targeting and hitting*) for society (GEYER, 2011; STACEY, 2007).

4.2.5.2 Knowledge gaps found in bibliographic production

As we have seen, there were SDGs that, despite the low connection of correlations, in the sense of weaker ties in the network (GRANOVETTER, 1973; KAUFMAN, 2010), showed us opportunities for generating savvies, in order to build exploratory knowledge for the academy and for public management. It was possible to identify gaps for relations among health policy and other policies in SDG 7 (energy), SDG 9 (infrastructure), SDG 14 (life in water) and SDG 15 (life on land), demonstrating opportunity for generating knowledge for those fields.

It should be noted that this verification also occurred during the Integrative Review method and had to be adapted in the face of this barrier, since it was only possible to obtain all the relationships from the perspective of the HT in the PI when we realized that review articles gave us indicative for the construction of the object. Academic production in relation to studies involving the policy contained in SDG 14 on life in water, mainly, was low for our search on a topic that is relevant to human survival.

Still, it was also possible to ascertain limitations in the 2030 Agenda itself, in terms of understanding about certain policies such as culture, technology and innovation, according to notes contained in Appendix A, but which also show paths of bibliographic production opportunities. For example, it was possible to perceive that the element “social participation” emerged in production, in the sense of generating positive results for policies when society acts in cooperation with the State, with respect for democracy and in stimulating citizenship: both in the sense of presence (HEYMAN et al., 2019; OWUSU-ADDO, RENZAHO, SMITH, 2018; PÉREZ-ESCAMILLA et al., 2017; PORTES, MACHADO, TURSI, 2018); and in the critical sense of its absence (DAUM, STOLER, GRANT, 2017).

Although there have been few studies evidenced about governance and joint action between the State and society in the construction of collective solutions, the study by Rivera Dommarco et al. (2019) makes important notes about limiting the interaction between science and policy makers, which may suggest an opportunity for scientific production to be explored.

4.2.6 Integrative Review - Phase 6: presentation of the results found

This phase of the chosen method allows presenting the results found. In view of the limitations found in the results of the scientific bases analysis, the method needed to be adapted in extraction and data processing phases to achieve the final results over thesis object. The importance of the chosen method by Ganong (1987) is highlighted, which was integrated with the content analysis of Triviños (1987) and Bardin (2011) for the construction of the thesis object. This combination contributed directly to a study related to HT, since it showed a path that can help in understanding the complexity related to policies, as well as it can help in the search for solutions for life for the benefit of society.

We consider that the method developed in this study ended up becoming an investigation method on phenomena that involve politics, in the sense of being able to raise information from the dynamic of the evidenced correlations, supported and proven by science. The idea of HT in the PI can help in the systemic necessary understanding to support decision-making about government choices that involve the policy-making by State, as well as practical applicability for public management in solving complex phenomena that involve multidimensionalities and interactions along with actors.

It is important to mention that the research method developed may provide opportunities for future studies, mainly from the Bayesian logic in making decisions related to policy-making, in the sense of building probabilistic studies or even generating algorithms that allow the analysis of correlations in construction knowledge to support decision making. If researchers can systematically incorporate prior and relevant information into a statistical model, they can contribute to making likelihoods statements about a given phenomenon.

The perspective of HT in the PI, in addition to contributing to the reduction of uncertainty, in line with SM (2007), can be complemented from the perspective of the PA, since it is a cooperative proposal for building solutions collective actions involving the State and society. Due to this fact, it can help in building consensus between public and private actors, causing positive impacts in the axis of agreement of the SM (Ibidem), a situation arising from social participation in government action.

Thus, when the perspective of the HT in PI is combined with the perspective of the PA, the components related to the complexity can be worked together, in the generation of knowledge through the investigation of the dynamics of the correlations

among policies (motivating and produced factors). to a certain phenomenon to be faced, as well as in cooperative performance of public and private actors together with society.

With this combined performance pointed out as a government strategy, we believe that it is possible to move a particular situation that is found in the complex quadrant of the SM to a quadrant of the situation that presents a greater possibility of solving collective problems, even being possible to reach the golden zone in the model of Geyer (2011). On the one hand, with a greater amount of information on certain phenomena, decision-makers might have more knowledge to stipulate strategies and choose instruments, and on the other hand, a greater likelihood of building consensus (interest) in their resolution, with appropriate choices and agreed instruments, in view of the joint and cooperative action of the actors in governance spaces.

Therefore, we believe that HT in PI can contribute to governance processes, but that, when there is active social participation in the collective construction of public solutions, in addition to enabling higher levels of policy effectiveness in the search for reducing inequalities and increasing capacities for the life of the population, it also allows to stimulate democracy, in the sense of enforcing citizenship itself.

In view of the obtained results, we understand the possibility of validating HT in the PI in a theoretical way, from an applied case study related to a government project. We used the CESS 2030 project as reference, considering the existing interactions among public and private actors for its construction. Thus, we were able to analyze the relationship between HT in the PI and PA, in order to verify if there was a contribution to the development process in the territory, through the feasibility of the 2030 Agenda at the local level in order to receive public policies in favor of local society's life.

We will proceed with thesis object's theoretical validation in the next chapter.

5. THEORETICAL VALIDATION IN APPLIED CASE STUDY

The HT and its high capacity to integrate policies can contribute to the governance of the State in the face of complex phenomena experienced by society. In this chapter, we will proceed with the theoretical validation of the HT in the PI through an applied case study to the HSSC 2030 project, aiming to analyze the viability of the 2030 Agenda in the territory, to generate the PA to contribute to the development at the local level.

To proceed with the validation, it is necessary to consider, in the context of the application of the HT in the PI, two aspects: the survey of empirical evidence, based on the techniques of Participant Observation and Case Study; and the integrated analysis process for validating the thesis object.

In order to better highlight the proposed actions, we will characterize the territory of the Structural City and, based on the stages of content analysis by Triviños (1987), we will present the analytical descriptions for the composition of the empirical evidence and their respective inferential analyzes for each one of the three stages of the applied case study. At the end, we will present the integrated analysis of the results obtained through data triangulation to support the theoretical validation of the thesis object.

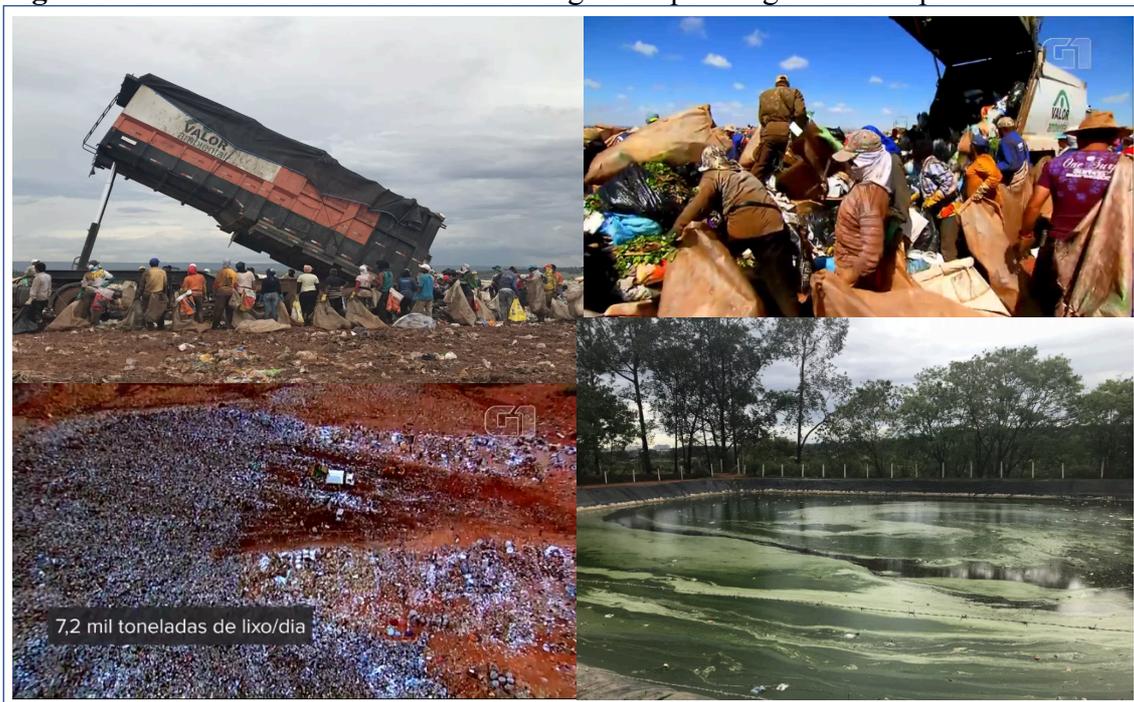
5.1 CHARACTERIZATION OF THE STRUCTURAL CITY OF FD

The Structural City emerged due to an occupation by garbage waste pickers around a sanitary landfill in the 1960s, in search of survival and better living conditions (DISTRITO FEDERAL, 2019a; SANTOS, 2014). This site housed one of the largest garbage dumps in the world and the largest one in Latin America until 2018, called “Lixão da Estrutural”, according to an article published by the International Solid Waste Association (ISWA) (PURCHASE, 2018).

The accumulated mountains of garbage reached almost 55 meters in height, formed by about 40 million tons of grounded materials, which guaranteed the survival of almost 2,000 families on the site (MARQUES, 2018), as can be seen in figure 14. Still, the place was also a space where “(...) more than 1000 people, children and adolescents worked, with numerous accident records, several of which were fatal due to being run over by machines (...)” (CAMPOS, 2018, p 208).

The accumulation of garbage occurred in the construction process of Brasília, in the 1960s, and poverty was explicit in the city and began to be noticed shortly after its inauguration, a fact that caused discomfort for the authorities, in view of the agglomerations of slums (RIBEIRO, 1980). In addition to the apparent hygiene process that took place in the city between the opening of the capital and the beginning of the 1960s, the garbage accumulation process also started (LUIZ, 2007; SANTOS, 2014), placed in the region close to the old Jockey Club (SANTOS, 2014).

Figure 14: Photos of the Structural's Garbage Dump during the active period.



Source: Report on G1 (2018).

Waste pickers sought the garbage dump as a means of survival, getting food and having income from it, and they ended up staying in the region, building their houses (usually shacks made of wood) to live and constituting their families (Ibidem). Figure 15 expresses the evolution of the growth in the amount of garbage deposited in the landfill, as well as the evolution of housing occupation in the last 40 years, according to a report called “O Lixão da Estrutural” contained in the 98 edition of the Revista do do Brasil magazine of September 2015 (PEREIRA, 2015).

The dump located on the margins of via DF-095, known as Via Estrutural (connection between two administrative cities - Taguatinga and Cruzeiro), was pejoratively called as “Invasão da Estrutural”, in the early 90s, due to the quantity of

shacks of garbage waste pickers around it, later being transformed into “Structural Village”, linked to the Administrative Region of Guar (SANTOS, 2014).

Figure 15: Historical occupation evolution of Structural City and its dump.



Source: Pereira, 2015

The region's urban organization process took place in the late 1980s, with the creation of the Complementary Industry and Supply Sector (SCIA), which was located next to the Structural Way, being transformed into Administrative Region XXV (RA XXV) in 2004, through Law No. 3,315 / 2004, incorporating the Structural Village (urban headquarters) (DISTRITO FEDERAL, 2015).

In 2006, the GFD enacted Complementary Law No. 715, making Vila Structural a Special Zone of Social Interest - ZEIS (DISTRITO FEDERAL, 2019a). Noteworthy is that contained in article 1, paragraph 1, of Law no. 3,315 / 2004:

"(...) The area of Structural ZEIS Vila is defined by polygonal understood by the limit of the National Park of Brasilia, DF - 095 (Estrada Ceilndia Park), the Valo Stream and Complementary Industry and Supply Sector (SCIA) (...)" (DISTRITO FEDERAL, 2004, no page).

Moreover, Article 2, of Law 3,315 / 2004, states that:

"(...) ZEIS Vila Estrutural will be subject to land regularization, urbanization of occupied areas, by means of special rules for urbanization, use and occupation of land and building, considering the socioeconomic situation of the population (...)" (Ibidem, without page).

In 2008, GFD published the Integrated Structural Vila Project (PIVE), part of the Brasilia Sustentvel program, which was carried out through a partnership with the Inter-American Development Bank (IDB), with total investments of US\$ 115 million to provide solutions inclusive measures related to structural interventions. Part of this budget was addressed to: "(...) housing, paving, drainage and basic environmental

sanitation, in addition to socio-environmental management actions aimed at the social inclusion of its population through insertion in the labor market and the full exercise of citizenship (...)” (DISTRITO FEDERAL, 2008, no page). It is possible to understand that the use of resources was destined to land tenure regularization, but also linked to the garbage dump closing process, which was deactivated practically 10 years later:

“(...) The participation of the World Bank is distributed as follows: US \$ 34.2 million, that is, 89.1% of the necessary resources for the implementation of the Vila Estrutural program; US \$ 6.6 million for the closure of the Jóquei Clube landfill and opening in the new landfill, corresponding to 100% of the resources required for the action; and 5.4 million dollars for the management of the program, also corresponding to 100% of the necessary resources allocated (...)” (Ibidem, p. 8).

In 2009, in view of the publication of Complementary Law 803, of April 25, 2009, subsequently updated by Complementary Law 854, of October 15, 2012, the Master Plan for Territorial Planning of the Federal District (PDOT) was created characterizing the process of territorial organization in the face of the city's growth, from the point of view of urbanization, and the RA SCIA was now integrated by the local government to tackle socio-territorial inequality (DISTRITO FEDERAL, 2009; 2012a; 2019a).

In 2012, GFD approved the urban land parceling project of ZEIS Vila Estrutural da RA XXV, through Decree No. 33,781, of July 11, 2012, for the effective receipt of infrastructure (water, electricity, asphalt, sewage system), public schools, health and safety posts) and due regularization of the deeds of existing properties (DISTRITO FEDERAL, 2012b).

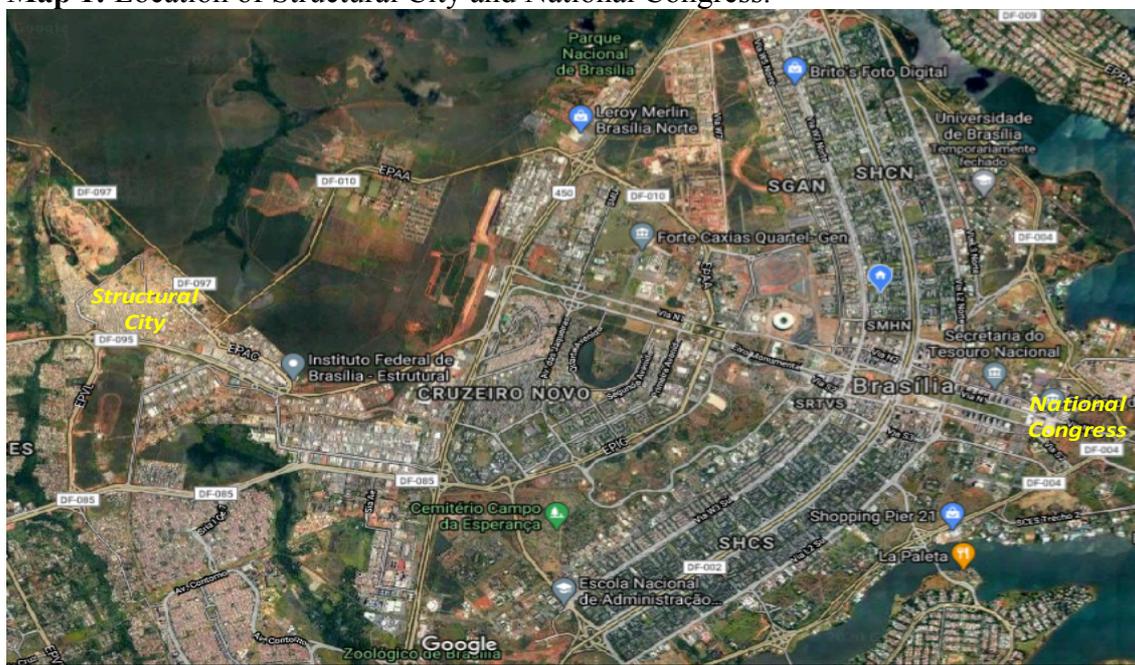
It can be said that the Structural City is still in the process of land tenure regularization - a right supported by articles 182 and 183 of the BFC/1988, which ensure the right to housing as a social right to the population (BRASIL, 1988). In 2016, the GFD launched the Habita Brasília program, through Decree 37.438, of June 24, 2016, aiming to provide housing solutions to the low-income population (up to three minimum wages) in FD, with the Structural City contemplated, however, it is noticed that the beginning of the real estate speculation process of the place through the side occupations next to the housing project called “Minha Casa, Minha Vida” – (“My house, My life”) (DISTRITO FEDERAL, 2016; OLIVEIRA, 2017).

The finding on the issue of urban development has an impact on the issue of real estate speculation in the territory and raises the bar on issues of inequality in local society:

“(...) the Structural City is a classic example of this process of valuing the space promoted by the public authorities when implementing urban infrastructure in the city, where the market appropriates privately the valuation resulting from public actions and does not revert to the community such appreciation. Thus, the owner of the property when disposing his property on the market earns income from what he did not produce. With this, this pattern of appropriation of spatial valorization ends up deepening socio-territorial exclusion and inequality (...)” (OLIVEIRA, 2017, p. 9).

Geographically, Structural City of FD attracts attention from the real estate market, as it is located at a distance of approximately 20 kilometers from the political heart of the country (map 1), where there is a good concentration of public bodies of Executive Power, as well as the main bodies of the Legislative Power, like the National Congress (Chamber of Deputies and Federal Senate) and of the Judiciary Power, like the Supreme Federal Court. The Structural City has an area of approximately 160 hectares (1,540,000 square meters) with approximately 10,000 urban households and an estimated population of almost 40,000 inhabitants (DISTRITO FEDERAL, 2019a).

Map 1: Location of Structural City and National Congress.



Source: Google Maps and identification of the places by own elaboration.

The Structural City has land boundaries to the National Park, as shown in Map 2, known as the Mineral Water Park, which is a conservation and an environmental protection unit created by Decree 241, of November 29, 1961 (BRAZIL, 1961). In view of the accumulation of garbage during the active period of the garbage dump, several

elementary education (only 4.5% were able to complete higher education), with young people aged 18 and 29 years old, 36.2% do not study or work (3,177 young people) (Ibidem). It is interesting to note that we were able to verify in the field research that there are several institutions that offer educational, cultural and/or professional training courses in the territory at zero cost, however, those are technical or short courses and not so much diversification, as shown in the information in Appendix B.

As for the labor and income, with reference to the last 30 days before the survey and considering people aged 14 or more, was 50.7% were busy, with most (62.3%) working in the area of services and less than half with a formal contract signed by the employer and more than 60% make a contribution to public social security (Ibidem). It is also noteworthy that 93.1% of the population of the Structural City does not have a health plan and the estimated income per person was R\$ 570 (Gini index of household income = 0.43 and income per person = 0, 47) (Ibidem).

As for the home, there are more than 10 thousand occupied units, with an average of 3.6 inhabitants / household, with almost 17% of residents living in improvised homes in the territory, made with madeirite or reused material on the external walls and cement floor or beaten earth (Ibidem). Residences in the territory have access to the public water network (86.2%), but wells and cisterns are still used for proper collection and only 62.9% of households are connected to the public sanitation network, with almost 37 % make use of septic tanks, rudimentary or open sewers (Ibidem).

Almost 72% of households have a connection to the public energy network, with more than 40% declaring that they are “quick fix” to have access to energy (Ibidem). Only 26.4% of households had selective garbage collection and almost 33% discarded garbage in an inappropriate place, burned or buried (Ibidem).

As for urban infrastructure, more than half of the streets: it is asphalted or paved; they flood when it rains; or have lighted accesses. There are few spaces for leisure, especially for children, such as parks, sports courts or bike paths. As for security issues, more than half say that there is regular policing on the city streets (Ibidem), however, the latter information is inconsistent with the one in the field research, as we will see further.

Within the territory of the Structural City there is the Santa Luzia community with approximately 16 thousand people (Ibidem), characterized by the location in country houses and the highest poverty rates in the capital of Brazil, as reported by Canal G1 (CRUZ, 2020), and observed the following facts:

“(…) Santa Luzia grew up together with the Structural City (now regularized) due to the progressive occupation by workers at the Structural dump that worked there until its closure. The urban space was produced from the self-construction of dwellings, revealing organic and emerging urban design patterns and the absence of basic infrastructure in a scenario of high precariousness and territorial irregularity. In relation to environmental aspects, there is a complexity and fragility due to the proximity to important areas of environmental preservation. Part of the settlement is located in the buffer zone of 300 meters of the Conservation Unit of the National Park of Brasilia and therefore faces a serious risk of removal. CODHAB - Housing Development Company of DF has proposed a housing building to house the local population, but this does not address the needs and diversity of families (…)” (ANDRADE et al., 2019).

Since 2019, the residents of Santa Luzia have faced difficulties in relation to housing infrastructure, in addition to the lack of light and water in the region, including being a public hearing agenda in the Federal District Legislative Chamber (FDLC), in December 2019, for the attempted resolution situation by politicians and government officials along with community representatives. In the case of a lack of water, specifically, the solution given to the GFD when providing a water distribution point, a fact well before the 2019 public hearing, no longer serves all residents today (figure 16):

“(…) The residents of Santa Luzia were able to expose the problems to parliamentarians and to the president of the Federal District Housing and Development Company (CODHAB), Wellington Luiz. Anny Beatriz, just 11 years old, sensitized those present when she narrated the difficulties that the community faces. “We don't have water to bathe, we feel humiliated when we get to school dirty. We need improvements to reach our families, we want dignity to live”, he reported (…)” (FELIX, 2019, no page).

Figure 16: Chácara Santa Luzia and water distribution point for the community.



Source: G1 channel (report in 2020).

In 2020, the Santa Luzia community was still awaiting resolution of the housing issue and the State, however, by judicial order and police force, removed 182 wooden

shacks from residents (about 50 families), in view of the decision of the Court of Justice of the Federal District and Territories (TJDFT) with the humanized withdrawal and relocation of families to dignified conditions, a fact that did not occur:

“(…) Despite the legal support of the measure, the removed families complain about the truculence of government agents during the days of operation. “They arrived putting us all out, throwing our clothes in bags. Everyone here, who has seen their shacks fell, knows what happened. They didn't have time for anything. *There was no dialogue.* They would enter the shacks and throw our things up in the middle of the street” said Mirelly Loranne, 23, one of the women who lived in the place (…)” (FERRARI, 2020, no page, emphasis added) .

In addition to the demographic and socio-political data, during the field research it was possible to ascertain on-the-spot that the territory has the following public facilities linked to various public mechanisms of the GDF: Social Factory; Olympic and Paralympic Sports Center; Multiple Function Center; Structural Youth Center; Structural Guardianship Council; Structural Coexistence and Strengthening Center (CCFV - Former COSE); Elderly Living Center (CCI); Structural Public Library; Structural Cultural Center; Educational Center (CED) 01 (Military College); Child Education Center (CEI) 01; Escola Classe (EC) 01; Escola Classe (EC) 02; Elementary Education Center (CEF) 02; Permanent Fair; Regional Administration of the Structural City; Basic Health Unit (UBS) 01 Structural (known as Health Center No 4) with the performance of Community Health Agents (CHA); Basic Health Unit (UBS) 02 Structural (known as Former TRE); Structural Specialized Reference Center for Social Assistance (CREAS); Structural Reference Center for Social Assistance (CRAS); Rubble Collection Unit (URE); Community Restaurant of the Structural City ; Structural City Bus Terminal; Urban Park of the Structural City; Sports Courts (3 courts: next to the CCFV, next to the Regional Administration and in court 02); Campo de Terra (next to the URE, Creche Viver and CRAS - made by the collectors themselves at the time and the government granted lighting); Synthetic Field (next to the Bus Terminal); Community Meeting Point (PEC) (Elderly Living Center, Central Square, block 8 of the West Sector, Casinhas, close to CRAS, CCFV, CCI, next to CEF 02); Police Post (15th Military Police Battalion of the Federal District); Military Board of SCIA Regional Administration; and Structural Worker Agency.

Regarding the assistance issue by the government, in consultation with the Secretariat for Social Development (SEDES) of the GFD, we were able to access the total

monthly data of the national assistance program for cash transfer called Bolsa Família Program[42] (PBF) and the subnational one called Distrito Federal Without Misery[43] (DFSM), between 2017 and 2019, referring to families benefited in the territory of the Structural City (CARVALHO, 2019). It is worth emphasizing here the importance of the PBF as the main vehicle of social protection for the reduction of inequality in the country, and that in the territory of the Structural City is no different, bringing a reflection on its objective:

“(...) contribute to the social inclusion of millions of Brazilian families affected by poverty, with immediate relief from their situation of poverty and hunger. In addition, (...) encourage better monitoring of the target audience's service by health services and help to overcome still dramatic indicators, which marked the educational trajectories of the poorest children: high dropout rates, repetition and age-lag series. Thus, it intended to contribute to the interruption of the intergenerational cycle of poverty reproduction (...)” (CAMPELLO, NERI, 2013, p. 15).

The FD cash transfer program (DFSM) works as cash transfer for families in a complementary way to the one from the national program (PBF) (box 3).

It was possible to verify that, in spite of the deactivation of the garbage dump, the number of beneficiary families remained between the years analyzed, with over 3 thousand families. The monthly average amounts per family equivalent to those receiving both PBF and DFSM benefits are around R\$ 360.00 (around US\$ 70.00³) for the year 2019. According to the PDAD published in 2019, there are an average of 4 members per family in the Structural City, which it would give an average of R\$ 90.00 reais (around US\$ 17.50) *per capita*. If it were not for the contribution by DFSM, the amount would be even lower: R\$ 52.56 (around US\$ 10.20) *per capita* (CARVALHO, 2019).

³ We used the average currency exchange amount in 2020 (R\$ 5.15 per US\$1.00) as reference to represent the benefit amount in dollars - <http://www.acinh.com.br/servicos/cotacao-dolar>

Box 3: Cash Transfers' amounts in Structural City between 2017 and 2019.

Average monthly amount (PBF)			Average monthly amount (DSFM)			Cumulative monthly average (GMP + DSFM)		
2017	2018	2019	2017	2018	2019	2017	2018	2019
R\$ 563,772.50	R\$ 651,073.50	R\$ 683,811.33	R\$ 379,580.00	R\$ 421,536.67	R\$ 418,258.33	R\$ 943,352.50	R\$ 1,072,610.17	R\$ 1,102,069.66
Average of Contemplated Families			Average of Contemplated Families			Average of Contemplated Families		
2017	2018	2019	2017	2018	2019	2017	2018	2019
3,176	3,336	3,253	2,521	2,776	2,771	2,849	3,056	3,012
Average monthly amount per family (PBF)			Average monthly amount per family (DSFM)			Total monthly average amount per family (PBF + DSFM)		
2017	2018	2019	2017	2018	2019	2017	2018	2019
R\$ 177.49	R\$ 195.16	R\$ 210.24	R\$ 150.60	R\$ 151.86	R\$ 150.92	R\$ 328.08	R\$ 347.02	R\$ 361.16

Source: based on information from CARVALHO, 2019.

5.1.2 Structural's Garbage Dump deactivation: impacts on waste pickers

The Structural's Garbage Dump deactivation process^[44] started in 2016, motivated by determination of the Court of Justice of the DF and Territories (TJDFT) in 2007, and was concluded in 2018. It should be noted that it was a process in which the residents rejected its deactivation. There were public hearings^[45] that local community negotiated financial compensation in addition to the construction of a health center and sewage center, accepted by the government.

In 2017, the governor of FD sanctioned Law 5,893, of June 20, 2017, and regulated by Decree 38,402, of August 10, 2017, creating the Temporary Financial Compensation Program for the benefit of 1,200 recyclable material collectors who worked in Structural's Garbage Dump, in which the transferred benefit amount was R\$ 360.75 (three hundred and sixty reais and seventy-five cents) for those who were within the established criteria and for a period of up to six months related to the transition period of activities (FEDERAL DISTRICT 2017a; 2017b).

In addition to the benefit to the recipients, the non-contemplated waste pickers would receive the Temporary Vulnerability Assistance in the same amount for a maximum period of 6 months (DISTRITO FEDERAL, 2017b; CAMPOS, 2018).

In 2018, the garbage dump was effectively deactivated and the cooperatives began to operate in the Waste Recycling Facilities (IRR), known as warehouses, being part of the waste pickers covered by formal employment contracts (SLU, 2018). It is important to mention that currently, the space is used by the Urban Cleaning Services (SLU) only to receive debris related to works, known as Civil Construction Waste (RCC):

"(...) the former Lixão da Estrutural received Solid Urban Waste - RSU, generated by the population, collected, treated and sent by the Urban Cleaning Service, the Federal District Government, in addition to the Civil Construction Waste - RCC, destined irregularly and collected by the SLU or collected by rubble buckets. The construction of the Sanitary Landfill in Brasília only solved the problem of disposal of waste from the treatment of solid urban waste, leaving the construction waste without a specific destination (..)" (SAMPAIO, 2018, p. 5)

Still, in 2018, the Secretary of State for Labor, Social Development, Women, Racial Equality and Human Rights (SEDESTSMIDH) of FD published Ordinance 104, of May 3, 2018, aiming at the regulation of the Environmental Citizenship Agents

Program - Inclusion to the World of Work in the Environmental Area, in favor of recyclable material waste pickers registered with CRAS/FD and other criteria (DISTRITO FEDERAL, 2018).

The proposal for this program was of a transitional benefit and provided for the participation of waste pickers in training workshops (12 hours per month) to develop activities related to the recovery of waste in a sustainable manner and receiving a scholarship in the amount of R\$ 300.00 (three hundred reais) for a period of one year (DISTRITO FEDERAL, 2018; CAMPOS, 2018).

We carried out a survey on the number of garbage collection companies that operated in the territory, based on the information available in those published by SLU, to understand the specific situation of the territory in relation to the issue of work. Table 12 shows the comparison for the years 2017, 2018 and 2019 and presents in red the highlights of the evolution regarding the contractual deactivation of the companies.

In 2017, there were nine cooperatives that performed sorting services with or without contracts signed with the Urban Cleaning Services (SLU) within the territory of the XXV Administrative Region - RA (SCIA and Structural City) and a total of 1,929 waste pickers (SLU, 2017). After the closure of the landill, in 2018, the cooperatives with a contract with the SLU started to occupy the IRR, with the number of cooperatives reduced to six (with a contract) and one (without a contract) and, consequently, there was a reduction in the number of scavengers. within the territory of XXV RA (588) (Idem, 2018).

In 2019, there were five cooperatives with or without a contract with the SLU operating in the territory of the Structural City, with a total of 315 waste pickers (Idem, 2019). According to the data, between 2017 and 2019, the deactivation process of the Estrutural Dump kept only 16.32% of waste pickers who were before the event and who continued to work in the new warehouses (Ibidem).

According to information from residents of the territory, as well as by the students of the course during the research, the perception of 83.68% of the collectors (equivalent to 1,614 workers) that was not contemplated with formal employment, due to the closure of the garbage dump, is that, possibly, most of these collectors was receiving temporary transition aid bag and tried to develop self-employment and hile a smaller part moved to the city of Fern place where there is the new landfill.

Table 12: Garbage collection companies in territory between 2017/19.

NAME OF COOPERATIVE COMPANY	2017	2018	2019
	QUANTITY OF WASTE PICKERS	QUANTITY OF WASTE PICKERS	QUANTITY OF WASTE PICKERS
COORACE	382	73	50
COOPERNOES	200	0	0
AMBIENTE/COOPERCAP	736	265	104
CORTRAP	49	46	60
CONSTRUIR	220	84	61
COOPERE	140	0	0
PLASFERRO	60	59	0
CARREFA	7	0	0
COOPERLIMPO	55	11	0
SONHO DE LIBERDADE	80	50	40
	1929	588	315

Source: SLU, 2017; 2018; 2019.

5.1.3 Structural City: research laboratory and social institutions

During the field research, in contact with the Extension Decanate (DEX) of UnB, it was possible to ascertain that there were 26 academic projects underway in the territory of the Structural City, which varied in the execution period between 2018 and 2021, related to several disciplines, such as Mathematics, Architecture, Medicine and International Relations. Part of the projects was initiated by public calls for tenders prior to the search and part was related to Funding Call 01 - UnB, of February 1, 2019 (DEX / DDIR), specific public call for contributions of “(...) integration among activities academics from UnB, by supporting extension programs and projects that promote activities aimed at the Structural City community (...)” (UNB, 2019, no page).

With increasing intensity, academic research articulated with the extension field at universities presents itself as an important model for society:

“(...) represents an important possibility for the reconstruction of scientific knowledge from the transposition of the university walls, with the inclusion of other knowledge and tactics to contribute to the construction of a new cognitive platform and technological innovation. The use of this collective and solidary knowledge makes it possible to create methods, processes or techniques that contribute to solving social problems and mediating socio-environmental conflicts in the struggle for the essential rights of populations excluded from the territory planning process, which, due to resistance practices, configure

new types of urban occupations and rural (...)” (ANDRADE et al., 2017).

The list of projects for the period of this study by DEX const n Appendix C, with its description of the objectives, expected outputs, force, coordinator and contact. It should be noted that, in relation to the information received, the field "expected products" was not fully filled. We made contact by e-mail requesting the project's expectations in this regard, but the response rate was very low, equivalent to six responses, four of which were promptly filled out in the consolidated spreadsheet.

It is interesting to highlight the number of academic projects that take place in the territory of the Structural City, largely due to all the social, economic and political issues surrounding the Structural's Garbage Dump, whether during the active period, as well as the deactivation process and its consequences. During the field research, we were also able to ascertain that, in addition to the UnB, the National Council for Scientific and Technological Development (CNPq) also funded projects in the territory.

In this case, there was a public call regarding CNPq / MCTIC No. 09/2019, of the National Week of Science and Technology - SNCT 2019, in which two projects were approved for the realization in the territory, according to information received in consultation with the agency: one overdue by the Mathematics Department of UnB for scientific dissemination and another related to the cultural theme of the Social Service of Industry (SESI) (CNPQ, 2019) . Nor did we obtain more information because we did not have a response on details from those responsible for the projects.

Finally, it was still possible to investigate two more funded social projects, related to the initiatives of the Bancorbrás Institution, which are social projects in the area of education, work and social assistance and sports, respectively, and which are also included in the spreadsheet referenced above. We researched whether the Banco do Brasil Foundation had any initiative in the territory, however, we also did not get answers.

The territory has several social institutions, several of which are private with a social nature (with emphasis on the presence of school day-care centers and Non-Governmental Organizations - NGOs), being part contracted by the GFD, registered with the Social Assistance Council of the Federal District - CAS/DF, for the provision of services (with emphasis on the institutions of social shift, characterized by the extension of activities complementary to the study of children and adolescents).

The institutions that stood out the most and that were actively linked to the CAS were inserted in Appendix B, with details of the activities, objectives and respective contacts, however, it is worth mentioning here the performance of the social institution Coletivo da Cidade[46], whose representatives actively coordinated the LSN in relation to the articulation of actions together with the community in favor of the territory.

In addition to offering various activities for children, teenagers and adults involving culture, arts, languages and education for their social transformation, including in partnership with the GFD to be a school offering point, the Collective promoted a rich research called “Educating City in the Structural City” held between 2018 and 2019, with 394 families in the community, totaling almost 1,800 people, almost 700 children:

“(…) In this process, we obtained a better understanding of how the multiple variables impact the lives of children and adolescents in the Structural City. The data we found show that school dropout is not related to a single cause, but to a range of overlapping challenges. When we systematize the research experiences based on a critical and contextualized interpretation, we understand that they are dynamic, constantly changing and moving. We understand, then, that they are complex processes and that are subject to several objective and subjective factors that are interconnected, as we will show throughout this publication (…)” (CIDADE, 2020, p. 5).

Just for clarification, the definition regarding LSN in this thesis means the interaction of active actors within a community that contains specialists in different themes and representatives of that society, who, involved in information flows, translations and agreements, act together and are connected for a common goal (MARTINS, 2013; LATOUR, 1994). The Structural City LSN is composed of members of the community, whether residents, workers of institutions (public or private), and external members who work in partnership with the local community.

After presenting the data regarding the initiatives and the general information that contextualizes the territory, we will proceed to the evaluation of the components of the Case Study, referring to steps 1 to 3, the presentation of the results and the discussions obtained through the methods, aiming at the theoretical validation of the thesis object related to HT in PI. However, it becomes pertinent to contextualize the 2030 HSSC project in a synthetic way, for a better understanding of the division of the stages of the Case Study and the purpose of this thesis.

5.1.4 2030 Healthy and Sustainable Structural City (2030 HSSC)

The CESS 2030 project emerged from Agreement 001/2017, celebrated between GFD, through the State Department of Health (SES / DF), and Fiocruz, through the Regional Management of Brasília (Gereb), and deals with the development of studies and research, using qualification of methods for territorial development in a healthy and sustainable manner, with financial support from the National Health Fund (FNS) for related actions in the amount of R \$ 3,451,608.00 (three million , four hundred and fifty-one thousand, six hundred and eight reals) (DISTRITO FEDERAL, 2017c). Within the scope of Agreement 01/2017, whose object was related to the use of data for the formulation of social policy studies for research purposes of mutual interest in the Federal District, there was the signing of the Protocol of Intentions (2017), included in the process number 410.000.064/2017. (Ibidem).

The choice of the Structural City territory to be the agreement's intervention project took place for the following reasons: territory with a local population in a situation of great social vulnerability; possibility of carrying out actions based on data available to monitor indicators in relation to 2030 Agenda; and partnership among Fiocruz, UnB and IFB (SELLERA et al., 2019).

The project was divided into five stages, which are: 1. Activation of socio-technical networks to engage in the project, considering 2030 Agenda as a central element; 2. Implementation of popular surveillance methods on risk situations and local environmental and social vulnerabilities; 3. Design of a monitoring system for popular surveillance; 4. Activation of socio-technical networks to contribute to popular surveillance of the territory; and 5. Empower local actors to properly train popular researchers to use cooperative intelligence in the territory (Ibidem).

The project's time horizon counts on the local population's qualification as specialists in territorial governance, for generating popular researchers to monitor the social indicators of their territory, through popular surveillance. After the end of the course and the release of a monitoring room called the Social Cooperation Room by SES/DF, which will be linked to the Situation Room, these specialists will be able to access the available data. (SELLERA et al., 2019), (DISTRITO FEDERAL, 2017c; SELLERA et al., 2019).

For information, on the Situation Room website it is possible to find availability of data open to the public containing historical series and current information for online monitoring on health care, health surveillance, management, sectoral health controllership, in addition to documents and tutorials, as shown in figure 17.

Figure 17: Situation Room: open data from Info Saúde DF.



Source: Info Saúde DF website[47].

The expectation of this action is that the FD will become a reference for the creation of a system with a national dimension that allows monitoring the implementation actions related to 2030 Agenda with the following nomenclature and respective purpose: “(...) “Healthy and Sustainable Territory Radar”, which will consolidate the indexes of living conditions associated with the SDGs (...)” (SELLERA et al., 2019, p. 2,189). Thus, 2030 HSSC project can be considered a pilot project for the GFD to act in the line of research-teaching-action, aiming at the strategic implantation in its territories for the use of data by public management.

After the synthesis of the 2030 HSSC project, we will refer to the analytical descriptions of the Case Study referring to steps 1 to 3.

5.2 APPLIED CASE STUDY: 2030 HSSC PROJECT

According to the methodological details, we will now proceed to understand the applied case study using the content analysis of Triviños (1987) for reading and criticizing the *corpora* obtained in the documentary research for each of the stages of the Case Study technique, as well as for the Field Diary records related to the Participant Observation technique. In parallel, we will also proceed with the presentation of the results that involved the mapping of the actors participating in the 2030 HSSC project and how the gradual construction of participation by stage in the 2030 HSSC project took place.

5.2.1 The trajectory of 2030 Agenda: from global to local level

5.2.1.1 Case Study Technique: Pre-Analysis - Step 1

The documentary research carried out made it possible to identify 28 documents that were filtered, to avoid duplication of information so as not to generate bias in the processing of texts by the software. The following texts of publications related to Official Gazette of the Federal District (DODF) were eliminated: Convênio 001 / 2017; Memorandum of Understanding in 2017; Technical Cooperation Agreement 71/2017, Cooperation Agreement 04/2016; Technical Cooperation Agreement 175/2018. Besides that, the description document of the Fiocruz Strategy for the 2030 Agenda (unnumbered and published in October/2017), keeping only the ordinances of its creation and the instituted working group.

It is worth explaining that we chose to leave out reports that illustrate governmental actions regarding the progress of the implementation process of 2030 Agenda or any adjustments made by governments. In the end, 22 documents were kept (table 13) for *corpus 1*, submitted to data processing by the IRaMuTEq software.

Table 13: *Corpus 1*: Documentary Research for Case Study Step 1.

<i>Document number</i>	<i>Description of the document</i>
1	<i>Resolution A / Res 70/1 2015 - 2030 Agenda</i>
2	<i>Decree 8,892 2016 - CNODS</i>
3	<i>Action Plan 2017 2019 - CNODS</i>
4	<i>Decree 38.006 2017 - GTODSDF</i>
5	<i>Decree 39.322 2018 - CDODS</i>
6	<i>Agreement 001 2017 - Work Plan - 2030 HSSC Project</i>

7	<i>Protocol of Intent 2017 - Description</i>
8	<i>Technical Cooperation Agreement 71 2017 - Work Plan</i>
9	<i>Inova Fiocruz Program 2018 - Public Notice</i>
10	<i>Inova Fiocruz Program 2018 - 2030 HSSC Project Proposal - Public Promotion</i>
11	<i>Inova Fiocruz Program 2018 - Final Result</i>
12	<i>Decree 9.759 2019 - Extinction of Federal Government Collegiate</i>
13	<i>Fiocruz Internal Congress 2018 - Thesis 6</i>
14	<i>Fiocruz Strategy for the 2030 Agenda (EFA2030) - Ordinance 773 2017</i>
15	<i>Fiocruz Strategy for the 2030 Agenda (EFA2030) - Ordinance 105 2018 GT</i>
16	<i>Technical Cooperation Agreement 04 2016 - Description</i>
17	<i>Technical Cooperation Agreement 04 2016 - Work Plan</i>
18	<i>Announcement CNPq Fiocruz 41 2018 - Public Promotion</i>
19	<i>Announcement CNPq Fiocruz 41 2018 - Proposal</i>
20	<i>Technical Cooperation Agreement 175 2018 - Work Plan</i>
21	<i>Specialization Course in Territorial Governance 2019 - Pedagogical Project</i>
22	<i>Specialization Course in Territorial Governance 2019 - Fiocruz IFB Public Notice</i>

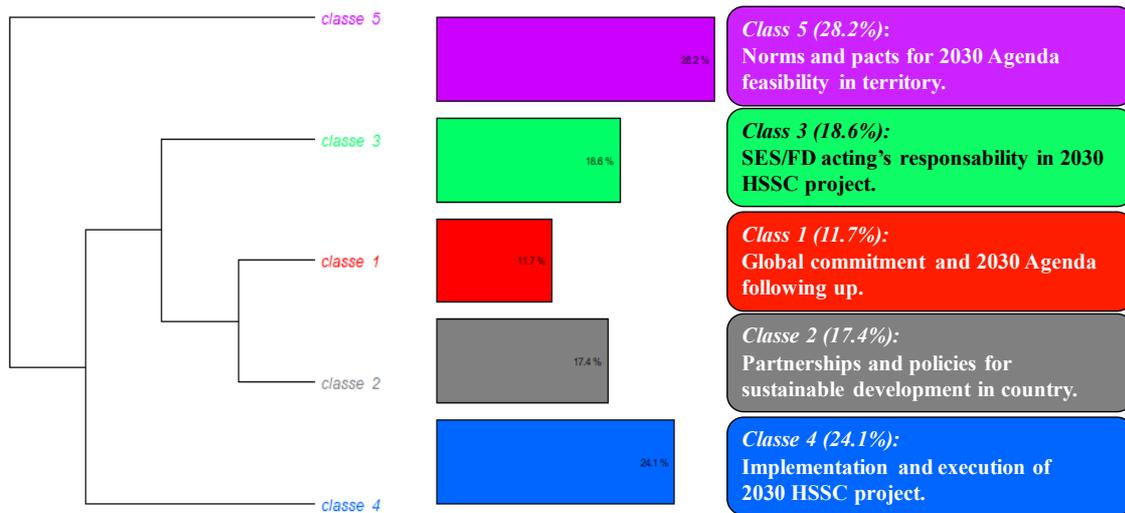
Source: own elaboration.

5.2.1.2 Case Study Technique: Analytical Description - Step 1

Of the 22 texts that had been selected in the documentary research (*corpus 1*) and submitted to IRaMuTeq processing, 1,215 text segments were generated as well five *clusters* (categorization classes), according to the dendrogram (figure 17) that contains the representation percentage in the word approximation partition. It should be noted that 1095 segments were classified, equivalent to 90.12% of the total, a value well above the 60% criterion for an analysis to be feasible (REINERT. 1983). The order of decreasing importance generated on the scale contained in the dendrogram for the construction of the categorization archetype was: class 5 (28.2%); class 4 (24.1%); class 3 (18.6%); class 2 (17.4%); and class 1 (11.7%).

Table 4 shows the order of the most evoked words, approximated by Chi-squared, called descending hierarchical classification, generated by the software (REINERT. 1983), which allows to understand the meanings that each class presents. We will describe the classes according to the order of importance contained in the dendrogram, and we name them to facilitate understanding.

Figure 18: Dendrogram of *corpus* 1 submitted to IRaMuTeq.



Source: result of the IRaMuTeq software.

The Class 5, referred to as "norms and pacts for 2030 Agenda feasibility in territory", corresponds to the representation of the most important processing of data equivalent to 28.2% among the categories, *referring to understanding the internalization of 2030 Agenda in the territory of Structural City, with bureaucratic details about the 2030 HSSC project and the use of data to compose the basis of the project for the benefit of public management and the performance of the community with public institutions in the actions*. Some segments of texts that contributed to this perception:

"(...) also, how will the action be carried out to achieve the proposed object (...) provide documents, information and technical guidelines that assist in the use of the information provided to the other participants, as well as provide the necessary clarifications for the execution of this agreement (...)" (DISTRITO FEDERAL, 2017d, p. 3).

"(...) the protocol of intentions can be used by agencies and entities DF so that they can contribute to the development and achievement of goals mutual here agreed the present agreement has the object institute cooperation technical and scientific among participants with a view (...)" (Ibidem, p. 2).

Box 4: List of words according to descending hierarchical classification.

Classe 1 11,69% - 128 ST			Classe 2 17,35% - 190 ST			Classe 3 18,63% - 204 ST			Classe 4 24,11% - 264 ST			Classe 5 21,81 - 1215 ST		
Palavra	f	□ ²	Palavra	f	□ ²	Palavra	f	□ ²	Palavra	f	□ ²	Palavra	f	□ ²
Fórum	29	207,09	Agenda 2030	64	151,50	Saúde	82	177,82	Território	119	325,28	acordo	91	195,86
Nível	40	159,36	ODS	73	103,12	Regulação	21	93,51	Estrutural	80	178,26	participe	67	181,54
Revisão	20	136,49	Estratégia	30	100,07	Atenção	21	81,85	Governança	70	160,72	presente	62	127,51
Alto	20	115,65	Meta	43	76,09	SUS	24	80,81	Territorial	55	149,90	objeto	38	76,51
Nações unidas	16	113,66	Agenda	27	61,92	Estratégico	27	71,36	Pesquisador	39	117,40	execução	38	73,24
Global	23	94,50	Desenv. sustentável	28	56,63	Secretaria	21	56,84	Cidade	52	114,76	protocolo	24	62,42
Relevante	17	70,50	Ambiental	20	46,85	Gestão	42	53,44	Social	98	108,34	candidato	23	55,38
Progresso	11	67,78	Implementação	40	43,38	Serviço	30	45,86	Saudável	50	96,78	colegiado	23	55,38
Conselho	11	61,45	Objetivo	21	41,46	Unidade	16	43,34	Local	46	72,89	termo	34	54,46
Interessado	11	61,45	Papel	14	39,38	Qualidade	12	42,10	Vulnerabilidade	26	69,95	lei	32	49,62
Grupo	13	60,28	Nacional	35	38,57	Controlo	13	42,00	Risco	27	65,43	específico	29	47,56
Internacional	19	55,97	ODM	8	38,39	MS	9	39,64	Aplicação	28	65,06	trabalho	43	42,27
País	25	55,26	Brasil	14	36,31	Planejamento	23	39,44	Sustentável	46	62,81	cronograma	15	38,69
Tecnologia	20	48,77	Econômico	24	34,32	Qualificação	12	37,78	IC	22	61,21	decreto	25	37,96
Comércio	6	45,58	Brasileiro	16	33,90	Urgência	8	35,20	Fator	22	53,29	inscrição	14	36,07
Online	6	45,58	Rio	7	33,56	Municipal	9	33,91	Coleta	19	51,54	seletivo	15	34,42
Facilitar	10	44,53	Desigualdade	8	32,38	Estadual	11	33,61	Especialização	24	49,55	documento	22	33,38
Apoiar	18	41,10	Alcance	17	31,26	Tecnológico	20	33,48	Popular	17	49,48	intenção	13	29,25
Regional	13	40,27	Paz	6	28,74	Estudo	19	28,63	Sociotécnica	16	46,26	disponibilizar	18	29,04
Capacidade	16	38,69	Esforço	11	27,00	Fortalecimento	13	26,45	AGT	14	44,64	ser	137	26,97

Source: results after processing by IRaMuTeq software (Portuguese only).

Class 4, called “implementation and execution of 2030 HSSC project”, corresponds to the representation equivalent to 24.1% among the categories, *referring to the execution of the project concluded, in partnership with the public institutional actors, by carrying out the activities and the planned course for the formation of popular researchers in the territory*. Some segments of texts that contributed to this perception:

(...) epidemics, disasters, disorganization of services, unemployment, unhealthy housing, illiteracy, among other factors. When we use the applied cooperative intelligence methodology (intelligence plan) by social researchers with knowledge of the territory, we are more likely to identify and monitor these risks and to generate preventive actions to protect life through socio-technical networks (...)” (FIOCRUZ, 2018a, p. 4).

(...) use of social tools, the graduates will have the capacity to act in healthy and sustainable governance and territorial management, therefore they will be able to intervene on the risks and threats to the living conditions of the population in the Structural City / DF (...)” (IFB, 2019, p. 21).

Class 3, called “implementation of the 2030 HSSC project”, obtained the representation equivalent to 18.6% among the categories, and the evocation of the words *led us to the understanding of the scope of the subnational government related to the performance of the SES/FD in the articulation of the actions and their strategic character in the control and monitoring of health services offered in the Administrative Health Regions (RAS) of FD, in addition to internalizing the 2030 Agenda in the territory of the Structural City itself*. Some segments of texts that represent this perception:

“(...) this agreement aims to develop studies and research aimed at the qualification and improvement of methods for the area of regulation, programming, information management, control and evaluation of SUS within the scope of the DF, with the perspective of promoting sustainable development in the territory (...)” (DISTRITO FEDERAL, 2017d, p. 12).

“(...) understanding how strategic to plan structuring actions that contribute to the strengthening of the public health area of great social relevance where proportions and dimensions converge (social, financial, organizational and management policies) (...)” (Ibidem, 5/6).

Class 2, called “partnerships and policies for sustainable development in the country”, presented representation equivalent to 17.4% among categories, *referring to the*

understanding of 2030 Agenda and its movement of internalization at the national level, expressing the contribution of public institutions in the creation of strategies and the importance of policy-making for the achievement of sustainable development in Brazil. Some segments of texts that contributed to this perception:

“(…) at the same time that the 2030 Agenda and the SDGs are valued with the construction of knowledge and the definition of policies and instruments for their implementation and monitoring, a conceptual and programmatic effort must be produced for the development of founded agendas in our theoretical references (…)” (FIOCRUZ, 2018, p. 47).

“(…) that, although challenging, is one opportunity language of harmony among purposes of the sectors public and deprived of the nation Brazilian (…)

be inducing the implementation of ODS through a process collaborative and participatory to reach the all the objectives and goals of the 2030 Brazil Agenda (…)” (BRASIL, 2017b, p. 9).

Finally, class 1, called “global commitment and monitoring of the 2030 Agenda”, was the one that stood out least in *corpus 1*, obtaining the representation equivalent to 11.7% among the categories, evoking words that *referred us to the understanding of the 2030 Agenda globally and to the relationship among UN and signatory Member States in the process of understanding and engaging aspects of sustainable development, in the sense of the importance of acting in governance to articulate and coordinate governmental actions to achieve the recommended objectives, from a global view about different political facets and the due relationships in the economy and monitoring indicators for the expected results.* Some text segments that represent this perception in view of the evocation resulting from data processing:

“(…) the forum meetings will be co-chaired by 2 Member States and will result in a summary of the discussions prepared by the 2 co-chairs as a subsidy for high-level political forum meetings in the context of monitoring and reviewing the implementation of the agenda for post-2015 development (…)” (UN, 2015, p. 36).

“(…) the national reports will allow the assessment of progress and identify the challenges at the regional and global levels together with the regional dialogues and global reviews they will offer recommendations for monitoring at various levels (…)” (Ibidem, p. 38).

It is interesting to note that, in figure 18, it is noticeable that the format of the design of classes 1 to 4 shows the movement given from a global field, passing through the national government (scope of the federal government), entering the subnational government (scope of government district) and reaching the local level (within the

Class 1 presents the constitution of the Agenda agreed by the Member States and indicates political elements to be formalized by the governments and the process of engagement with societies, remembering that, in 2015, after the launch of the 2030 Agenda, each of the signatory countries would assume the responsibility to conduct the internalization process and generate governmental actions to achieve the agreed results.

Class 2 presents elements referring to the construction and organization process that was given by the national government to formalize the 2030 Agenda and give legality to the administrative acts related to the reach of the 17 SDGs in the country. It is important to highlight that, in 2016, at the national level, the Brazilian government ended up formalizing a commission to be able to carry out the proper monitoring of the implementation of 2030 Agenda in the country, through Presidential Decree no. 8,892, of October 27, 2016, and was called the National Commission for Sustainable Development Goals - CNODS (BRAZIL, 2016a).

Considered to be of a consultative and equal nature, CNODS aimed to internalize, disseminate and give transparency to the actions related to the SDGs in the country and to be a space for articulation, mobilization and dialogue among entities and society (Ibidem). In 2017, CNODS launched the 2017-2019 Action Plan^[48], to monitor and assist the process of internalizing the 2030 Agenda in the country (BRASIL, 2017a).

It is worth mentioning here the so-called Thematic Chambers, which are in the structure of the Action Plan, with a focus on developing technical studies of public policies for the 2030 Agenda. One of the attributions of the chambers was the proposition of strategies, instruments, actions and programs for the internalization of the SDGs in Brazil. However, after two years of creation, there was an action by the Brazilian government to extinguish all existing collegiate bodies in the public administration, and with that, CNODS was extinguished (occurred through Decree 9.759 / 2019) (Idem, 2019a).

Class 3 brings elements imbricated to the national government and the subnational government, in this case the Federal District, in relation to the necessary actions taken to formalize the 2030 Agenda to guide its internalization and performance strategy. Thus, CNODS was created in 2016, as we saw earlier, while the GFD, as a subnational entity, institutionalized the internalization of the 2030 Agenda in 2017, with two actions carried out for its operationalization: creation of a working group and of a commission.

First one, over the creation of a working group by GFD, that was possible due to Decree nº 38.006, of February 13, 2017, which formalized the “Working Group to achieve the Sustainable Development objectives established by the UN in DF (...)” (DISTRITO FEDERAL, 2017c, no page). And second, the District Commission for Sustainable Development Goals (CDODS) was formalized in the following year, through Decree 39.322, of September 4, 2018, with the “(...) purpose of internalizing, disseminating and giving transparency to the implementation process of 2030 Agenda within the scope of the Federal District (...)” (Idem, 2018, no page).

Class 4 presents elements related to the 2030 HSSC project, which was formalized through Agreement No. 001/2017 - SES/FD, published on page 115 of the Official Gazette of the Federal District (DODF), June 19, 2017, with the purpose of object:

“(...) establish, in a regime of mutual cooperation, the development of studies and research aimed at the qualification and improvement of methods for the area of regulation, programming, information management, control and evaluation of SUS within the scope of the Federal District in the perspective of to promote healthy and sustainable development in the territory (...)” (Idem , 2017c , p. 22).

Thus, together with the Agreement, a document called the Protocol of Intentions was signed.[\[49\]](#) among Fiocruz, GFD and Fundação Universidade de Brasília (FUB) as participating actors and establishes partnerships for studies of different public policies for the benefit of society and health promotion within the scope of the Federal District, especially for the Integrated Region of Development (RIDE) of FD.

So, after understanding the movement of the overall size of the local dimension of 2030 Agenda, this analysis allows us to infer , in a macro way , that if its internalization process in countries occurs through actions strategic supported at national levels, there would be greater contribution to the promotion of the SDGs in the world, not only as isolated initiatives, but with due institutional formalization for the due legal support in this process, especially for the development of territories.

Table 14 shows how each document influenced the construction of the word classes generated by the software. The higher values express the high degree of influence exerted. The asterisk in the table means relevance, in the sense of extreme positioning, in the sense that when the document has an asterisk and positive sign at the same time, this fact corresponds to the relevance that the document obtained in the construction of the classes; while when there is an opposite it corresponds to the non-relevance in the

constitution of the class; and, finally, without asterisks, with only positive or negative signs, they express that the documents were average.

Table 14: Influences on the construction of word classes - Chi-squared² (p <0.05).

<i>Document number</i>	<i>Description of the document</i>	<i>class 1</i>	<i>class 2</i>	<i>class 3</i>	<i>class 4</i>	<i>class 5</i>
1	<i>Resolution A / Res 70/1 2015 - 2030 Agenda</i>	604,985 *	2,368	-16.335 *	-58.226 *	-65,694 *
2	<i>Decree 8,892 2016 - CNODS</i>	-0.003	-0.246	0.077	-2.883	3,348
3	<i>Action Plan 2017 2019 - CNODS</i>	-3,459	226,688 *	-4,636 *	-25.306 *	-22,061 *
4	<i>Decree 38.006 2017 - GTODSDF</i>	-0.665	1,797	1.513	-1,596	-0.168
5	<i>Decree 39.322 2018 - CDODS</i>	-1,606	0.495	4.247 *	-3.855	0.157
6	<i>Agreement 001 2017 - Work Plan - Project 2030 HSSC</i>	-12.167 *	-9.476 *	270,892 *	-34,756 *	-12.639 *
7	<i>Protocol of Intent 2017 - Description</i>	-6.068 *	-9,624 *	-2,752	-5.651 *	65,017 *
8	<i>Technical Cooperation Agreement 71 2017 - Work Plan</i>	-7.226 *	-9.062 *	-5,957 *	-14.687 *	104,155 *
9	<i>Inova Fiocruz Program - Public Notice</i>	-2,972	-2.567	29,999 *	-7.132 *	0.144
10	<i>Inova Fiocruz Program 2018 - 2030 HSSC Project Proposal - Public Promotion</i>	-8.22 *	-9.087 *	-2.372	147,813 *	-31.803 *
11	<i>Inova Fiocruz Program 2018 - Final Result</i>	-0.208	-0.296	4.874 *	-0.265	-0.283
12	<i>Decree 9.759 2019 - Extinction of Federal Government Collegiate</i>	-1.345	-5,152	-5.618 *	-7,795 *	55,381 *
13	<i>Fiocruz Internal Congress 2018 - Thesis 6</i>	-2,752	152,399 *	-2.234	-13,311 *	-19,735 *
14	<i>Fiocruz Strategy for the 2030 Agenda (EFA2030) - Ordinance 773 2017</i>	-1,201	9,236	3,989 *	-2.883	-3.567
15	<i>Fiocruz Strategy for the 2030 Agenda (EFA2030) - Ordinance 105 2018 GT</i>	-1,201	32,383	-0.338	-2.883	-3.567
16	<i>Technical Cooperation Agreement 04 2016 - Description</i>	-3.248	-5,152	-5.618 *	-7,795 *	62,417 *
17	<i>Technical Cooperation Agreement 04 2016 - Work Plan</i>	-4.487 *	-8.16	-2.234	71,057 *	-7.854 *

18	<i>Announcement CNPq Fiocruz 41 2018 - Public Promotion</i>	-1,471	-0.529	5.274 *	2,767	-4.368 *
19	<i>Announcement CNPq Fiocruz 41 2018 - Proposal</i>	-5.466 *	-7.596	-2.277	98,865 *	-17.276 *
20	<i>Technical Cooperation Agreement 175 2018 - Work Plan</i>	-6,935 *	-4.708	-1.519	-2,927	40,932 *
21	<i>Specialization Course in Territorial Governance 2019 - Pedagogical Project</i>	-21.368 *	-22.186	-1,941	61,969 *	0.974
22	<i>Specialization Course in Territorial Governance 2019 - Fiocruz IFB Public Notice</i>	-5.466 *	-12,158	-13.259 *	-0.166	66.265 *

** Note: Significance at chi-squared on the text's belonging to the class ($p < 0.05$)*

Source: result of the IRaMuTeq software.

5.2.1.3 Participant Observation Technique: analytical description - Step 1

At this point, descriptive information was combined in the Field Diary, which we will present in line with the phenomena observed for each of the observation elements recorded during the research.

For the “actors” dimension:

It was possible to observe that, during the project design phase, there was an organization among the actors themselves to conceive a management group, of which I was able to be part, that would organize the actions to be developed in the course of the activities, being composed of indicated members by SES/FD, Fiocruz, UnB and LSN.

Participating public actors had different elements in this initial network, with GFD showing greater autonomy and financial resources allocated to guarantee the execution of the project, while Fiocruz and UnB endowed with academic technical capacity to conduct studies and more elaborate actions related to research and LSN as a profound knowledge of the territory and the needs of the community, which would contribute to the strategic choices of the project and to the feedback process necessary for popular surveillance.

During the first stage of project design, each institutional representative assumed the responsibility of activating the network with their respective groups so that there was greater communication and alignment about the 2030 HSSC project and, in parallel,

seeking to identify which actors could contribute to the project with a view to activating the project network.

For the “representations” dimension:

The moment when the project was conceived was important to realize that government representatives apparently wanted to understand the real needs through active listening in order to formulate policies and implement the popular surveillance project. LSN representatives expressed the importance of the community being able to contribute with their knowledge about the reality faced, in addition to having the opportunity to receive health policies, in view of the situation of poverty and vulnerability that, due to the closure of the Dump, they could make the socioeconomic conditions of the families of waste pickers worsened.

Still, in view of the proposal to train popular researchers in the territory to contribute to the reduction of social inequality and increase in the quality of life of the population of the territory of the Structural City, they expressed that there were people willing to want to be trained, but there were barriers that prevent them the community is able to achieve better educational levels, that is, there was a pent-up demand, in this sense.

Thus, education ended up being a connecting element to provide alignment in the use of science for the policy-making, in favor of public management in the project and in the need for a high level of cooperation among the actors of the network, aiming at the final objective.

For the “processes” dimension:

The choice of making an educational solution in the territory for the training of popular researchers was well accepted by the members of the LSN, in view of the low educational level in the territory and the community's own interest in training. The concern externalized by the representatives is that there were several people in the community who wished to have an undergraduate or graduate degree, but did not have the opportunity, just as there was a low educational level in the community members.

The proposal then was to think about offering the course and, in parallel, also to think in an inclusive way, considering the possibility of offering the subjects of the programmatic content as a “free course”, allowing interested parties from the community to participate as well. and acquire knowledge about governance and public policies. This

proposal was generally agreed by those present, but it would still need a partner on site to make the classes feasible, the suggestion being to try to accomplish it through a partnership with the IFB, which had a structure with classrooms in the territory.

The course proposal in partnership with IFB, a few months later, was accepted, separating responsibilities regarding the title issue, in view of the competence presented by Fiocruz to grant certificates and the occurrence of classes at the IFB Campus Structural. In this sense, the institutions ended up being tools that were able to establish norms for the participants of the 2030 HSSC project so that human actions could be carried out.

In the matter of the construction of the Social Cooperation Room, which would be linked to the Situation Room, the representatives of SES/FD would begin the search for space for the construction of the room, as well as clarifying the details and existing doubts about the implementation and integration process. systems.

For the “problems faced” dimension:

LSN representatives explained that people's quality of life conditions worsened after the closure of the Structural's Garbage Dump, given that, in addition to sustenance, the space was also a source of food for many families.

The reality experienced by the community in the Structural City is a lack of infrastructure, mainly over receiving water and electricity properly by the Santa Luzia community. This first moment had not yet been possible to understand the size or dimension of the problems experienced by the community, a fact that will be highlighted in the descriptions of the next steps.

For the “knowledge translation” dimension:

It was possible to notice the awareness on the part of the institutional representatives of the management group when understanding the need to offer an educational solution that could contemplate diverse audiences in the territory, according to the reality presented by the members of the LSN. In view of this, the proposal prepared by the management group was to carry out a post-graduate course in the *lato-sensu* Specialization modality (360-hours load) with interventions directed to the territory, taking advantage of the technical structure of professionals from Fiocruz and UnB for conducting classes.

Another important point was the understanding by the representatives of the management group over the importance of understanding the experienced reality by the community, not only in terms of education, but also about the problems they faced that would contribute to the progress of the popular surveillance project and to the health policy-making.

5.2.1.4 Mapping the Project's Actors Network - Stage 1

The *corpus* of analysis developed for documentary research aimed at mapping actors was carried out based on available attendance lists, as shown in table 15.

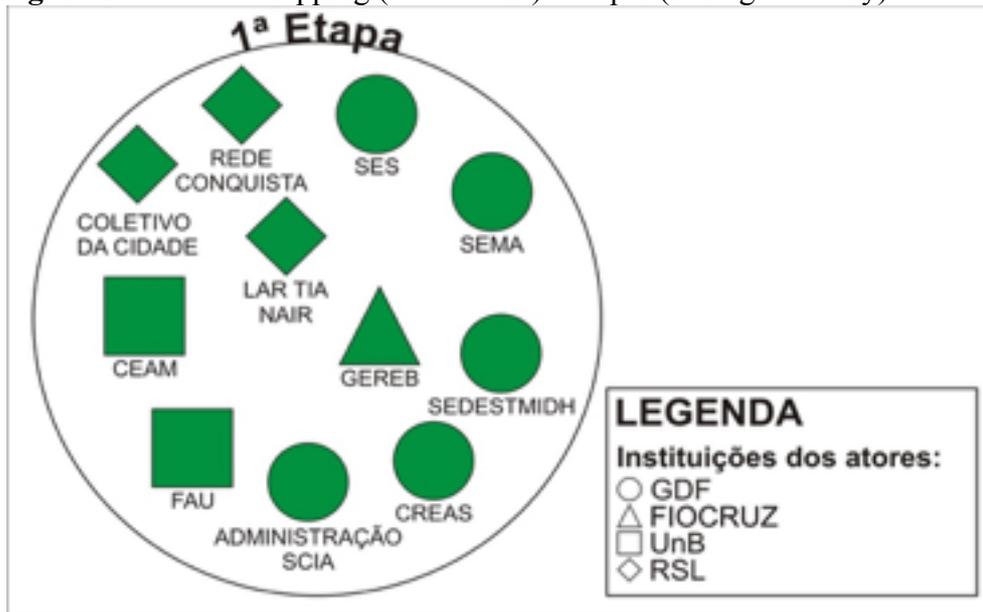
Table 15: *Corpus* for the Actors Mapping of Step 1.

<i>DOCUMENTS ANALYZED</i>	<i>DESCRIPTION</i>	<i>DATE</i>
<i>ATTENDANCE LIST</i>	<i>2030 HSSC PROJECT MEETING</i>	<i>March 27, 2018</i>
<i>ATTENDANCE LIST</i>	<i>2030 HSSC PROJECT CONSTRUCTION WORKSHOP</i>	<i>April 7, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES/FD MEETING</i>	<i>12.04.2018</i>
<i>ATTENDANCE LIST</i>	<i>2030 HSSC PROJECT MEETING IN THE TERRITORY</i>	<i>April 13, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES/FD MEETING</i>	<i>April 16, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING WITH THE LOCAL NETWORK</i>	<i>April 17, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES/FD MEETING</i>	<i>April 17, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES/FD MEETING</i>	<i>April 26, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>May 2, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>May 9, 2018</i>
<i>ATTENDANCE LIST</i>	<i>2030 HSSC PROJECT MEETING</i>	<i>May 15, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>May 15, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>May 21, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SIGECH MEETING</i>	<i>May 24, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>May 29, 2018</i>
<i>ATTENDANCE LIST</i>	<i>2030 HSSC PROJECT MEETING IN THE TERRITORY</i>	<i>May 30, 2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>06/06/2018</i>
<i>ATTENDANCE LIST</i>	<i>MEETING SES/FD - SUPLANS - SITUATION ROOM</i>	<i>June 19, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES/FD MEETING</i>	<i>10.07.2018</i>
<i>ATTENDANCE LIST</i>	<i>2030 HSSC PROJECT MEETING IN THE TERRITORY</i>	<i>July 17, 2018</i>

Source: own elaboration.

Regarding step 1 and focusing on institutions as non-human actors participating in the 2030 HSSC project, we started to build the mapping of actors (figure 20), which will have its evolution presented in the following sub-chapters.

Figure 20: Actors' Mapping (institutions) - Step 1 (Portuguese only).



Source: own elaboration based on documentary research related to the attendance lists.

5.2.2 The approach of 2030 Agenda in Structural City

5.2.2.1 Case Study Technique: Pre-Analysis - Step 2

The documentary research carried out made it possible to identify four existing documents (table 16) for the period in question related to step 2.

Table 16: *Corpus 2:* Documentary Research for Case Study Step 2.

<i>Document number</i>	<i>Description of the document</i>
1	<i>Scholarship Report - 2030 HSSC Project</i>
2	<i>II Prospective Dialog Seminar</i>
3	<i>II Prospective Dialog Seminar - Products and Scenarios</i>
4	<i>II Prospective Dialog Seminar - Social Cartography</i>

Source: own elaboration.

5.2.2.2 Case Study Technique: Analytical Description - Step 2

From the documentary research, it was possible to understand the steps taken to carry out the II Prospective Dialog Seminar, being necessary to detail its existing moments, in view of the number of elements that occurred. However, it is necessary to contextualize the previous moment, in reference to the construction of the proposal at the first Seminar held by the management group, aiming at a better understanding of the process.

There were a series of meetings by the management group, both to promote the proper choice of members of the territory, and to search for partners who could contribute strategically, in order to engage them in the project. In parallel, it is worth noting that an essential point for this project was the identification of the existence of a socio-technical network in the territory. It is also key to consider this fact in view that the local network included several members of the territory, such as residents, community leaders, health professionals, assistance professionals, police officers, among other professionals who acted actively in favor of the territory, in the discussion of realities, difficulties and the search for solutions for the local population.

One of the first steps to start the project with all the actors was the realization of a workshop to promote the construction of a participatory project in favor of Structural City, being the first workshop of the 2030 HSSC project. In it had different representatives of the district government, researchers and technicians from UnB, Fiocruz and members of the LSN, as shown in Figure 21. There was an explanation and statements about the government's proposal to build the project in a participatory manner, as well as presentations of some academic projects that were taking place in territory, by UnB.

It is noteworthy that groups were divided to discuss and debate four questions, in line with the project's objectives: how to identify local risks and vulnerabilities; which social mobilization strategies would be possible; what would be the best way to empower people to interfere in decisions; which governance model would be best suited to the project.

In the end, the project's construction workshop generated the following results, based on the perceptions of the actors involved, which served as input for directing the project: survey and organization of information on the territory through quantitative and qualitative research (use of cartography) to generate indicators of vulnerability and social risks); holding public awareness events and means of communication existing in the community; occurrence of meetings in the territory for involvement, in addition to identifying residents and leaders who could participate in the project network; training of popular researchers based on the understanding of indicators and popular understanding through iconographic language; community involvement in the execution of the project to get closer to researchers and public agents and due reception; popular education for the exchange of knowledge among researchers and the community; and use of a governance model that is participatory with the use of a common agenda (BRAGA, 2018).

Figure 21: Workshop for building a participatory plan.



Source: BRAGA, 2018.

After the Workshop was held, two moments took place in parallel by the management group. The first related to SES/FD, since it carried out internal actions with the occasional participation of Fiocruz to develop the project related to the Social Cooperation Room in the territory, in view of its future use by popular researchers to monitor the indicators of their territory after their training, equipped with a computer workstation and due to access to the network (Ibidem). The second one was related to the holding of a prospective planning workshop for the joint construction of future situations with the community for the 2030 horizon, in an attempt to anticipate actions (Ibidem).

Thus, both moments took place in an integrated manner, in view of the use of the Social Cooperation Room, which will allow the local population to work with community health data in a didactic way for the period mentioned, through the use of a specific panel to the territory, aiming at the proper extraction of information, as well as the proper food based on the knowledge of the reality of the territory.

In order to better understand the process of the II Prospective Dialogues Seminar, it is necessary to understand the logic in the method used, for the context in question.

The prospective planning workshop used the Prospective Dialogues method of the authors Jesus et al. (2017), a method used by the Future Intelligence Core^[50] (NIF) by Gereb, in which it is a future planning process adapted from Michel Godet's French-speaking literary production (GODET, 2000; GODET et al., 2000; GODET, DURANCE, 2011), following its prospective roots strategic way to articulate the dialogue between government and society, through collective reflections to the search for the understanding of elements related to environments characterized by the existing complexity and uncertainties, in order to guide the future and generate social, political and economic

transformations, with focus on the actions necessary to change in the face of certain situations (JESUS et al. 2017).

It should be noted that the Prospective Dialogues method, besides Godet's teachings, it also uses the knowledge of the Chilean strategist Carlos Matus, with respect to the theory of social production and the theory of social game applied to socio-political and government contexts for solution of complex problems (MATUS, 1996; 2005).

The strategic perspective has the characteristic of working in uncertain environments and contributes to organize and structure the action of groups, using reflection as a means of thinking about future situations and which paths to choose by anticipating the action in order to clarify futures and/or desirable), within a list of possibilities to promote the best choice of strategy for the construction of the path to be followed (GODET et al., 2000; GODET, DURANCE, 2011).

Important to say that strategic perspective applied to territories (territorial perspective) can be considered as an instrument for understanding the dynamics of the phenomena that occur in the territories, considering that:

“(...) it allows us to inoculate a culture of anticipation and collective debate, about future challenges and the choices that result from it for the present, which constitutes a necessary passage to anticipate structural changes and profound changes in territories (...)” (GODET, DURANCE, 2011, p. 91).

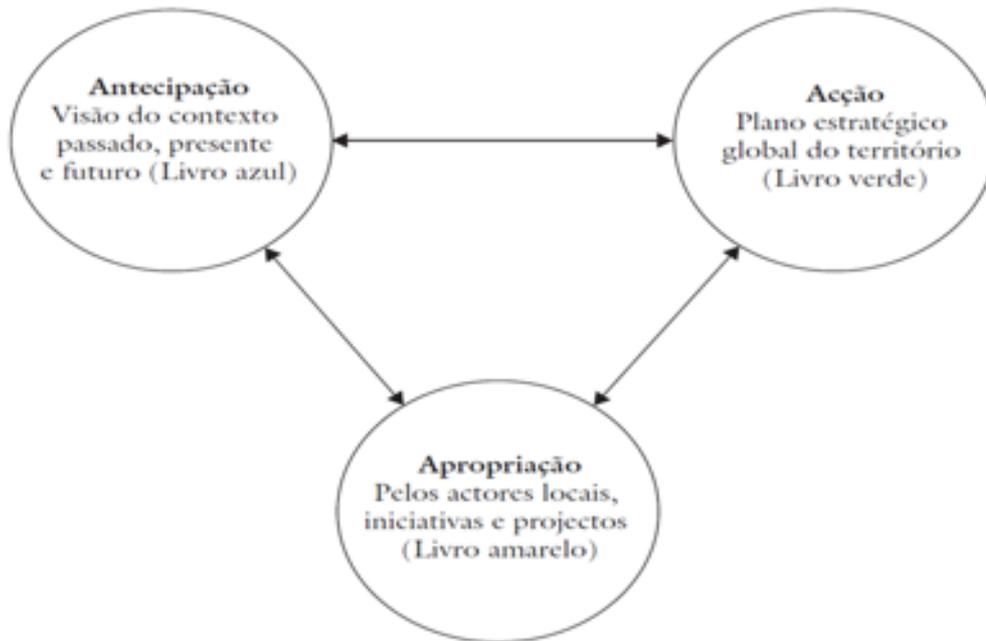
The strategic perspective uses the Greek triangle (figure 2 2) and establishes two states that need to be considered for decisions to be taken in the planning process, within a context of forecasting the future and anticipating action: certainty, which it concerns the decision considered unique and determined; and uncertainty, which assumes different hypotheses or variances within a context that considers probabilities of occurrences of situations and that has impacts on society (Ibidem).

Thus, the Prospective Dialogue method goes through stages such as: situational analysis (validation of critical factors pre-selected in the plenary, *SWOT* analysis); generation of hypotheses for the future (working groups for crossing critical uncertainties); and construction of scenarios, defined as “(...) instruments to order perceptions about alternative future environments, on which current decisions will be based (...)” (JESUS et al., 2017, p. 202).

After the synthesis about the understanding of the method that was used in the II Seminar, there was a step prior to its realization, which involved the mobilization of the

management group to list important aspects aiming at the analysis of critical factors, such as factors related to public policies, to be validated at the plenary session during the workshop.

Figure 22: Greek Triangle of Territorial Prospective (Portuguese version).



Source: GODET, DURANCE, 2011, p. 108.

In parallel, each institutional representative of the management group was responsible for the internal identification of the actors who could contribute to the 2030 HSSC project network and participate in the prospective planning workshop, according to availability, their knowledge and their experiences, and LSN had one of the most important tasks regarding the identification within its network of actors, considering a deep knowledge of the reality and the problems experienced by the territory.

For the definition of critical factors, the results obtained in the construction workshop of the project served as a guide for the search for information that expressed the reality of the territory with the search for evidence to prove them, an essential fact for this stage, as it allowed to obtain evidence through search for scientific publications that support the listed information, including in order to understand the relationships between the listed factors and the policies involved.

Thus, 2030 Agenda was used as a reference to compare the information collected and a previous list of critical factors was built, based on the SDGs and their targets, as a

pre-selection of critical factors and which was validated by the management group in preparatory meetings. (BRAGA, 2018).

At the end, 42 related critical factors were obtained that made up the previous list: 1. Access to sanitation and hygiene; 2. Access to all levels of education and professional training ; 3. Universal access to public spaces; 4. Literate adults; 5. Safe, nutritious and sufficient food throughout the year; 6. Safe work environments; 7. Air, water and soil contamination and pollution; 8. Coordination and policy coherence; 9. Malnutrition; 10. Reproductive rights; 11. Availability of high quality data; 12. Technical, professional and higher education; 13. Entrepreneurship, creativity and innovation; 14. Youth employment; 15. Epidemics; 16. Experiences of mobilization strategies; 17. Water and sanitation management; 18. Waste management; 19. Gender equality; 20. Maternal mortality; 21. Neonatal (problems that occur in the first 4 weeks of life); 22. Multisectoral partnerships that mobilize and share for sustainable development; 23. Public, public-private, private partnerships, and with civil society; 24. Full and effective participation of women; 25. People living in poverty; 26. Early childhood, pre-school care and education; 27. Programs and policies to end poverty; 28. Promotion of local culture and products; 29. Promotion of local investments; 30. Ownership and control over land; 31. Relationships among urban, peri-urban and rural areas; 32. Disaster Risk; 33. Sexual and reproductive health; 34. Health services and access to medicines and vaccines; 35. Public services, infrastructure and social protection policies; 36. Sustainable food production systems; 37. Environmentally friendly technologies; 38. Child labor; 39. Public transport; 40. Drug and alcohol abuse; 41. Violence against all women and girls; and 42. Infant Mortality (Ibidem).

Thus, it was decided to ascertain whether the data previously collected by the management group (which had LSN participants) were actually consistent with the reality of the problems existing in the territory, based mainly on the results obtained in the First Workshop. In this way, an analysis instrument (form[\[51\]](#) via the *Google Docs* platform) for a second validation filter, which was submitted to participants who were signing up for the workshop (Ibidem).

Thus, participants enrolled in the workshop could contribute with previous perceptions about the analysis, a fact that allowed the management group to analyze whether it was necessary to include any critical factor that had not been included in the list and whether there was agreement with the proposal. The form had three questions

about each of the 42 critical factors listed, in order to ascertain the respondents' perception of the following dimensions: the importance for life in the territory; the impacts on the life of the territory; and the eventual change in the trend trend of the critical factor in question in the territory until the horizon for 2030 (Ibidem).

The II Seminar of Prospective Dialogues took place on September 15, 2018, in the auditorium of the IFB Campus Structural, aiming at the joint construction of scenarios that would allow anticipating actions by the government and society in the 2030 HSSC project, in order to list information to contribute with popular surveillance by the community in the territory and guide the construction of future training for popular researchers (figure 23).

Figure 23: II Prospective Dialogues' Seminar.



Source: BRAGA, 2018.

The critical factors went through a third filter, now in the plenary, with participants who lived and worked in the territory (including leaders of the territory), in addition to people and private companies who were interested in knowing what was happening in relation to the execution of the project (BRAGA, 2018). At that moment, the residents and workers of the territory, as deep experts of the local reality, spoke up

and analyzed whether each factor presented made sense, through discussions and the use of their perceptions in the plenary (Ibidem).

At that moment, there were clashes and conflicts by the audience present in the plenary about the different perceptions that emerged in the face of a group of actors who know the territory well and present different positions and interests. However, as the seminar was not a decision-making space, but a space for building solutions to subsidize future political decisions, with society in the territory being the biggest beneficiary, it can be said that the process took place in an circumventable way, including in a way integrated with the presence of the authorities, a fact that contributed to enhance the project in the public eye.

At the end of this stage, the collective construction process based on reflections on the factors presented contributed to carry out the adjustment due to adjustments and inclusion of other factors that emerged in the discussion and had not been previously considered. Parallel to the validation that was carried out by a part of the management group, the process of social cartography by the other part took place, in relation to the representation of problems in the collective construction workshop (Ibidem).

Social cartography can be considered as a democratic and participatory methodology that allows the expression of the social representation of the reality of socio-political problems experienced by a given society on maps, having collective knowledge as a way of feeding data and aiming at the production of information for better understanding context (ACSELRAD, 2012; COSTA, 2010; HOFFMAN, 2010).

In this sense, the process of social cartography in the workshop took place with the participation of residents and local workers who made the identification of the critical factor validated in plenary by means of an adhesive label next to the physical map of the Structural City that had been plotted. In the end, it was possible to obtain a map with the identification of the critical factors relating to indications of threats, vulnerability and social risks, which would later be georeferenced, allowing the visual link between the digital map and the 2030 Agenda to be established (figure 24).

Figure 24: Moment of social cartography in the Prospective Dialog workshop.



Source: BRAGA, 2018.

After carrying out the appropriate situational analyzes and the generation of hypotheses by the working groups, scenarios were built, based on the perceptions and critical reflections carried out in the previous stages by the workshop participants (BRAGA, 2018). The descriptive text over the most likely scenarios constructed by participants is reported in Appendix D.

Following are central points of the most likely scenario that supported the construction of the respective mentioned text: precarious service provision; privatization of services; increase in poverty rates; precarious provision of social protection services; social collapse (without access to culture, education and leisure); guaranteed urban mobility; cultural alienation; decreased quality of life; precarious working relationships and conditions; higher rate of children in school; low school performance; financial instability; increased social inequality; outsourcing of labor; inefficient training; learning disability; decreased social risk; improvement in the image / perception of Structural; healthier population; decrease in violence; cleaner city; heated local economy; evasion of residents through the sale of regularized land; investment in local communication / culture and in the deconstruction of this stigmatized vision; protagonists of a sustainable educating city; increase in the cost of living, leaving the poorest groups, territorial exclusion (Ibidem).

5.2.2.3 Participant Observation Technique: analytical description - Step 2

For the “actors” dimension:

The prospective planning workshop was the event that can bring together the State and society in a space that allowed the search for dialogue and building consensus, based on the presence of public and private actors, in favor of the popular surveillance project. There were conflicts and different perceptions with different positions during the plenary, but it was possible to think collectively, which contributed to the joint construction of the scenarios.

It was possible to perceive that, after the network activation phase, the LSN actors and public institutions presented engagement and resource allocation to be able to reach this phase, following directions resulting from the first joint construction workshop, which had occurred months before the II Seminar.

During the event of the Prospective Dialogue planning workshop, the director of SES/FD presented to the community present what the GFD Situation Room was, which monitors health actions through the use of open and online data, as well as how would be the structure (space, computer, network and other equipments) of the future Social Cooperation Room to be built in the territory and how it would be used in order to contribute to monitoring by popular researchers.

For the “representation” dimension:

The workshop of the II Seminar was an important moment for the community, because, on the one hand, it allowed its representatives, among residents and workers who work in the territory, to express their problems of social risks, anguish and situations faced in daily life by the local population, and on the other hand, the State, through its public representatives, had the opportunity to listen actively.

Such a positioning was important for both sides in the collective construction of solutions for the territory. Local residents were able to carry out interventions in the planning proposal prepared by the management group, validating the factors previously raised, but they also listed other elements, such as violence in the territory, urban mobility, stigmatization of the image of the community and women's empowerment.

It is important to highlight the process of choosing the policies that made up the final scenario for the residents, which represents the desire they have in the development

of the territory, considering the concern for people's lives in coping with daily life. The State, through its representatives, appeared to demonstrate the due interest in the execution and completeness of this project, with a view to advancing the actions of the signed partnership.

For the “processes” dimension:

The step of the seminar was essential to the project because it allowed expand the knowledge of the reality faced by the local population, to threats of vulnerabilities and of existing social risks in territory. The activities during the plenary, mainly, together with the residents in social cartography, could show that the representatives of the territory were engaged in the project, due to the fact that they were present and stayed until the end of the workshop, which took place on a Saturday.

In relation to government representatives, the demonstration of the due importance in carrying out the event and the developments that the 2030 HSSC project can cause for the benefit of the community was also evident. At that time, the process of installing the Social Cooperation Room and elaborating the syllabus of the Specialization course were already underway, important elements to achieve the objectives proposed in the project regarding surveillance.

For the “problems faced” dimension:

In this stage, it was possible to get to know the reality of the territory more accurately, expressed by its local representatives present in the planning workshop. The product end generated in the workshop was the setting for 2030, which was based on choices of local residents on the scene, expressing priorities of the problems for government action, such as health care for the population; impact on school performance of children and adolescents in the area; coping with the stigma created by the society of FD with the residents of Estrutural's territory; speculation in the real estate market; socioeconomic impacts on the population related to the deactivation of the garbage dump; welfare policies for vulnerable families; tackling social exclusion; combating violence and poverty; and female empowerment.

For the “knowledge translation” dimension:

The workshop stage allowed to raise the knowledge of both sides, of the government representatives and of the representatives of the territory, since, despite the apparent conflicts, it was possible to have dialogue and consensus building in the workshop. Of course, there were controversies and counterpoints during the plenary discussions, but the perception at the end turned out to be positive, in the sense that both sides were able to think together in favor of the territory, a fact that characterized the initial problematization process.

The government's intentions with representatives of the territory and the interests of the territory's community in the 2030 HSSC project have become fundamental to the common objective, since the State may have access to strategic information in a structured way and, in return, the community may have access to qualification of its residents, as well as being able to intervene in policy-making and raise the quality of life of the population when the Social Cooperation Room is in operation, in view of the partnership and mutual gains proposed in the project.

It was possible to perceive the first two moments of translation at this stage and how it evolved into the process of involvement of the network-actors.

5.2.2.4 Mapping the Project's Actors Network - Steps 1 and 2

The analysis *corpus* elaborated for the documentary research directed to the mapping of actors for stage 2 of the Case Study was carried out from lists of presence s , as shown in table 17 .

Table 17: *Corpus* for the Actors Mapping of Stage 2.

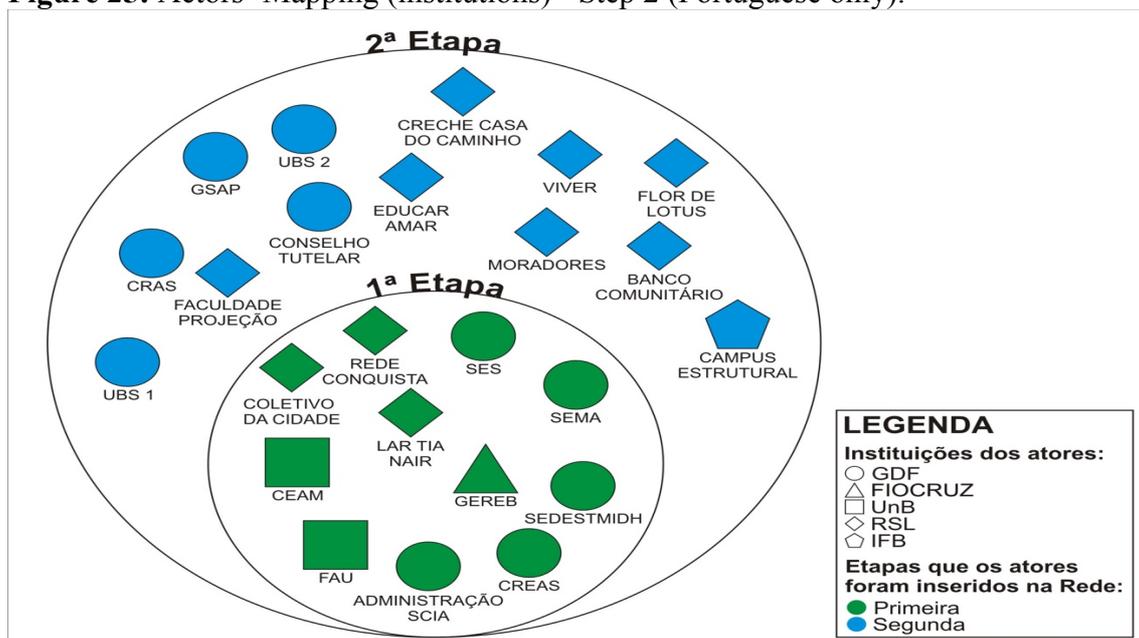
DOCUMENTS ANALYZED	DESCRIPTION	DATE
<i>ATTENDANCE LIST</i>	<i>ORGANIZATION MEETING - PLANNING WORKSHOP</i>	<i>August 2, 2018</i>
<i>ATTENDANCE LIST</i>	<i>ORGANIZATION MEETING - PLANNING WORKSHOP</i>	<i>August 15, 2018</i>
<i>ATTENDANCE LIST</i>	<i>ORGANIZATION MEETING - PLANNING WORKSHOP</i>	<i>August 22, 2018</i>
<i>ATTENDANCE LIST</i>	<i>ORGANIZATION MEETING - PLANNING WORKSHOP</i>	<i>September 12, 2018</i>
<i>ATTENDANCE LIST</i>	<i>II PROSPECTIVE DIALOGUE PLANNING WORKSHOP</i>	<i>September 15, 2018</i>
<i>ATTENDANCE LIST</i>	<i>PLANNING WORKSHOP EVALUATION</i>	<i>September 19, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES MEETING - SITUATION ROOM</i>	<i>September 25, 2018</i>
<i>ATTENDANCE LIST</i>	<i>SES MEETING - SITUATION ROOM</i>	<i>September 29, 2018</i>

ATTENDANCE LIST	SES MEETING - SITUATION ROOM	November 11, 2018
ATTENDANCE LIST	FIOCRUZ IFB MEETING - SPECIALIZATION	December 12, 2018
ATTENDANCE LIST	STRUCTURAL SOCIOTECHNICAL NETWORK MEETING	January 15, 2019
ATTENDANCE LIST	FIOCRUZ SES IFB MEETING	January 30, 2019
ATTENDANCE LIST	STRUCTURAL SOCIOTECHNICAL NETWORK MEETING	February 19, 2019
ATTENDANCE LIST	STRUCTURAL SOCIOTECHNICAL NETWORK MEETING	July 07, 2019
ATTENDANCE LIST	STRUCTURAL SOCIOTECHNICAL NETWORK MEETING	May 21, 2019

Source: own elaboration.

Referring to step 2 and focusing on institutions as non-human participants actors of 2030 HSSC project, as detailed explanation in chapter 3 of the methodological framework, we have added new institutional actors (Figure 25) that were involved and participating in the network that was built during the execution of the project to illustrate the evolution.

Figure 25: Actors' Mapping (institutions) - Step 2 (Portuguese only).



Source: own elaboration based on documentary research related to the attendance lists.

5.2.3 The 2030 Agenda and the individual in the territory

5.2.3.1 Case Study Technique: Pre-Analysis - Step 3

The documentary research carried out made it possible to identify three existing documents (table 18) for the period in question related to step 3.

Table 18: *Corpus 3: Documentary Research for Case Study Step 3.*

<i>Document number</i>	<i>Description of the document</i>
1	<i>Scholarship Report - City of the Future Seminar</i>
2	<i>Public Notice 9/2019 IFB - Specialization Course in Territorial Governance</i>
3	<i>IFB Fiocruz Pedagogical Plan 2019 - Specialization Course</i>

Source: own elaboration.

5.2.3.2 Case Study Technique: Analytical Description of the Results - Step 3

The “Future City: Healthy and Educating Structural” seminar (figure 26) took place on June 11, 2019, being an event held by the 2030 HSSC project that allowed to give greater visibility to the project, within the candango scenario. There was confirmation and presence of representatives of the District and Federal legislature, as well as organs of the judiciary and the Public Ministry as members who composed the opening along with UnB, Fiocruz and SES/FD, who expressed support to the project, joining its network (BRAGA, 2018). All statements were recorded by the Fiocruz Government School (EFG) and are available on the department's channel in a media vehicle (see FIOCRUZ, 2019).

The event, itself, aimed at strengthening the partnerships for the 2030 HSSC project, as well as publicizing the research carried out by the Coletivo called “Educational City”. In the morning, there was the opening and the presentation of the results found in the referred research in the school area of the territory, while in the afternoon there was the elaboration of an action plan for the 2030 HSSC project (Ibidem).

At the opening, the speeches of members of the judiciary dealt with the problems related to combating the exploitation of child labor, mainly interconnected with poverty, social inequality, poor quality of education and cultural issues existing in the country (BRAGA, 2018; FIOCRUZ, 2019). The speeches of the members of the legislature mentioned the problems in the training of children and teenagers, in view of the result of the high rate of school dropout in the territory, in addition to the role of citizens in conducting the research, in view of the importance of build a more humane society with the capacity to seek transformative solutions in the face of human rights (BRAGA, 2018; FIOCRUZ, 2019).

Figure 26: Future City: Healthy and Sustainable Structural Seminar.



Source: FIOCRUZ, 2019.

The speeches of the research members mentioned the importance of linking the actions to the 2030 Agenda in this search for a healthier territory and contributing to the improvement of the quality of life of the population of the Structural City (BRAGA, 2018; FIOCRUZ, 2019). Finally, the academy, represented by two UnB professors, discussed with the representative of the Coletivo da Cidade the results found in the research on education and debated with the public about the importance of considering the elements found in the policy-making for the future of the territory (BRAGA, 2018; FIOCRUZ, 2019).

In parallel with the activities of adults, there were activities developed for 45 children and adolescents who had activities at Coletivo da Cidade and also participated with break dance, graffiti, rhymes and poetry workshops (figure 27) (BRAGA, 2018).

The elaboration of the action plan for the 2030 HSSC project was carried out based on the scenarios built in the prospective planning workshop, with thematic divisions by working groups, which discussed what could be built for the following factors: school dropout, mental health at Schools; high school and technical education at Structural; precarious work; small entrepreneurs; zero food security; drug trafficking; street safety and domestic violence; precariousness in the offer of social protection services; cultural alienation in the face of access to the capital; improvement in the quality of life; defamation of the Structural City as stigmatization of the

image; exclusion from the territory based on real estate speculation; mobility in the territory; and women protagonists of an educating and sustainable city (BRAGA, 2018).

Figure 27: Moments of the Cidade do Futuro Seminar.



Source: BRAGA 2018; FIOCRUZ, 2019.

The result was a consolidated of proposals for actions and activities to achieve the factors explained, based on possible strategies to be carried out by both the State and local society. Such proposals generated inputs that allowed notes for the elaboration of adjustments to the programmatic content of the STG course, in addition to contributing to the orientation of SES/FD actions in the policy-making for the territory (Ibidem).

STG course had the proposal of: “(...) social empowerment with the development of cooperative intelligence devices (...) for vulnerable territories that have not yet appropriated the 2030 Agenda (...)” (IFB, 2018, p.2) and started in September 2019, with face-to-face classes at the IFB Campus Structural headquarters, under the forecast of 6 modules according to the course's pedagogical plan (objectives, menus, syllabus and bibliography), compounds as follows:

1. *Prospecting Workshop* (60h - Teaching and learning about factors related to the Sustainable Development Goals - SDGs in territory);
2. *Introduction to Territorial Governance* (60h - theoretical-methodological debate for the development of healthy and sustainable territories, based on concepts already incorporated into collective health and the human and social sciences);

3. *Public Network Policies* (60h - knowledge and appropriation of theoretical and methodological elements for the formulation of territorial pacts, based on the debate on the environment of contemporary differences on development, territory and new institutional arrangements);
4. *Territorial Development* (60h - writing and analysis of the coordination instrument dynamics used by the Program for Promotion of Technological Development of Health Supplies, in this case, cooperative networks for territorial development);
5. *Government for life* (60h - construction and application of the concept of healthy and sustainable territories, based on the analysis of the actions developed); and
6. *Guidance for final work* (60h - guidance of workgroups by facilitators, in the elaboration and writing of the territorial intervention project and article) (IFB, 2019).

In the course, students were divided into nine research groups, with each one representing themes addressed in the planning workshop scenarios and in the action plan, which: mobility, culture, employment, violence, public policies, public services, alcohol and drugs, gender and sanitation.

5.2.3.2 Participant Observation Technique: analytical description - Step 3

For the “actors” dimension:

The Future City Seminar held in 2019 allowed a plurality of actors to debate about health and education in the territory of the Structural City, with representatives of the executive (SES/FD and State Secretariat for Education -SEE/DF), legislative (Federal Chamber of Deputies and Districtal Legislative Chamber), judiciary (TRT 10^a Region), Public Ministry (MPDFT), academia (UnB), research (Fiocruz) and society (LSN) (BRAGA, 2018).

This moment showed the importance of articulation and interaction among the actors of the management group in order to give expression to the project, in the sense of expanding the network to strengthen the project in other instances besides the executive power, in addition to expanding the visibility of the 2030 HSSC project to gain political support.

The action plan was a moment that generated discussions among the different knowledges and savvies of the participating local actors in order to give the due direction to the proposals of strategies and activities that coordinated and shaped the STG course for the popular researchers' qualifying.

The EGT course, in itself, counted on the availability of teachers from IFB, Fiocruz and UnB for the training of students, expressing the importance given to the CESS 2030 project, in the sense of providing resources (physical, human and budgetary) for its achievement. Students, residents and workers who work in the Structural City territory actively participated in the discussions, most of whom were always present during the observed period, even occurring on three days a week, one of them being a weekend day, for practically four months, which showed interest in the course.

The perception I had in relation to the Specialization students is that they became a very interested group throughout the course regarding the concepts presented about territorial governance and public policies. It was a very dedicated group in class and they were able to understand the importance of looking at the future of the territory and anticipating possible possible situations of occurrence, in order to act in the present to generate the necessary transformation for the community.

The task of balancing the knowledge and of adapting technical languages for the everyone's understanding, in view of the different school levels of the class, was an arduous task for the teachers of the course, but possible. The students were eager to learn about new tools and instruments that they can use in their daily lives, both during and after the course, in order to integrate the scientific, political and governance dimensions needed by popular researchers.

There were some limitations of a smaller part of the students in classes that required the use of the computer lab, however, after some classes they were already adapting, including one helping another colleague to overcome some difficulty. There were also moments of tension (conflicts) among the students, in view of the differences and adversities existing about the trajectories, life experiences and different realities existing among students who lived outside and inside the territory, but which, apparently, managed to overcome, in the realization of pacts and consensus, in favor of the greater objective for the local society.

The group of students was committed to taking a course that would be of interest to them and that could contribute to the good of the community in the territory, in view

of the proposals for territorial interventions that would be built. Above all, it was a group that, throughout the course, had the opportunity to appropriate the problems that occur in the territory and the proper relations with the 2030 Agenda, with the trademark of solidarity and defense for the life of the local population, because they have always cared for the well-being of their community.

The residents of the territory were very aware of their rights and manifested their intention to contribute to the governance of the State, a fact both observed during the course with the students and observed in the territory, in view of the various phenomena I was able to participate in, having as a major example, the public hearing of the community of Santa Luzia held in December 2019 in the auditorium of the Federal District Legislative Chamber (FDLC), in which it was possible to take place before the existing political contacts of the local actors and the due mobilization carried out to plead the action with the government.

For the “representation” dimension:

Regarding the Future City Seminar, the perception was that it was an important moment for building trust between local society and the State, since several authorities were present and the representatives of the territory could feel valued knowing that there will be good results in this construction, in favor of the community and in the reduction of the existing social inequality. This space allowed to give a voice to the residents and representatives of the territory, as they were able to speak, express about the existing realities and the difficulties they face to the parliamentarians and other public actors.

Regarding the STG course, there were several moments of speeches that presented a range of different emotions, full of feelings of rejection, joy, pain, resistance and struggle for life, but above all, they always expressed the desire for the territory having better quality of life indexes and also showed gratitude for the course and teachers, in view of the space offered to train people in the territory and who will be able to act on their behalf.

During classroom observations, there are reports of feelings of fear and terror by students during the government between 1995 and 1998 in the Federal District, when police acted harshly to expel residents from the territory who were in occupied areas (reports in regarding the Tornado operation^[52] also known as “Structural Massacre”). This was one of the moments that expressed the greatest indignation and hurt

in the students during the period that I could observe in the course, including drawing parallels with the BFC/1988 content. The perception is that, despite the conquest of the people in the expansion and guarantee of the rights in the Brazilian constitution, that became known as “citizen constitution”, for the students what happened represented the State's action, through representatives, who massacred the residents after 10 years of this achievement related to the constitution and the local society needed to organize itself to act as a social movement in the fight for the right to housing.

The feeling expressed by one of the students was recorded about this moment was that democracy never existed for the society of the territory, given the fact that the State does not want to listen to the community. During classes and even in observation in the territory, the perception is that, even almost 20 years after the occurrence of this Tornado operation event, the feeling of absence of state by the residents still lingers. Within the territory itself there were reports from local traders about the feeling of lack of support and protection by the Regional Administration when it needs to deal with constant tensions arising from assaults and violence in the Structural City.

There were episodes of student's experiences reports who acted in resistance against the State for the desire for housing during the phase of regularization of the territory. Several times, according to a student, the police arrived at the occupied place and knocked over the shacks, but soon after their departure, she expressed that the residents went there and raised everything back again, because the desire for the right to housing pulsed higher at the expense of violence. It was also expressed that there are psychological situations that persist to the present day, caused by public humiliations in public hearings for having participated in the militancy of the political struggle in defense by the residents.

The perception in the statements is that the State apparently disregarded the residents' feelings and wanted to see a problem solved or circumvented. One of the students' statements referred to the action of the State, at the time, of building a police post at the very beginning of the entrance to the Structural City, a fact that, for the residents, presented itself as the State wanting to exercise control in the territory or in the occupied places. as a demarcation.

During the month of September 2019, specifically, an episode involving the lack of water in Santa Luzia affected many community leaders and residents who were students in the course, given that the feeling expressed was that the State acted with a lack

of respect and lack of attention to people, even considering a strategic maneuver to vacate the space due to the action of not distributing water to the residents. Students expressed their indignation at the situation, with developments about the beginning of school dropout, as they did not have water for schools as well as for families, creating chaos in the territory and considering that the community could even create possible conflicts through the protests of the students. residents.

Another important point was the reports of indignation and willingness to want to change the perception of the society of FD, in relation to the stigma created over residents of Structural City, understood even by a resident who was once a movement leader during the period prior to the regularization, that such an association related to stigma came from the situation of road closures due to tire burning. His perception is that this fact may have contributed to the fact that residents were considered “troublemakers” by the FD population. An example of stigma was given by the former leader in relation to prejudice in job interviews, going so far as to request criminal records only for candidates from the Structural City, in a certain selection process.

Another example of discrimination reported was in relation to everyday life, for example, when it happens that a resident of the territory gets on the public collective bus and other people get away from it. One of the most striking moments happened during an observation at the “Peripheral Memories in (Un)Certainty Times Seminar”, which took place in November 2019, when one of the speakers reported an episode of discrimination in relation to the residents of the Structural City. In this case, when there was refusal to accept financing by the Student Financing Fund (FIES) for students of the territory at certain renowned colleges in FD. It is interesting to highlight a perception: in a certain event that I was able to participate in, a resident reported that, within the territory itself, there is discrimination in relation to the residents of Santa Luzia, who, according to the report, are said to be not part of the Structural City, as if they were not. understand the integration that exists at the site.

Such examples express the stigma created both inside and outside the territory, in relation to the perception of society towards the residents of the Structural City.

It is interesting to note that the students were able to appropriate the 2030 Agenda during the course, as well as the history of its creation and the reasons related to it, in addition to the 17 SDGs and their goals and indicators. During the observation made in the course, although certain students who are community leaders have expressed that they

understand the importance of the 2030 Agenda for the survival of humanity, they also expressed a feeling of incomprehension when saying that they feel that the State apparently does not care about it, especially in relation to people living in the territory.

In December 2019, a public hearing took place at the FDLC, in which there were approximately 200 people in the plenary, the vast majority of residents of the territory and the community of Santa Luzia, who pleaded for policies to provide solutions in the territory. It was a moment marked by speeches laden with emotion, in the sense of the struggle for the lives of people who live in the place and were at social risk, but very aware of the space for speech and negotiation with the State.

There was parliamentary support and expressions in favor of the dignity of human life in the face of problems such as lack of energy, water, infrastructure and housing that impacted in various situations, such as school dropout due to lack of water and consequent low school attendance, culminating in an impact on the residents' welfare transfer program. There were harsh criticisms of the government, both by residents and parliamentarians, for not providing water for children, treated as a priority in the constitution, and for generating impacts on the dignity of human life in the face of the fundamental right that could not be denied. One of the parliamentarians expressed that the public hearing had an important meaning for the State, in the sense of offering the space of speech for the society.

One of the moments intended for the audience was about the situation of the proposed housing construction solution for the residents of Santa Luzia, given that the residents claimed that they did not participate in the construction and that they did not accept the proposal. The argument used by the residents was a discrepancy from the existing reality in relation to the given housing solution from the one given by the State, as the space was small to accommodate family members and the residents did not want to leave the place.

After due explanations and discussions, there was an attempt at a consensus created that represented a sense of cooperation reached by residents with the State, when the participation of UnB (Faculty of Architecture) in the construction of the solution was accepted in the face of a feasibility study carried out by the academy. next to the territory, after many arguments to the contrary by the government sector responsible for housing.

The most remarkable moment of this phenomenon observed in public hearing was the speech of an 11-year-old child, local resident, who expressed feeling wronged and

humiliated by other people due to being in uniform and muddy shoes when going to school, as well as witnessing problems that circulated the territory, such as not having access to water. Her speech was acclaimed by the people present at the public hearing, a fact that confirmed agreement and representation of her speech by the present residents.

The lack of receipt of policies was already creating other social problems, such as, for example, the lack of light caused an increase in violence in the place, a fact exemplified by reports from residents mentioning that they were afraid to go out in the streets of Santa Luzia during the night as well like staying at home and being mugged or raped, as there were several women who live alone and single mothers who live with a daughter in the place.

Finally, the perception was that the feeling that the residents of Santa Luzia presented at the hearing was an openness for cooperation so that policies could arrive at the place. They made it very clear in the statements that they did not want to benefit from gaining water or electricity, but that they wanted them regularized and may be entitled to receive public services. They demonstrated that, definitely, would not want to leave.

For the “processes” dimension:

The Future City seminar, in a way, allowed to expand the scope of the network of actors who would contribute to the process, a fact that was highlighted at the event in relation to the constitution of the network as a subject capable of acting in the intersectoriality and transversality of policies. The research carried out by the Coletivo itself showed that the members of the community, as constituent subjects of this network, presented technical and scientific capacity when carrying out the research using methodological elements.

The results presented could be debated by the authorities and the academy present and showed that the dialogue between the State and society showed itself as an important element in the process of building solutions for the community of the territory.

Throughout the STG course, students stood out emphasizing the importance of using data, regardless of whether structured or not, to use intelligence in their favor to claim policies for the Structural City community and constant search for support from the State for solving problems, mainly in the question of the right to housing for the locals.

It is interesting to highlight here an example related to housing that took place in Santa Luzia, there were reports in the classroom about an imposition of a project that the

government presented to residents, which was not built together or there was not even consultation with residents to resolve the issue. Thus, the search for support over the community is a constant, as well as the fight for its resistance. One resident reported that, due to her political articulation with the Public Defender's Office and FDLC, she was able to sustain arguments in verbal confrontations with public agents, aiming to keep the group of residents located in occupations fixed and not have evicted families.

The perception is that there was predisposition by the residents to cooperate with the State in the search for solutions over the years, but the state did not want social participation in this construction for solution. And the struggle between the State and society in the territory has been going on for a long time. There was a resident report in observation about an event of lack of light for a certain court during a period that there was still no energy released, and the residents created a solution themselves, based on their trucks and managed to generate energy for 200 people living on the court.

In another report of problems in the State-society interaction, during a certain period, letter and parcel post couriers were afraid of accessing the Structural City for fear of theft and robbery. Residents who were in charge of movements in favor of the community went with a truck to the local post-office headquarters to pick up the letters of the territory addressees and, along with other residents, made the delivery personally. Currently, there is a delivery of letters and parcels by the post office in the territory, however, there is no physical store in there, and the resident of the territory who wants to send something needs to travel to the nearest headquarters located in the Administrative Region of Guará, far from approximately 5 km from the territory.

But the community is also able to seek solutions for the territory through other partnerships, for example, in the report obtained in an event that I was able to participate in the headquarters of the Regional Administration, in November 2019, in which there was a partnership project between second and third sectors, so as not to depend on support resources by the State.

The idea presented revolved around a model for financing social projects, based on resources from private companies, in which they would be directed to a specific fund and passed on to institutions/associations that deal with social projects. The logic presented would be that the participating company would earn a social seal, which would mean that the company would contribute to the sustainability of a social project and that customers would know that it is a participant through the identification of the seal. Thus,

the perception of those involved in the social project presented is that there is currently nothing to be expected from the government or the State, arguing that if there is no incentive for partnerships with companies, there may be no development in the territory.

The territory of the Structural City is a space with people with different knowledge, including partnerships with social institutes in order to obtain financial support, both nationally and internationally. Such performance allows to bid for public funding to seek solutions of social technologies for the local population, such as, for example, the Coletivo da Cidade institute acquired a renovated container that is a space with several workstations, with computers and air conditioning. That was won through an European Union funding call, with a proposal carried out in partnership with the Institute for Socioeconomic Studies (INESC) to contribute to children and young's people performance at the Observatory for Children and Adolescents - OCA (INESC, 2017).

Another example of a partnership for the production of social technology that I was able to learn about was the "Entre Elas" ("Among Them") project, which is related to an academic extension project by the Department of Public Policy Management at UnB in favor of the empowerment of women in the territory. That was based on a joint effort of participants for the production and sale of soap, using local partnerships for production of packaging and financing of the project by the Community Bank of the territory.

Several times during the course, there were reports of examples of the potential existing in the community's partnership working with the State. In one of them, there was a report of low social participation in a social program called the Program for the Eradication of Child Labor (PETI), when meetings took place within the territory. After this perception, the community had the perception of asking that decision-makers, such as public defenders, for example, if they could also participate. The result was that, since it, right from the first meeting, participation was full, the population wanted to be heard, but knowing that the State would be present and taking seriously what was reported.

This point of social participation in the community is noteworthy, as there are channels created by the government that are not very occupied. For example, it was possible to verify during the observation that there are four formal councils, supported by laws, in the territory: Structural Culture Council (CONCUES), currently supported by Decree 39,910, of June 26, 2019; Local Health Council of the Structural City, supported by Law 8,142, of December 28, 1990 (BRASIL, 1990; DISTRITO FEDERAL; 2019a) ; Community Public Security Council of the Structural City, supported by Decree

28.495, of December 4, 2007, and updated by Decree 39.910, of June 26, 2019 (DISTRITO FEDERAL, 2007; 2019a); and a Council of Community Representatives of the Administrative Region - in this case it is part of SCIA, supported by Law 6,380, of September 17, 2019 (DISTRITO FEDERAL, 2019b) .

However, according to the reports observed during the course and during the research of the territory, the information is that, apparently, only two of them were active during the observation period (health and community councils were active) due to lack of their own headquarters or lack of representatives. During the course, students explained that there are practices for residents to create their own governance channels to be heard, such as blogs, community councils, city halls, associations and local newspapers.

The very form of how society used to act by closing roads and burning tires during the riots that occurred before the regularization of the territory could be seen as a mechanism to be heard by the State. The point of community be active in political issues stands out in the territory, for example, students said that the way made to be able to call the government's attention, aiming at the formalization and recognition of Structural as a city, was through petition lists of local residents and supporters, a fact that ended up helping to set an agenda in a public policy process with the FDLC.

In relation to the public hearing held at FDLC, the organization itself to make it happen can be considered as a process of articulation between the State and society, in the sense that there was an approximation of a community leader in the territory with members of the legislature aiming at claiming solutions for Santa Luzia on issues related to drinking water, education, social assistance, violence, unemployment and housing.

As well as the articulation to invite and confirm the actors for the public hearing that would represent the institutions of the related policies, those who were responsible for providing solutions and positioning themselves for the community. There were speeches during the hearing that the community tried for several times to take the public hearing to take place in the territory, however, aiming at greater social appeal and a greater presence of decision-makers at the event, they defined the FDLC as the most appropriate place.

Regarding the issue of addressing policies at the public hearing in FDLC, it is worth highlighting the part of the housing solutions, given the resulting deadlock between the Santa Luzia community (for having the right to housing with the receipt of public services) and the preservation of the environmental side in the territory. One of the

speeches belong to an UnB representative whose academic projects are in the territory of Santa Luzia. She expressed that there would be a possibility of thinking over solutions without having to remove people from that place, considering a way of building it along with the government, combining the performance of the academy with management.

At the time, during the public hearing in FDLC, there was agreement on the joint action between UnB and CODHAB to initially understand the proposed project and evaluate its feasibility, with the presentation of the solution to the community for final validation. However, as the situation is complex, such a proposal would only be analyzed when there was a resolution of the sealing process^[53] of the inhabitants of Santa Luzia and the due release of the report by the Brasília Environmental Institute (Ibram-FD).

For the “problems faced” dimension:

During the Future City seminar, several socioeconomic problems that occur in the territory of the Structural City were listed, mainly related to children and teenagers in the inter-relation among exploitation of work, education, poverty, health and violence themes: child labor, pregnancy (at risk) in adolescence; serious adult health issues that made it impossible for children/teenagers to go to school; teenagers away from school due to compliance with a socio-educational measure; and living conditions. The issue of deactivation and concern about the economic impacts for the territory were also discussed with the public attending the seminar.

During the STG course, students were instructed to work in groups, according to the themes that were listed in the planning workshop and in the predecessor action plan. As the course progressed, it was possible to consolidate any existing problems that occurred in the territory, according to the perception of residents and also by professionals who work in it.

During the observation, both in the course and in the territory, the following reports of problems occurred in the territory of the Structural City were noticed: leakage of methane gas from the dump in parts of the city; poor sanitation, with the occurrence of clogging of storm drains and consequent flooding when in rainy seasons due to the non-drainage of rainwater, in addition to the practice of pits or burying the garbage in ditches; lack of treatment and distribution of drinking water in the territory; lack of paving in several streets, especially in Santa Luzia; lack of public security for everyday public transport in the territory, especially for women at bus stops; there is no building with rain

protection at bus stops; bus lines do not interconnect all satellite cities , a fact that would make it much easier for the displacement of the local population; lack of lighting in different parts of the city; school dropout; lack of daycare centers and enough schools in the territory, with students being directed to other cities nearby; high unemployment rate in the territory, mainly caused by the deactivation of the dump and few opportunities in the warehouses since it has a low number of waste pickers; lack of job offers within the territory; there are still problems with the delivery of goods in the territory for fear of theft or violence by companies; high rate of violence and femicide; forced withdrawal of the population that occupies a certain space in the territory due to the lack of the right to housing; irregular occupations in areas that were intended for school areas in the territory and have other purposes; lack of a cultural center in the territory; deactivation of the dump made families lose food and income in the territory for survival; increase in social inequality in the territory in the face of population growth and existing poverty; medical and dental problems due to lack of access to services; children with weight and height disabilities required for their age; social vulnerability, with sexual abuse and exploitation of minors and child labor in the territory; mental health disorders in the territory, especially the families of waste pickers caused by the deactivation of the dump; women who are heads of household in the territory and have no income (single-parent families); women receive less than men in the territory; high rate of immigrants to Santa Luzia from the Northeast of the country (especially Bahia) and Haiti, as well as reports of the Muslim population in the farms sector; high rate of alcohol and drug use in the territory, including reports of use by minors; high rate of early crime in the territory; use of public office to obtain political support in elections; problem between policy coherence by the State in the situation of the Permanent Fair (PF) and free market that causes problems in the employability of the market vendors; lack of dialogue between the State and society, both for housing and assistance issues, as well as reports of disdain for society as there are complaints made by residents and which are not analyzed by the State; lack of dialogue among the territory's own society, to build solutions for the benefit of the community, in the face of growing political disputes and ideological positions in the territory.

In conversation with a local resident, his perception was that the deactivation of the dump was terrible for several families that managed to have an income higher than the minimum wage (between R\$ 2,000 and R \$3,000), a very different value proposed by

the government's solution of offering a temporary aid (R\$ 360) for waste pickers. Income inequality also exists in the territory, there were reports in classes about families living in poverty, but also families that have a better quality of life.

In view of the unemployment caused by the deactivation of the garbage dump and the financial situation faced by several families, the reports collected in the observation were that some ended up renting or selling the property they had to live in Santa Luzia in order to reduce expenses. The perception of the students is that, in general, the situation for the collectors who lived on this income worsened considerably after the closure of the garbage dump. It is important to highlight information that emerged both in the classroom and in the territory: there are reports of mental health problems in residents of the territory related to the deactivation of the dump, with a view to reducing the income of part of the families that impact their survivals.

It is interesting to highlight the perception of residents of the territory about the lack of free and professional training for the local population obtained in the field research, as there are institutions such as Fábrica Social (Social Factory), IFB, Centro da Juventude (Youth Center) and several social institutes in the territory that offer free courses. Perhaps, due to a possible lack of communication of the range of existing courses offers to society, such a perception may remain. There were also reports during the observation in the territory about the search for courses by residents in wrong places, for example, residents going to social assistance institutions (such as CECON - Centro de Orientação Socioeducativa), seeking information over courses and jobs, a fact which presents the possible non-full clarification of local services to the population by State.

Another perception by residents brought here through observation is about the lack of leisure in the territory, such as lack of parks or sports courts as pointed. Interestingly that in territory there are an Urban Park, seven Community Points of Encounters (PEC), three sports fields and two public soccer fields as public options. In addition, there are other offers such as public health and assistance, in terms of public policies offering, but even with those offered public services and structure in territory, the feeling of the community caught in field appears to be of absence of the State.

The problem related to the lack of coherence in the policy-making about local fairs concerns the creation of Law 4,748, of February 2, 2012, and its Decree that regulates it, 38,554, of October 16, 2017, in which, in its Article 28, expresses that there is a prohibition on the creation of new fairs within a radius of 500 meters from Permanent

Fairs (PF), except itinerant ones and having no competition of commercialized products (DISTRITO FEDERAL, 2012c; 2017e).

The following problems occur in territory regarding fairs matters: the location of the PF is central, which greatly facilitates access by the local population, however, had costs such as occupancy rates, for example, that ended up being a fixed cost for merchants over a space that wasn't having the proper visibility nor wasn't being attractive to customers. Until then, there were 211 vacancies occupied and, according to collected reports in observation, after the combination of fixed costs without the proper opportunity for sale by the merchants, a good part of the marketers ended up going to the streets, due to not be able to afford with the proposed values. It had been thought about the possibility of holding a free market in a nearby location (central square in front of the Regional Administration - which would be a good solution due to visibility and location). However, due to the Decree and the Law on the fairs, it ends up making the situation impossible, a fact that impacted the marketers' life because they need to sell to earn income.

Another important point to take concerns the assistance provided to children and adolescents by State in the território of Structural City. In 2018, the Tia Nair day care center was closed, which had 300 people assisted, however, there was no absorption of them by any other institution already registered with the GFD and which operates in the territory, leaving them idle. This was one of the concerns expressed by professionals working in the territory, as idleness can be a bad element in bringing children and teenagers to possible criminality and also exposure to the risk of infractions (abuses, child labor, domestic violence, etc).

In the territory of the Structural City, there is the Education and Culture in Structural Movement (MECE), a local initiative that houses the Ponto de Memória (Memory Point), Banco Comunitário (Community Bank), Catando Palavras Community Library and Editora Popular Abadia Catadora (Abadia Waste Picker Popular Publisher). MECE used to receive federal support of the Brazilian Museum Institute (Ibram), both to train NGO professionals in relation to museology, and to support visits by their employees at congresses or workshops in the country.

However, the space has always been quoted by the efforts of its members and by the supporters of the movement, never having a fixed space. During the observation, it was possible to ascertain that there the place had already been target twice of invasion by

burglars, taking structures (furniture, lamps, etc.) and that they even took a batch of books that would be released in 2019. The problem perceived during the observation is that the MECE, which houses the memory of the territory, was without a fixed place to offer services to the public, and the museum's materials were kept and, to avoid possible losses, started the process of digitizing all the photos and of historical heritage.

Regarding power struggles by the leaders in the territory, students reported that candidates generally use sound trucks, attacking each other, such as the last election of the Guardianship Council and the election of the leadership of a local school. When the victory of the election is reached, the form of celebration is notorious with fires, and the candidate who has more resources (political sponsor and financial resources) has an advantage in relation to others when they are divided and organized.

The perception held in this context, both with students and with residents of the territory, is that certain current leaders were elected to win government positions and not to act in defense of the community's interests once in power. Nowadays, some residents feel that used to be more unity, more articulation of actions with the sectors of the territory and more cooperation in the community when at the time of the old leaders in the territory.

It is worth highlighting the conflicts experienced in the observation during the course and in the territory. The class of students themselves presented conflicting elements about existing disagreements in view of the different perceptions between residents of the territory and those who lived outside it, right after the division of groups and the respective mixture of students to work together.

It is interesting to point out that, during the observation period, conflicts lasted for many months, mainly due to different experiences and perceptions about a given situation, and sometimes there were complaints about one not knowing the reality of the other and even in relation to positions ideological.

After the perception of the situation that had been externalized by the students in the classroom, the coordinating teachers decided to do an activity using *world café*[\[56\]](#), dynamics that contributed a lot to the relationship of students, in view of the time allowed for the realization of the subjects and for the elaboration of the course conclusion works. In this activity, each student who was part of a group could get to know the other groups and talked about the existing reality found in each of the respective surveys, expanding their range of knowledge on the themes worked in the groups about the problems existing in the territory.

After the dynamics, everyone entered the room and had a wide circle of conversation expressing their points of view, but above all, showing understanding about the situation. At that moment, they made a pact in favor of the course and the construction of group work, after several experiences that they reported, filled with emotion and respect in relation to the individualities of the class.

Despite having different trajectories and experiences, in the end, at least in an apparent way, they were able to resume the initial purpose stipulated by a common objective, which is the search for solutions for the territory and how the interventions that would be built could contribute to raising the quality of life. of society in territory.

During the observation in field, I was able to participate in the public hearing that took place at the FDLC, in December 2019, and, during almost 5 hours, it was possible to notice conflicts and controversies, with emphasis on the part of the receipt of water and light services, in addition to housing construction in Santa Luzia, a fact that reflects the dichotomy between the right to housing and environmental preservation. According to one of the deputies, one of the reasons that motivated the public hearing was to attend to the complaints received by the GFD Human Rights Commission about the lack of water in the territory, especially the problems caused in the community's daycare centers. One of the residents' representatives complained that the system does not work to guarantee people's fundamental rights and their public policies.

There were several speeches from the representatives of the residents about the problems caused by the lack of water and electricity in the territory. In one of the speeches of the representatives of Santa Luzia, he warned about the risk of genocide in the place in case of fire, as there were several wooden shacks in the place and in territory there is not enough water. He also expressed that firefighters, when called, usually take a long time to arrive in the territory of Santa Luzia due to distance and access, requesting that the resolution to the reality of the residents could be quick, in view of the changes of governments to every 4 years and the residents end up being forgotten with their respective problems.

Still, the speech of the representative of the “daycare centers” should be emphasized, as she explained that the lack of sanitation affects the cleaning of food and the lack of hygiene can culminate in diseases and malnutrition of the students, a fact that increases the attendance at health centers and the proper consumption of medicines. He also concludes that it is cheaper to leave the entire situation of Santa Luzia regularized

than to have expenses with diseases for an entire community. She ended up making an appeal for the State not to remain inert showing negligence with the people of Santa Luzia, requesting governor to dialogue with its people, being more government and less elite, and to direct its gaze towards the community, adjusting the mistakes of previous governments.

As for the water issue, on the one hand, one of the community representatives questioned the State about the low water pressure for residents regularized at the site and explained that only one fountain for drinking water would be insufficient for the number of residents, as many people it still had no access and day care centers would need to be supplied. The CAESB representative explained that, possibly, the pressure when leaving the central to the location would be correct, however, during the way to reach the community and within the community, there would be clandestine deviations or interceptions, which would generate a problem in the network, decreasing water pressure for residents. Then, when answering the question about the fountain, he mentioned that there were also water trucks in the territory, and at the time of his reply, the residents started a series of exalted boos directed at him, shouting that his statement would be a lie.

On the issue of light, the representative of the Brasília's Electric Power Company (CEB), expressed to residents that, in the case of the lack of energy in the territory of Santa Luzia, CEB would be helpful in this situation, alleging theft and illegal instalations on the premises, creating insecurity in the delivery of the service. He also expressed that in the FD, there were more than 70,000 irregular connections and that the responsibility for action would be the Union's.

On the housing issue, the architect representing the Federal District Housing and Development Company (CODHAB) explained that, in 2017, there was a proposal for the construction of a housing project that was called "Minhocão or Muro Humano" [\[571\]](#) (Big Worm or Human Wall), however, such a project had no social participation in the choice of the solution and was characterized by the community as "hull" (apartment with an area without dividing the internal spaces). For the current project, according to the CODHAB representative, there would be a need for qualification of the sealing (process of collecting local sociodemographic information) and proof of environmental studies by Ibram-FD, and the work period after government authorization would be 12 months, since there were resources and political will to resolve.

In 2017, a judicial sentence was issued in progress for the regularization of Santa Luzia, an occupied space that is within the buffer range^[58] of the 300 meters around the National Park and occupations at the site would need to be removed. One of the community leaders expressed that the law requires no buildings in a strip located 300 meters away, however, the Cidade do Automóvel (Automobile City), a place composed of several vehicle negotiation agencies, is located in front of the Structural City and is within this track, according to the representative's speech.

A position reiterated by the speech of an architecture professor at UnB who has academic projects in Santa Luzia when she expressed that the analysis of the 300 meters of the law does not match, since Cidade do Automóvel, Setor Militar and SIA are within this threshold. The defense argument used demanded explanations from the State, in the sense that the residents want to know the reason why the business community can stay within the range of 300 meters of limitation and for the community cannot, because the desire of the community is to remain.

Another statement by a representative of Santa Luzia made a point of remembering that the Structural City itself was built on top of the garbage, and that the State was trying to remove people from Santa Luzia claiming that the place would be contaminated, but, according to the representative, the State had not yet submitted the technical report to prove soil contamination until then. Still, a professor of architecture at UnB, which is linked to the College of Architecture and Urbanism (FAU) of UniB, explained that, in terms of water drainage, if the current residents are removed, there would be a strong environmental impact, and it would be safer if there is a neighborhood plan without the proper removal of the local population.

It should be noted that the CODHAB leader during the hearing, expressed that the solution was still under construction and that the final housing proposal had not yet been presented to the society, making a point of making it clear that the local population would be treated with due respect. and that the government would provide water and electricity to the community and be heard about the final project. He also expressed that in Santa Luzia there were risk areas within the territory and that this would need to be considered by the residents, and at the end of his speech, he mentioned that there were resources of approximately R\$ 160 million to promote land regularization in Santa Luzia.

There was an understanding at the end that CODHAB would listen to UnB's suggested housing proposal and proceed with the final analysis with the community. The

representative of the Prosecutor's Office of the Public Defender of the Federal District, said during his speech that people who sold water and electricity services were arrested in the territory of Santa Luzia, including through complaints through the Guardianship Council, and that the lack of water supply drinking for Santa Luzia would be considered a nuisance. He also expressed, during his speech, that the impact of lack of water would lead to school dropout and, consequently, it would generate lack of school attendance and the respective cancellation of the student in the Bolsa Família program, which would have an impact on families in receiving financial assistance, and the State should act for the benefit of the population and guarantee public policies for the proper survival of residents.

Finally, despite the fact that the Prosecutor suggested the participation of the Human Rights Commission in the public hearing that would take place in Santa Luzia and a pact of humanized eviction from the territory by the GFD, the feeling that remained was that of a political-party clash in relation to the representative deputies from the table and members of the current government, in the face of the tones and speeches of accountability of each of the speeches, against each other, in the face of the problems experienced by Santa Luzia.

For the “knowledge translation” dimension:

One of the perceptions taken with the group of students is that, both residents and those who work in the territory understood the importance of understanding the history of the construction of the Structural City, in view of the mistakes and successes affected by the actions that took place for its regularization, aiming at a better performance nowadays in favor of the struggle for survival, composing the design of the present relations. In this sense, it was possible to observe in the speeches the evolution of thinking about the positioning of how current leaders would need to use contemporary strategies to draw the attention of the State, and that of burning tires and closing roads could no longer be used, as they are configured in environmental crimes and damages against public patrimony.

In their view, new times demand new strategies to dialogue with the State, since the State itself teaches with its actions and the population learns by doing their struggle to assert their needs. Therefore, students understood the importance of using the language that the State uses in the policy-making, aiming to be more assertive in actions to

influence spaces of governance and learn to play the political game, in favor of claiming public policies. to the territory.

An interesting fact occurred during the course, there was the election of new representatives for tutelary councils and there were five vacancies for the Structural City. Several students expressed indignation / frustration in relation to democracy about not having a candidate to work for the people of the territory in the tutelary council. After the expression of frustration in the eyes of several class representatives, after some discussions in the classroom, they were able to rethink the situation and expressed that it was necessary to understand the tonality of the current context and that they need to form leaders in the territory for the future, politicize the community and form candidates who can contribute to actions for the people of the territory.

The perception that I could have is that, gradually, the class was understanding about the complexity that exists in socio-political relations, with emphasis on the problems and how the intrinsic relations can occur for different types of policies. Thus, it was noticeable to understand the understanding of the class, as a whole, on how to search for information (indicators) that could provide sustainability or indications to support their research and be more prepared to act in spaces of governance in the territory. It is interesting to highlight students' expressions about the understanding of fundamental rights, an essential element to achieve democracy.

Some students explained that political actors need to understand the difference between participatory and representative democracy, in order to understand the community project of the territory, based on ideals thought by ancient leaders and built on popular experiences, such as: Hands that create, Bank Community, Maria Costura, among others.

Another interesting point was the perception that I could have with the students about their understanding of the relationship between production and income: according to them, it is useless to have companies that aim at production if there is no redistribution of income by the government, the balance will always be uneven .

In the students' view, the search for resources is always much greater than nature can replace, using the analogy with the planet Earth, which is donating much more than it can, given the exponential population growth in the last 2 centuries that went from 1 billion people to almost 8 billion (UN, 2019). In this context, it is worth highlighting the process of appropriation of the 2030 Agenda by the students, considering that it was

inserted in STG course classes and understood how it can be a guide to promote development in the territory, based on the policies contained therein and on how the State can act together with the local society in monitoring its indicators at the end of the 2030 HSSC project.

As for the issue of conflicts within the working groups, it is interesting to note that the students, right after the dynamic *world café* carried out to promote greater integration of the group, expressed their perceptions after conducting a conversation. At this moment, the groups spoke about the progress of the construction of their projects in view of the different perceptions and how the dichotomous relationship between cooperation and conflict existed in the reality of the members' coexistence.

Still, they stressed that the conflict was a common problem for the groups, but they were able to reflect on the progress of the course and how the proposal was something innovative and of contribution to the territory. Some points that were raised by the groups: the ability to walk together, towards the joint construction of the joint plan, for the benefit of the territory; respect for others, since each one would have a different position (even of a political-ideological character), but there was the possibility of joint action; putting yourself in the other's place to try to understand your speech, because there were different views and knowledge; personal deconstruction process, as each member of the group could contribute in a different way; they felt the need to be heard, in the sense of active listening by colleagues; and work out the differences and adversities in the groups.

It is interesting to point out a moment that I was able to experience in a meeting that took place at the headquarters of the Regional Administration called “Oficina do Líder na Cidade Estrutural” (Leader Workshop in Structural City), aiming at the construction of a development plan for the Structural City. The impression I got from this meeting was that representatives of the State do not understand the reality of the inhabitants of the territory. There were two remarkable dialogues involving a resident, who is an artisan, and two members of the Regional Administration.

In the first dialogue, the artisan expressed the difficulty of space for selling her products in the territory, given the values per marketer who were raised in the space of the PF, and one of the members promptly suggested that she take her products to the open market (a fair that is actually a place for exchanging or selling objects as if it were a bazaar). The artisan expressed that that space was not a fair properly talking, that she

would not put her handicraft products that would cost R\$ 60 to be sold for R\$ 5, devaluing her product and placing it in a place that is not cultural.

In the second dialogue, the second member of the Administration suggested that she move to other fairs in FD to be able to sell her products, she gave an example of the Guará fair. The artisan replied by mentioning that her products were large sizes (wooden dolls) and that she could not travel that way because she did not have a car and her products did not fit on the bus.

These two dialogues present points about how the State does not know the reality of the community, perhaps due to a lack of communication with the local society, when proposing ready-made solutions that did not meet the need of the artisan to promote her sales. The communication gap between artisans and representatives of the State was noticeable, and knowing the different realities and contexts of the Structural City community can contribute to the State providing solutions that can be treated with equity for the local society.

Also, in that same event, there was a heated debate between a community leader from Santa Luzia and a representative from the Regional Administration. On the one hand, the representative said that there was a lot of "victimization" on the part of the residents of Santa Luzia, because, according to her, there was a generation in the local society that fought for their conquests and that this attitude was passed on to their children, who grew up thinking that the state still owes the population. On the other hand, the leader defended the interests of her population and explained that there were families who lived with difficulties daily in the space occupied in the territory, due to the lack of water and structure, but who continued to fight for their survival and housing.

After several arguments, both representatives were exalted and the discussion needed to be appeased, however, as there was a greater number of State representatives at the meeting, the perception was that the narrative in the speeches after the episode prevailed, with part of the representatives agreeing that the community Santa Luzia is located in an environmentally protected space where the occupation took place and that the residents should have registered to find out if they could stay, without trying to understand the living conditions existing in the place or even the struggle for the lives of its residents, as the representative leader of her community speaks.

The public hearing at FDLC on the issues of water, electricity and infrastructure for which they are having an impact on the community of Santa Luzia may have been an

important moment in the history of the territory, as it was a space in which there were the presence of several actors from executive and legislative powers to hear the reports of civil society and to dialogue with each other, however, in the sense of space for decision, several important actors of this process still lacked, such as the representative of the Regional Administration of the Structural City and the representatives of the Judiciary and the Ministry Public.

During the hearing, there were several speeches by the representatives of the current district government executive who placed the responsibility for the current problems of the territory for the neglect of previous administrations and promised changes. On the other hand, the deputies who organized the public hearing expressed that the government alleges that it has the resources to solve the problems and does not resolve them, in the sense of inoperability of the State, and, according to one of the deputies, it would be almost at the end of the period. first year of the new mandate and had to call a public hearing to resolve and request deadlines for resolution.

This moment of consensus building is an intense process of conflicts and controversies, but that, in order to promote a cooperative action, it is necessary to place several government actors and actors from the territory to be able to dialogue, in order to seek a solution. The learning point to be highlighted was the listening performed by the State, even though from a reactive perspective to try to build solutions for the territory, considering that the interaction among the actors involved may have contributed to start solving the problems for members of the local Santa Luzia community.

5.2.3.4 Mapping the Project's Actors Network - Steps 1, 2 and 3 (Final)

The *corpus* of analysis designed for documentary research aimed at mapping actors in step 3 was carried out based on available attendance lists, as shown in table 19.

Table 19: *Corpus* for the Actors Mapping of Stage 3.

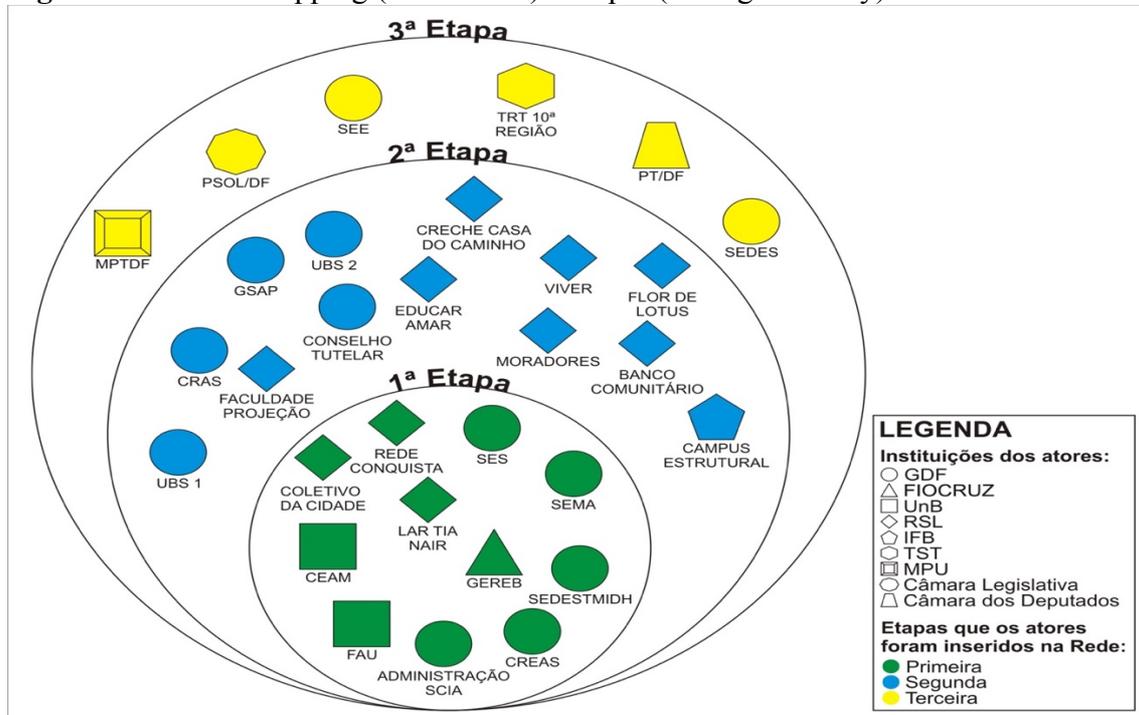
<i>DOCUMENTS ANALYZED</i>	<i>DESCRIPTION</i>	<i>DATE</i>
<i>ATTENDANCE LIST</i>	<i>FUTURE CITY SEMINAR</i>	<i>June 11, 2019</i>
<i>ATTENDANCE LIST</i>	<i>STRUCTURAL SOCIOTECHNICAL NETWORK MEETING</i>	<i>June 18, 2019</i>

Source: own elaboration.

Referring to step 3 and focusing on institutions as non-human actors and members of the 2030 HSSC project, we added the new institutional actors involved in this step to

illustrate the evolution. Figure 28 expresses the third phase of the analysis and the final graph in relation to the evolution of the project's network.

Figure 28: Actors Mapping (institutions) - Step 3 (Portuguese only).



Source: own elaboration based on documentary research related to the attendance lists.

5.3 APPLIED CASE STUDY: INFERENTIAL INTERPRETATIONS

After the appropriate descriptions related to Steps 1 to 3 of the Case Study, we were able to list the results and proceed with an integrated analysis, defining a list of categories that allowed us to understand how the logic of the HT in PI took into account, considering the proposal of PA to make possible the 2030 Agenda in the territory of the Structural City.

Regarding the results found in the Participant Observation method, although initially we had five of the categories defined *a priori*, there were enough inputs and understandings to realize that we could also contemplate the dimensions of institutions and results, both of which were not previously considered, but which could be taken into consideration, aiming to amplify the PA lenses.

For the documentary research related to the Case Study, in view of the information obtained after processing the data and descriptions of the *corpora* results, it was possible to notice that there were three important themes related to the macro and institutional

process relevant to the State, with highlights for elements of the individual context linked to society, which: governance, democracy and social participation.

In view of the results obtained, all 10 categories were analyzed in this study, however, there was a greater focus on analyzes related to social participation and representation, aiming at greater understanding for the study in relation to the application of HT in PI and public action for the 2030 HSSC project.

The analysis categories contributed to answer the previously raised hypotheses about the construction of this thesis, which we recover: 1. The systemic and dynamic perspectives of HT in PI for life can provide the means to activate the 2030 Agenda in territories; 2. In governance decision-making processes, the policy effectiveness can be enhanced by the convergence between HT and PA; 3. The convergence of interests between the government and the local socio-technical network can enhance the instrumentation of public action related to political choices by actors in favor of solving local social problems; 4. Based on the logic of life as a human condition, health can be the key element to enhance the integration of public policies in favor of the development of a territory.

In this chapter, we follow the writing under the guidance of Triviños (1987) in relation to inferential interpretations (last of the content analysis' stages), and we also carry out the analysis in an integrated manner in relation to the understanding of HT in PI combined with the PA for development by making 2030 Agenda feasible in territories. We inform that data triangulation was guided by Triviños (1987) and occurred concurrently with the application of Latour's theoretical-philosophical support.

5.3.1 Analysis category: actors

The lens of the PPP model actors concerns the bulge in which the actors find themselves, from the perspective of interests, resources and the capabilities of choices, and in the case of the 2030 HSSC project, in addition to public and private actors, we are also bringing institutions as non-human actors to the analysis to broaden the understanding about the processes and the ability to influence the results related to policies (LASCOUMES, LES GALÈS, 2012 a; LATOUR, 2012).

The construction of the political problem establishes the relationship and the interaction of public and private, with emphasis on the interaction of social actors in the 2030 HSSC project that occurred in a synergistic way for the occurrence of their

mobilization, in order to be the entrepreneurs of the cause (LASCOUMES, LES GALÈS, 2012 a).

This element is essential for understanding the construction of the scientific fact expressed by Latour (2000), given the multiplicity of actors that were involved in the 2030 HSSC project network, with emphasis on the presence of the executive, legislative, judicial and government dimensions. prosecutors and the allocation of appropriate resources to ensure their continuity. This fact becomes important to demonstrate the articulation of the project with several instances, both in relation to the government, and in relation to social and society institutions, to have the necessary support for its mobilization.

Latour (2000; 2012) explains about the presence of the diffuse interests that permeate a certain scientific fact by the various network-actors in the topography of the social, important and noticeable elements of its existence that characterized this project. In the results obtained, it was possible to perceive that the involvement of the macro environment that was confused with the micro, both in the relations of political authorities present in discussions, meetings, workshops, seminars amid the presence of the local society during the development of the project.

It was possible to notice that, at the beginning of the project, there was a convergence of the interests of SES/FD, Fiocruz, UnB, IFB and LSN aiming at the construction of the common objective related to the project, reflecting that there were clarifications of eventual controversies and consensus about the project. constructed project (BR AGA, 2018; CALLON, 1984; LATOUR, 2012).

Despite the episode of several controversies, reaching the conflict even ideological inside the classroom, it was noticeable in the results that the students themselves overcame the difficulties to demonstrate confidence in the course and in the teachers, putting the differences aside and understanding that the biggest loser in the face of disputes would be the community of the territory, in addition to the impacts that would be caused to the STG class itself, due to the time needed to complete the course (TORFING et al., 2012). Therefore, it is important to highlight that there was also a consensus building among students, future popular researchers, after episodes of eliminating existing controversies, but overcome them, contributing to the achievement of the project (LATOUR, 2000).

The students' own training, which was carried out due to the government's interest, materialized through formal documents such as the Technical Cooperation Agreement 04/2016 and the Pedagogical Project for the STG course, expresses the importance of the relationship between human actors (State public workers and society) and non-humans (technical documents such as agreements and covenants, norms, decrees, public funding notices by institutions, auditoriums and classrooms) for the achievement of government actions, such as the training of local residents as researchers popular (LATOURE, 2012). The State was represented by federal public education and health institutions, acting in research and academia, respectively, present in the direct action of training society through its servants.

The joint and cooperative performance of the network-actors dictated the dynamics of the built project and presented the proposal for empowering local citizens to act in monitoring the indicators of their territory, a fact that has been present since its conception and the other phases carried out with the institutions. It was possible to notice in the results described in the previous sub-chapter that there were two essential elements for the project to take place: the interaction that took place between the State and society throughout the construction of the project; and the interests of the actors involved in achieving it.

The first element related to the interaction was characterized by the active participation of the State in the coordination of the project, an important performance recommended by Peters (2015) and Torfing et al. (2012), in view of the difficulty of management in view of the complexities related to the project and its circumstances (KLIJN, KOPPENJAN, 2015). The 2030 HSSC project, in itself, was characterized as a governance network, as there was a promotion of coordination, cooperation and resource sharing among the other actors in the composite network (TORFING et al., 2012).

In this context, it was possible to perceive that trust relationships were established, a fundamental element for interactive governance (TORFING et al., 2012), among the actors involved in the various stages of the project, but, above all, during the planning workshop held, event that it was possible to notice the participation of several local and outside actors who were present (demonstration of interest and commitment) and who were able to reflect collectively (with the representatives of the State) on the problems of the realities experienced by society in the territory of the City Structural.

The choice of actors that would compose the 2030 HSSC project was one of the essential moments for the establishment of trust among the actors. The network activation phase allowed the management group to act directly in the choice of those who would participate effectively and who could contribute to the activities of the 2030 HSSC project, mainly for the first stage.

However, it should be noted that the workshop was the element of greatest connection among the actors and the establishment of trust between them, since most of them were present until the end of the activities on the day. That was possible due to the fact that they realized the importance that was being given to the project during the speeches by public actors. Above all, it is believed that much of the relationship of trust established has been strengthened in the combination between the presence of authorities of the institutions and the appreciation that the population feels when this occurs. The demonstration of interest by the authorities and by decision-makers present in the process, culminated in the participatory behavior of society with the 2030 HSSC project.

In the eyes of the residents, having in mind certain decision makers, who are interested in listening to the community and to know the situation in which the inhabitants of the territory live and the realities they face in their daily lives, seems to be an extremely important issue. Such as those of the experiences obtained in the field observation phase carried out in the situation of the public hearings that took place in the territory of the PETI program and that only took effect when decision makers started to be present in the meetings that took place in the territory, as stated in Field Diary.

Another additional element that proves the relationship of trust between the State and society in the joint construction of this project is the STG course itself, which emerged from the need presented by the training population when designing the project. As well my perception over the frequency of students, whether the normal course or the free course, which always seemed to be high during the months of observation, a fact that demonstrates the importance given to the course, as well as the trust established with the professors.

Still, there were activities carried out, such as the construction project, planning workshop and seminar, which allowed the convergences to occur, after due elimination of the existing controversies pertinent to the uncertainties at the beginning of the project (LASCOUMES, LES GALÈS, 2012a ; LATOUR, 2012), with the purpose of building a

relationship of trust and aligning interests in favor of building a common goal for the participants:

- GDF with interest in expanding surveillance of health indicators and having more information and control over epidemiological data by the SES/FD;
- SEDES/FD to promote a higher level of development for the Structural City community;
- Fiocruz to act in the healthy development in territories and in the promotion of research directed to health;
- UnB to participate in extension projects that allow greater scientific studies to be carried out for the academy;
- Residents being able to receive public policies and being able to raise a higher educational level to act in favor of their territory.

It is also important to mention the allocation of resources so that the CESS 2030 project could take place. This fact can be confirmed by the publication of Agreement 001/2017, in which it shows the budget made available by the GFD to materialize the political will of the project. As well as, the incentives obtained in two public notices and obtained by actors of the CESS 2030 project, in view of the proposals won in the public competition, and the values were aggregated for the achievement of the objectives related to the project. It is also important to highlight the allocation of human and physical resources to the project, in view of the priority given to the project by the State as federal and district representatives of the project (GFD, UnB, Fiocruz, IFB), which contributed to the realization of the activities, the workshops and the course.

It is worth mentioning that the current environment in the country is marked by budget limitations and scarcity of resources related to social policies, especially with emphasis on health policies in the context of the federal government, expressed by the policy of fiscal austerity contained in Constitutional Amendment 95/2016, published on December 15, 2016, which despite seeking to rebalance the country's accounts by freezing public spending for 20 years from the published date (BRASIL, 2016 b). It is possible to understand that the federal decision may result in scenarios of health impacts of people living in situations of vulnerability in the territory of the Structural City, according to the results of scientific studies carried out:

“(...) an increase in the burden of morbidity / an increase in the number of complications / sequelae, implying an increasing demand for complex procedures and an increase in premature mortality (...) disruption in the care of these patients is an element of unnecessary suffering (...) The reduction in detection rates as a possible expression of non-access will have an impact on a set of diseases, as in the case of cancers, implying late diagnoses and in many situations beyond therapeutic possibilities; further reducing survival rates that are already considered lower when compared to other developed countries (...)” (SCHRAMM, PAES-SOUZA, MENDES, 2018, p. 25).

“(...) include people with chronic illnesses unable to access life-sustaining drugs, people with rare illnesses who are losing income support and forced to take care of themselves, and those whose hopes for a better life in the future have been dashed , see no alternative but to commit suicide. So far, the discussion has limited to finance ministers and their counterparts in international financial institutions. Health ministers have failed to get a seat at the table. As a result, the impact on the health and well-being of ordinary people was barely considered until they made their feelings clear in the ballot box (...)” (MCKEE et al., 2012, p. 349).

The adoption of austere measures aimed at reducing spending depends directly on the type of health model in the country and the socioeconomic conditions of its population, which can cause effects that will impact the lives of people at a high level, especially the vulnerable, causing eventual collapses of the public system. (SCHRAMM, PAES-SOUZA, MENDES, 2018).

The contextualization was necessary to understand the systemic issue experienced by the Brazilian population and, consequently, by the population of the Structural City, given that there is a high demand for health services in the territory, according to the high dependence on SUS verified by the 93.1% of the population of the territory that does not have access to health plans (DISTRITO FEDERAL, 2019a).

In view of this harsh scenario, mainly for social policies linked to health and education, the 2030 HSSC project allowed to contribute to both lines of action, since it was based on the teaching-research-action triad, with allocation of resources, to promote more inclusive policy-making for the community of the territory.

Therefore, box 5 presents the synthesis of the most highlighted elements in this stage.

Box 5: Summary of Inferential Analysis - Actors Category.

PROJECT SUMMARY 2030 HSSC	MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS
PPP MODEL LENSES - CATEGORY: ACTORS	<ul style="list-style-type: none"> • <i>PLURALITY OF ACTORS INVOLVED IN THE DESIGN AND IMPLEMENTATION PROCESSES, WITH A SPOT OF PUBLIC AND PRIVATE ACTORS AND THEIR RANGE IN RELATION TO THE DIFFERENT POWERS OF THE STATE AND THE PUBLIC MINISTRY IN THE PROJECT CONSTRUCTION;</i> • <i>CARRYING OUT ACTIVITIES RELATED TO ACTIVATING THE NETWORK OF ACTORS FOR THEIR MOBILIZATION AND ENGAGEMENT NECESSARY TO THE PROJECT, WITH ACTIVE SOCIAL PARTICIPATION AND INTERACTION IN CONSTRUCTION;</i> • <i>THERE WAS CONVERGENCE OF INTERESTS AND SEARCH FOR THE AGREEMENT AMONG INVOLVED ACTORS TO BUILD THE CONSENSUS AND COMMON OBJECTIVE NECESSARY TO THE PROJECT;</i> • <i>OCCURRENCE OF GRADATIVE BUILDING OF CONFIDENCE AMONG ACTORS IN PROJECT'S TRAJECTORY, BEING STRENGTHENED BY THE PRESENCE OF THE STATE'S REPRESENTATIVES TO THE LOCAL SOCIETY REPRESENTATIVES DURING THE ACTIVITIES CARRIED OUT;</i> • <i>ACHIEVEMENT OF THE PROJECT'S ACTIONS WERE LEGALLY SUPPORTED WITH DIFFERENT FORMALIZATIONS OF GOVERNMENTAL DOCUMENTS, WITH BUDGET ALLOCATIONS INTENDED TO GUARANTEE THE CONTINUITY OF THE 2030 HSSC PROJECT AND WITH CONSTITUTION OF THE SCIENTIFIC FACT.</i>

Source: own elaboration.

5.3.2 Analysis category: representations

Understand the different meanings listed by the actors in relation to the actions that were developed in the project, as well as in relation to the existing contexts (cognitive and normative) both during Participant Observation and during the Case Study, itself, contributed to the understanding of the representations' lens in the PPP model (LASCOUMES, LES GALÈS, 2012). For that, there were cognitive spaces (meetings, workshops, seminars and courses) and normative spaces (publications, decrees, agreements, covenants and laws) that allowed the interaction to occur for promote the construction of scientific fact by the network of the 2030 HSSC project (LATOUR, 2000; 2012).

It is important to highlight that the cognitive spaces when integrated with the norms allow to understand the representation that the State itself has in front of its legal instruments, in the sense of clearly constituting its intention as a symbolic form of power in the face of the rules exposed publicly to the actors: “(. ..) legislative and regulatory

measures also have an axiological function: they define the values and interests protected by the State (...) they fulfill a pragmatic function of directing social behaviors (...)” (LASCOUMES, LES GALÈS, 2007, p 12, our translation).

In this way, the existing symbolic dimension dictated the tone of action by the State in its policy-making while the cognitive and normative spaces make sense of the action, which is apprehended according to the roles of the actors in the project and the very meaning that can be seen in a subjective and intentional way in the 2030 HSSC project (LASCOUMES, LES GALÈS, 2007; HASSENTEUFEL, 2008).

Such elements, added to the agreement of action by the local society and proposition of the intentions of the project that culminated in the first joint construction workshop, shortly after the design and activation phases of the network, prove that the scientific fact occurred, including acceptance of the proposed instruments by the State, agreed by society during the project, especially in the set of strategies used for the due engagement of human and non-human actors successfully (LATOUR, 2000, 2012).

In the Field Diary it was possible to gather and perceive several meanings brought about by the experiences of the inhabitants of the territory in the history of the regularization of the Structural City, which still persist in the life of the local society. Fear and terror are two of the examples that we bring to the analysis, in the face of a situation that occurred in the 1990s, but which still lingers in the minds of several residents, according to the reports described. The feeling felt during the observation with residents is that, for the subjects, the political language of the State is still the use of violence to achieve a certain objective.

It is worth mentioning that the intense experience lived for more than 20 years, relating to the removal of residents in a harsh and aggressive manner, given the due proportions, still occurs today, as an article published by Ferrari (2020) that covered the removal of residents in area occupied in the Santa Luzia farms, by means of an order issued by the Federal District Court for the Environment, Urban and Land Development. Such order should be preceded by a communication of the removal by extensive science to the residents, in a preferential humanized manner and with the proper relocation to another location with decent living conditions (FERRARI, 2020). However, the fact is that the residents’ withdrawal appeared not occur in the manner determined by the judge (Figure 29):

“(…) Despite the legal support of the measure, the removed families complain about the truculence of government agents during the days of operation (….) they arrived putting us all out, throwing our clothes in bags. Everyone here, who has seen their shacks fell, knows what happened. They didn't have time for anything. There was no dialogue. They used to enter the shacks and throw our things up in the middle of the street, said Mirelly Lorraine, 23, one of the women who lived in the place (….)” (FERRARI, 2020, no page).

Figure 29: Photo of a report residents’ withdrawal from Chácara Santa Luzia.



Source: Canal G1 (FERRARI, 2020)

It is important to note that, during the public hearing held in December 2019 at the FDLC (a few months before the residents’ withdrawal in the report), the attorney general of the Federal Public Defender's Office had proposed such a humanized eviction pact in the territory, a fact that, according to the report of the resident in the report and the registration made with families in open fields in the photo of the article, apparently did not occur, as well as their resettlement in an appropriate place.

The families of Santa Luzia who live in the struggle for the guaranteed right to housing, as stated in the BFC/1988, also live for survival, in the face of vulnerability in the situation they find themselves in. Problems such as adequate housing, as well as lack of water in the territory, impact people's ability to survive and, consequently, their development as a human being, considering that its meaning is related to the improvement of the population's life and to have their own needs. freedoms enjoyed (BRASIL, 1988; SEN, 2018).

Sen (2018) understands that "(...) many people have little access to health services, basic sanitation or treated water, and spend their lives fighting unnecessary morbidity, often succumbing to premature death (...)" (Ibidem, position 321 of 8126, Kindle version). When it comes to development, it would be important for the State to direct its action in order to ensure that public policies could raise human capacity and its substantive freedoms, such as social opportunities and protective security for the population (Ibidem).

The very history of the struggle among representatives of the State and local society, when there were clashes and burning of tires on highways (a way to draw attention to the local problem at the time of regularization) ended up having negative consequences for the image of the local population, who still suffers from possible prejudices and discrimination caused by other members of society, in the sense that they have a stigmatized image of disapproval in relation to the attitudes or actions of the inhabitants of the territory.

It is important to understand that the process of social struggle constituted by the society of the Structural City came from individual experiences that were disrespected and corresponded to a feeling of a group of representatives who, in order to defend the sharing of meanings, proceeded with their reparation with the creation of social movements.

The perception given to the results presented, with emphasis on one of the results of the scenario created in the planning workshop of the 2030 HSSC project, is that part of the inhabitants of the territory still feel prejudice against the Structural City and that part of the population still does not understand the meaning of citizenship. Therefore, for the inhabitants of the territory, it is important to show the State and the people of the Federal District that the community still calls for rights.

Therefore, the learning process would be important for the State in order to understand the meanings brought by the social representation of the local population in relation to the struggle and the conquests of the territory, in addition to the realities experienced by it, in order to increase the efficiency of public management and effectiveness in the policy-making for the territory (CAIO, MARQUES, 2010; MOSCOVICI, 2007).

Here we highlight the observed speech of a certain participant in an event organized by the Structural City Memory Point that I was able to participate in the

community, who expressed his point of view, the same essence in which we are bringing this analysis: "(...) *politics when it gains meaning it is empowered, this is the strength of the people and policies (...)*". The interpretation I had at the time was that, when policies are integrated, the act of making politics for life gains more strength, as this allows actions to be generated by the government that would, in turn, increase the population's quality of life., in addition to contributing to combat the situation of vulnerability of residents.

This approximation of the State with the people to formulate policies can contribute to the effectiveness and design of the policy, based on the understanding of the existing relationships and the existing developments regarding the problems caused by the lack of certain policies (LASCOURMES, LES GALÈS, 2012 a ; PETERS, 2013; 2019).

The subjects observed appear to feel absence of State within the territory, even with lots of public equipments and services offered to the population, as could be seen in the field research. The perception we had in relation to the observed residents is that they do not feel valued or feel left out by GFD, a feeling that has been repeated over the years since the process of territory regularization. And still feel frustrated with the government, such as the situation of lack of water that occurred in Santa Luzia in 2019. Such perception is reflected in the lack of coordination in actions by local managers, over the years, in the defense of residents and in the appropriate direction for the resolution, itself. Still, according to this perception, there is the issue of the relationship among waste pickers and cooperative collection, which, in addition to generating insufficient income for those who survive it, have not yet behaved all of them, as we have seen in the SLU studies.

Another point of analysis is related to the feeling of absence of State on the part of the subjects observed. The perception is that there are several significant and emotional elements in the statements of the subjects observed, in relation to citizenship and democracy contained in the constituent's proposal, but which were not guaranteed. The observed reports listed in the results show us that there are locals who understand the meaning of fundamental rights, with very clear exposures and positions and criticisms in relation to their rights, such as housing rights, for example.

On several occasions, both in the observation of the course and in the observation in the territory, there were reports that refer to the absence of the State, including expressing anguish or hurt towards the current and previous governments, due to the feeling of neglect in solving problems faced. in everyday life, as placed in a public hearing

in Santa Luzia. In the results, it was possible to verify the time span of four months to solve the problem of satisfactory water supply, for example. This time gap occurred between the perception reported in the classroom by students living in Santa Luzia about the lack of water in the place and the public hearing that took place in December of the same year, representing the beginning of the movement to try to resolve it.

The feeling of the absence of State on the part of the subjects observed contrasts with the presence of public facilities in the territory, such as health and social assistance posts such as CRAS and CREAS, among others, as detailed in the previous chapter. In addition to the equipment, it is also worth mentioning the projects and programs that take place in the territory with partnerships between social and public institutions, such as UnB, for example. Only by UnB, 26 academic extension projects that were underway in the territory were mapped.

Several initiatives took place in the territory as we could check in the study, almost like a laboratory for social and academic research, with raised projects and programs that contribute to minimize the situation of vulnerability of the population, in ways of reducing the existing inequalities in the territory. Such initiatives are also important in the movement for tackling inequalities in the territory, for example, in health actions with waste pickers and their families in Structural's Garbage Dump or in women's empowerment projects, such as what happens in partnership with the Coletivo da Cidade.

The results pointed to the feeling of absence of State, perhaps due to some elements that we will discuss here, but it is worth highlighting some points of inference about these initiatives, which corroborate with the perception. There may be a lack of clarification to people benefited by UnB extension projects that the professionals involved in the projects can be linked to the State, such as teachers or scholarship holders, for example. This action could be an important awareness of the information among the residents and to show the local society that the State is present in some way.

On the side of UnB professionals who work in extension projects in territory, part of the observed subjects mentioned that they feel that community sees them as immediate problem solvers. Such perception is aligned with the reality faced by the local society, which in addition to carrying the burden of not receiving policies satisfactorily for their conditions, the very emotional burden experienced by older residents, who participated in the regularization process and episodes of violence in the end of the 1990s, it still brings to mind episodes of suffering.

It is noteworthy that there are controversies in the facts observed in relation to the sensation of the State's presence or not in the territory, even because there was its constitution or due movement in the construction of the existing meanings in relation to interests and their effects (consequences) with the local population (LATOURE, 2012).

On the one hand, residents face daily problems in the territory in relation to unemployment and the insufficient income of part of the collectors caused by the deactivation of the garbage dump (and consequences triggered, such as mental health problems in families in the territory, according to reports in the classroom and in the territory), as well as the problems faced by the lack of water, structure and housing, especially Santa Luzia. Those problems might bring them the apparent feeling of absence from the State, whether in the delivery of public services to guarantee the survival of their families. ie participation in policy-making.

On the other hand, the GFD appears to be moving to resolve at a rate notoriously unsatisfactory for the local population, and there are initiatives by the State, such as the HSSC 2030 project, which are punctual for the attempt to solve the residents' problems, but the perception is that there are apparent bureaucratic obstacles to solving issues of water supply, structure and housing solutions for Santa Luzia, despite the manifest intention made during the hearing, about the political will to seek solutions for the place.

It is important to mention that the public interest does not precede the construction of the action, however, the resulting solutions can be constructed in the existing controversies, given the possible conflicts of the different positions that were present in the public hearing that took place in 2019 at FDLC (LATOURE, 2012).

The problem experienced by Santa Luzia only became public when it became an object of government attention, which had disputes with different positions of actors on the executive and legislative side of the GDF during the session at the FDLC, in addition to the presence of residents and workers of the territory that brought evidence and intentions about the place, important elements that allowed to characterize it in this way (LASCOURMES, LES GALÈS, 2012a).

The conception of the social topography process in the territory was important to promote the understanding about the existing problems and the construction of scientific facts (LATOURE, 2012). The public hearing in the FDLC took place due to the political contacts of the residents and aimed to call the government's attention to the resolution of the problems experienced, managing to make them heard by the State. Despite the

mobilization of the actors so that the public hearing could take place, as an initial step in the attempt to solve the public problems existing in the territory of Santa Luzia, it was demonstrated that the full resolution would still take a long time.

Despite the construction of the consensus for partial resolution that occurred at the public hearing, in relation to the government's assessment of the proposal for the housing project offered based on the study carried out by the representatives of FAU/UnB, the non-neutrality of the positions of the actors involved at the end of the session was notorious, when there were discussions and animosities in the speeches of the parliamentarians, in relation to the political positions of current and previous governments (LATOURE, 2012).

After years in the struggle for regularization, according to the facts observed and the results obtained, the perception was that the population in the territory, over time, has developed forms of resistance to deal with the State, in the struggle to guarantee the housing of people who live in a certain space within the territory. It can be said that this resistance still occurs today, as the very form found by representatives of the local society of Santa Luzia to hold a public hearing at the FDLC.

It is worth highlighting another form of resistance that the local society has regarding its history, built by its people and related to the right to social memory, because in the same way that there is the right to be a woman, the right to have children in schools or the right to live, it is important to keep alive the history of construction, identity and struggle of its people alive within the territory of Estrutural (BURKE, 2000).

In this regard of active listening to the population, although the 2030 HSSC project was built with a view to popular surveillance in the territory and the expansion of the project later in other territories of the FD, its proposition and design were able to provide this intention to listen to the residents and act on the actions within their reach, according to the results presented since the beginning of its conception and during the phases of its construction, with emphasis on the planning workshop and the STG course.

There was the construction of governance spaces for the project aiming to give voice to the population of the Structural City, in order to hear the difficulties faced by them in their daily lives, in addition to allowing them to choose the problems they wanted to be faced, a fundamental element for the defense of individual freedoms and what contribution to the achievement of development (SEN, 2018).

The action of active listening, understanding their real needs and the essence of the reality of the problems faced, can be seen in the results presented, being a fundamental element in governance, as we have seen (ADDINK, 2017; 2019; BEVIR, 2011; LASCOUMES, LES GALÈS, 2012a; PETERS, 2000; TORFING et al., 2012).

Part of the group of students manifestly expressed gratitude towards the course, perhaps for the opportunity to be heard or to understand how to act to be heard in the contemporary world, given the need to appropriate knowledge related to the government, such as governance and public policies, in order to interpret information and use it to your advantage to claim public services for your territory.

Finally, we highlight here the controversies and conflicts that emerged during the STG course, in the face of the clash between students living in the territory and outside, as well as students who had different political-ideological positions in the classroom, a fact that characterizes the process of science under construction, in the epistemological sense of understanding the scientific fact in relation to the actors (LATOUR, 2000).

According to the results, the learning process they had was intense, with suffering from non-acceptance of other people's opinions, several complaints from different students and different from each other, as well as, thinking that people from outside the territory could not contribute with the research because they do not have adequate local knowledge.

The experience observed with the situation that occurred with the students was similar to any situation that involves decisions in governance spaces because it has some characteristics: resolution of possible problems and disputes in the arena, which contain discussions with different points of view and conflict of interest in the heterogeneity of the actors present, in the sense of seeking solutions to a certain problem (TORFING et al., 2012).

In the face of a short time frame for carrying out disciplines and writing the work (2 years), the growth of dissatisfactions and relationship problems could be an obstacle for the realization of the course and in the training of popular researchers for the 2030 HSSC project. The occurred intervention of the conflict mediation by the professors not only contributed to guarantee the governability of the course and to minimize the eventual impacts that could arise, but also contributed to the emergence of the meanings of the impacts that could be caused in the face of the situation.

This passage was important for professors, who gave students the opportunity to voice their problems and interests, as well as for students who could understand that, if they could not act within a reality of different perceptions and positions, it would not be possible to have success in their actions, a situation similar to the reality they would face in future interventions in the performance of governance spaces.

Thus, part of the dynamics reflected the sharing of the students' will to act in an orderly and articulated way at the expense of reducing the inequalities of the territory, in the sense of building consensus in the face of the elimination of possible controversies and conflicts within the groups (LATOURE, 2012).

The position they took in the sense of solidarity in favor of others and society in resolving the conflict that emerged during the course is very similar to the characteristic of the population of the Structural City itself, an important positioning of students in relation to human behavior for life in the territory (SANTOS, 2003).

Therefore, box 6 presents the synthesis of the most highlighted elements .

Box 6: Summary of Inferential Analysis - Representations Category.

PROJECT SUMMARY 2030 HSSC	MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS
PPP MODEL LENSES - CATEGORY: REPRESENTATIONS	<ul style="list-style-type: none"> • <i>PRESENCE OF COGNITIVE AND NORMATIVE SPACES TO ENABLE THE CONSTRUCTION OF SCIENTIFIC FACT ACTION IN THE 2030 HSSC PROJECT, WITH THE RIGHT TO DEMOCRATIC CHOICE BY THE LOCAL POPULATION OF THE PROBLEMS TO BE FACED;</i> • <i>THE EXPOSURE OF INFORMATION DURING THE INTERACTIONS CONTRIBUTED TO RAISE THE LEVEL OF UNDERSTANDING OF THE SIGNIFICATES OF THE EXPERIENCES LIVED BY THE LOCAL POPULATION, WITH A HIGHLIGHT FOR THE HISTORICAL SOCIAL DISCRIMINATION EXPERIENCED;</i> • <i>DESPITE THERE ARE SEVERAL PUBLIC EQUIPMENT AVAILABLE FOR THE TERRITORY, THE LOCAL POPULATION STILL PRESENTS SENSATION OF ABSENCE OF THE STATE, IN FUNCTION OF THE DISASON IN THE TREATMENT WITH THE LOCAL SOCIETY AND OF DISCONTENT WITH GOVERNMENTS WHEN THE PROBLEMS OCCUR;</i> • <i>THE ACTIVE LISTENING OF THE STATE TO THE LOCAL SOCIETY DURING THE DIFFERENT PHASES OF THE PROJECT CONTRIBUTED TO THE GOVERNANCE OF THE HSSC 2030 PROJECT, IN THE SENSE OF COORDINATION OF ACTIONS AND CONDUCT OF PROCESSES;</i> • <i>DURING THE PERIOD OBSERVED, THERE WAS AN APPARENT OVERCOME OF EXISTING DISPUTES AND CONFLICTS AMONG THE WORKING GROUPS OF STG STUDENTS TO BENEFIT FROM FUTURE CONTRIBUTIONS TO THE LIFE OF THE TERRITORY POPULATION.</i>

Source: own elaboration.

5.3.3 Analysis category: processes

The category of processes, in relation to the PPP model, requires understanding about the interactions that were possible to occur among the actors involved, whose results may be subject to direct or indirect influences for the PA (LASCOUMES, LE GALÈS, 2012). Thus, we brought to light the critical analysis of the processes and their phenomena that emerged in the relationship of cooperation between the State and civil society with a view to solving the problems faced by the community in the territory.

It is interesting to note that two different situations were listed in the analysis, the first referring to the 2030 HSSC project and the second that we highlight in relation to the public hearing observed in the FDLC, both of which have at the same time common and different points, such as the amount: of actors involved, diffuse interests and existing controversies (LATOURE, 2000; 2012).

The 2030 HSSC project does not present itself as a space for political decision-making, we understand it as a socio-political space for building collective solutions, in which local society was brought into government action with an express interest in training local residents to work in the future process of popular surveillance by the GFD, through the approximation between the State and local society for a better understanding of the problems and realities faced by it.

This is a process that allowed, or rather, that gave the tone of action in a cooperative way for collective construction, giving voice to residents and local workers and giving them the right to choose the social problems that they wished to act in order to remove the existing threats and combat the social risk factors that plague the territory. The State's representatives, in the project, presented themselves as partners in the construction, showing interest in the allocation of physical, human and financial resources, as well as being present in the actions and activities together with the representatives of the local society.

The episode experienced in the public hearing is already in a different scope of the 2030 HSSC project, being an observed phenomenon that refers to the dispute of interest in a specific and appropriate arena for this purpose. Unlike the 2030 HSSC project, which managed to reach actors from the executive, legislative, judicial and public ministry spheres, the absence of important actors was felt for decision-making, given that there were later referrals that involved them.

The very decision that would involve solutions for the territory is no guarantee that everything will be resolved overnight, in view of the complexity of the situation in the Santa Luzia community, the number and policies and actors involved and the bureaucratic obstacles. As we have seen, the meeting took place in December 2019 and four months later, people from the community of Santa Luzia were expelled, with shacks removed from occupied areas that occurred in a non-humanized manner, according to the report and images, contrary to the proposal made by the prosecutor present at the audience (FELIX, 2019; FERRARI, 2020).

The actors' mapping carried out in this research confirmed the diversity of actors involved in the process with representatives linked to different powers and sectors of the State, which together with the local society, it was possible to list various knowledge, whether technical, scientific and popular knowledge, composing a socio-technical network, and they were able to act in an integrated manner and based on the relationship of trust that occurred in a gradual manner, apparently established among the representatives of the management group.

It was possible to perceive that the participation of the local society in the stages of project design, the construction of the action plan and the planning workshop influenced the execution of the works and the outline of the actions, considering that their manifestations in the cognitive spaces of the 2030 HSSC project was used to support the planning and construction of the instruments used in the subsequent stages, as we saw in the results described. It is worth mentioning that STG course and its pedagogical project proposal were the result of previous actions, products of the interaction between the State and the local society, considering that it was built from the perceptions and choices made about the problems faced in the territory, mainly during the planning workshop (BRAGA, 2018).

Even the final result of the students' conclusion work can contribute to raising the level of knowledge of the territory, which would make up the "Popular Plan" , a document that will consolidate the jobs and generate critical inputs containing state-of-the-art problems listed by the working groups and proposals for intervention in the Structural City. Recalling that the proposals were made based on student research and such inputs may have the ability to influence the design of policies, and may support decision-making regarding formulations for the territory by SES/FD or even by other GFD Secretariats.

Such elements become important to understand that science was being built jointly in the collective action to generate knowledge about the territory, thus reducing the level of uncertainty about the understanding of the problems experienced by the local society, a fact that can contribute to raise the efficiency of the State in the policy-making, above all, the result of this integration can help in the process of convincing decision-makers, since GFD's managers were involved and actively participated in the project (LATOURE, 2000; GEYER, 2011).

It is worth noting that the lack of coordination of actions among community leaders in the midst of the reports during the observation emerges important issues of lack of alignment of speeches, of existing power disputes and of fragmentation in the community's actions in dialogue with the State. This obtained information in the research is consistent with the work carried out by Mattos (2011), when he mentions in his study, performed 10 years ago, about the internal disputes that existed in the territory of the Structural City and which, apparently, still persist:

“(…) The residents of Estrutural, as a result of games of political interests, are very suspicious (...) the organizational dynamics are made in groups, often ideologically opposed. Each block has a community mayor - in all, there are 21 (...) The lack of public policies made the community itself unite according to the interests of each resident. The result is a community, from the outside, seen in a homogeneous and similar way; but, inside, it has two main aspects: community leaders x local administration (...)” (Ibidem, p. 11).

The perception that we had in the opinions emanated by the inhabitants of the territory is that there are people mobilized with potential, with capacity, with wisdom and intelligence in the process of making politics with the State, but that there were uncoordinated movements in moments between the intersection of regularization Structural City and the current period that increased the number of leaders in the territory. We bring here, as an example, the increase in the number of mayors of the blocks, who gain voices to represent the interests of the respective families who live in them in the territory.

There were speeches during the STG course that said: “(...) *now everyone is a leader (...)*”, or even, “(...) *he raised his arm and considered himself a leader (...)*”. The apparent lack of organization and lack of homogeneity in actions by community representatives and the relationship between local society and Regional Administration may have contributed to the feeling of absence of the State perceived in the observation.

The issue seen in relation to the councils existing in the territory gives us the perception of the non-functioning to the satisfaction of all the spaces of dialogue that exist and are legally supported, either due to the lack of incentive to social participation, lack of interest of local society, lack of organization, political problems, or lack of an appropriate structure to hold the meetings, as stated in the observations. Such elements lead to problems of non-occupation by the spaces formally created by the State to stimulate social participation and which could be used more intensively to achieve better benefits for the local community.

Thus, the apparent lack of alignment between community leaders in the territory and possible dispersion in their actions, in addition to the apparent lack of coordination of actions between the Regional Administration and local society are at odds with the discourse contained in the observation during the research, considering that the observation made pointed to the pre-disposition of cooperation with the government for the joint construction of solutions for the territory.

Therefore, the perception is that there are still noises of communication between the Regional Administration and community leaders to guarantee the direction of actions in favor of the development of the territory, as in the case of the proper functioning of councils supported by law with due social participation in these spaces. of the Structural City, elements that have an impact on the governance of the territory, as well as on governance (PETERS, 2015; TORFING et al. 2012).

Finally, it should be noted that the supply of water, energy and infrastructure, policies claimed by the community of Santa Luzia in the public hearing may even find support in the government plan [\[59\]](#) 2019-2022 proposed by the then candidate, today governor of the GFD, in view of the provision of universal water supply in the city. However, in the same document there is contradictory information, in which the support of such policies claimed by the Santa Luzia community would be a priority only for new housing in the GFD, even contrasting with his inaugural speech when he defended that his government would be for the poor (POVO, 2019).

Therefore, box 7 presents the synthesis of the most highlighted elements.

Box 7: Summary of Inferential Analysis - Process Category.

PROJECT SUMMARY 2030 HSSC	MAIN ELEMENTS HIGHLIGHTED IN INFERENTIAL ANALYSIS
PPP MODEL LENSES - CATEGORY: PROCESSES	<ul style="list-style-type: none"> • <i>CHARACTERIZATION OF THE 2030 HSSC PROJECT AS A BUILDING SPACE FOR COLLECTIVE ACTION BETWEEN STATE AND SOCIETY WITH COMPOSITION OF THE SOCIOTECHNICAL NETWORK WITH ACTORS BELONGING TO DIFFERENT POWERS OF THE STATE AND THE PUBLIC MINISTRY;</i> • <i>ACTIVE COMMUNITY PARTICIPATION IN THE EXECUTION OF THE PROJECT THAT LIFTED THE LEVEL OF KNOWLEDGE ABOUT THE PROBLEMS EXPERIENCED IN THE TERRITORY, CONTRIBUTING TO SHAPE THE STRUCTURE OF THE COURSE'S PEDAGOGICAL PROJECT AND THE THEMES THAT WILL BE WORKED IN THE TERRITORIES OF THE PROVISIONS OF THE PROVISIONS. USE OF SCIENCE FOR PUBLIC MANAGEMENT;</i> • <i>NOTES ON PARTIAL OPERATION OF THE COUNCILS SUPPORTED BY LAW IN THE LOCAL COMMUNITY THAT SHOULD BE FULLY OCCUPIED, TAKING ADVANTAGE OF THE RIGHT GUARANTEED BY THE STATE OF SOCIAL PARTICIPATION IN THE TERRITORY;</i> • <i>IN SPITE OF THE PERCEIVED PRE-DISPOSITION OF SOCIAL PARTICIPATION ALONG WITH THE GOVERNMENT IN THE RESULTS, THE NOTES SHOW UNCOORDINATION OF THE ACTIONS BY THE LEADERS OF THE COMMUNITY WITH APPARENT WEAKNESS AND LACK OF ALIGNMENT WITH REGIONAL ADMINISTRATION AS WELL WITH THE GFD, WHAT MIGHT GENERATES FUTURE FAILURES IN GOVERNANCE.</i>

Source: own elaboration.

5.3.4 Analysis category: faced problems

One of the problems that most emerged in the dimensions observed was about the unemployment that plagues the territory, much to the detriment of the deactivation of the garbage dump. The initial perception, from the students' reports during the observation, was that most of the waste pickers and their families would still remain in the territory, even after the deactivation. Such information was coherent with the data collected from the SLU management reports (years 2017 to 2019) and with the data from the cash transfer programs (PBF and DFSM) provided by SEDES/FD. It was possible to ascertain that, on the one hand, 84% of the waste pickers disconnected from cooperatives were untapped, and on the other, the data from the cash transfer programs pointed out that, practically, there was no change in the numbers of benefited families in the territory (DISTRICT FEDERAL, 2019a; SLU, 2017; 2018; 2019). This may mean that a large number of waste pickers and their families may still be in the territory and that they may actually be idle.

In addition to the issues related to deactivation, legal and bureaucratic obstacles also impact employment in the territory, such as the episode observed in the list of Permanent Fair (PF) and Free Fairs, when the issue of fixed expenses for merchants to use the PF space ended up weighing on the available budget of marketers. The combination of fixed expenses and not having the resources to cope in the face of weak sales of their products, according to the reports observed, ended up leading to eventual exits of them from the PF spaces. In addition, they are unable to use the central square of the territory, technically the most accessible place in the Structural City and easy to locate, due to the legal obstacle of not having competing fairs due to the legally established limit.

It is interesting to note that the PF, inaugurated in 2017, was the object of conquest of the territory for the Structural City's community⁴, which already claimed better conditions to work as an autonomous in the face of improvised performance in the territory, amidst the rain, mud and wind, and being able to enjoy a covered space with dignity to work with and contribute to the daily logistics of taking and bringing products to the point of sale, starting to store them in the place in a safe and appropriate way.

Another point of analysis perceived, in the light of the results, is that the Structural City has several places that offer technical courses and even professional courses for the population. This is even one of the characteristics of the territory, considering that only 8% of the population has entered higher education or has completed it (DISTRITO FEDERAL, 2019a).

Given this, the discussion that emerges in the face of the results on the issue of unemployment in the territory is precisely this counterpoint, free courses are offered for the technical or professional training of local residents, but they do not leave employees, in the sense of being taken advantage of in job opportunities. jobs in the community, ending up looking for jobs in regions closer to the territory such as the registration of almost 60% of the local population (DISTRITO FEDERAL, 2019a).

Still on the issue of employment and income in the territory, the data showed that the monthly average of receiving government allowance, in a combined form between federal and district government assistance, for the residents contemplated in the territory is almost 90 reais per capita, almost borderline value between a person who lives in extreme poverty and poverty, according to Decree number 9.396, of May 30, 2018

⁴ <http://www.brasilia.df.gov.br/feira-permanente-da-estrutural/>

(BRASIL, 2018), and which represents the situation of social inequality and experienced vulnerability of approximately 12,000 people in the territory - almost 30% of the current population (DISTRITO FEDERAL, 2019a).

Thus, the situation of marketers, artisans and waste pickers in territory becomes even more complicated when understanding the scenario of unemployment and reduced purchasing power of people in the country, which reflects what happens in the Structural City. This fact ends up making it impossible for marketers and even other existing artisans in the territory to get a fixed space to be able to sell, impacting the income of self-employed workers in the territory, given that there are travel expenses to work in other fairs. existing funds in the Federal District, expenses that could impact the budget of their families.

With this limitation, there may be a low level of employability of people, since there are few opportunities for local jobs, a little of the situation also reflected in the current situation of the Brazilian market, which has had an increasing unemployment rate in the last 9 years (IBGE, 2020). Such a situation may cause the money to stop circulating in the territory, almost as generating a vicious circle of poverty for the survival of the local population, in view of the impasses presented as conditioners of inequalities for people's lives (MYRDAL, 1977).

As we have seen, despite the objectives of the PBF and DFSM cash transfer programs aim to break the vicious circle of poverty and contribute to the reduction of income inequality in the territory (CAMPELLO, NERI, 2013; DISTRITO FEDERAL, 2019a), it would be important if the State acted in such a way as to guarantee the protection of its peoples, through incentives to generate jobs and income for the local population.

In addition to the issue of employment in the territory, one of the problems that has been listed the most concerns the lack of social participation in acting with the State. Given the due proportions, the case experienced during the observation in the episode that occurred between the artisan and the representatives of the Regional Administration reflects a little of the situation of the clash between the State and the local population in the territory, as for example, when the State offered housing solutions ready, but that would not meet the needs of society.

There is an apparent gap between the conception on the part of those representatives of the State that formulated such housing solutions, possibly due to not

knowing the reality of the local society or caused by the lack of community participation in the construction. On the one hand, there is the present social issue to find a housing solution that is financially feasible for the State, and on the other, the acceptance (or not) of the project to solve the problem of the population that occupied public areas in Santa Luzia, considering that the State proposals were at odds with the reality experienced by residents, according to reports in the classroom.

During the observation of the public hearing, it was possible to ascertain this statement, considering that the central point, regarding the fact that the construction of the solution was not collective, was emanated in the speeches of the residents and by the UnB representative. In fact, it was clear that there would be no social participation in the proposal made at the end of the hearing about the housing solution. The local society would participate only at the end of the process to accept or not the government's proposal, and there would still be the process of listening, analyzing and proposing changes to the UnB proposal by the GDF.

The central point here is the problem of not understanding the different realities experienced daily by the population of the territory, an element that becomes essential to allow the joint construction of the solution, and that social participation can directly contribute to raise the level of knowledge about it, with a focus on generating qualified and relevant information for the formulation.

This movement of bringing the State closer to society becomes fundamental for the better policy-making solutions related to the complex problems of the territory. The effectiveness of the policy can be high when potential stakeholders can also contribute to the process of their specific policy formulations or designs, even to raise the existing level of confidence (notoriously low) and facilitate the decision-making process regarding the solution that is being built, since the interested actors followed its evolution (BRUGUÉ, 2008; GEYER, 2011; IRVIN, STANSBURY, 2004; LIJPHART, 2012; LOTTA, FAVARETO, 2016; SEN, 2018; STACEY, 2007; TORFING et al. , 2012).

It is possible to think of a parallel with the laboratory of Latour in the construction of the scientific fact, considering that immersion is a necessary procedure so that the relationship between the State and society for the construction of science is established in a practical and direct way (LATOUR, 2000), so that, thus, it can raise the level of detail of information to better understand the political problem from the interactions between the actors involved (LASCOUMES, LES GALÈS, 2012a; LATOUR, 2012).

It is important to highlight the process of transforming the public problem into a political problem in the case of Santa Luzia, in view of the mobilization of actors that was necessary to culminate in a public audience in an attempt to resolve the difficulties faced by the community and by interpellation of actors in favor hers and who were not previously involved (LASCOUMES, LES GALÈS, 2012a).

As for the structural problems existing in the territory, both pointed out in the planning workshop, as in the Future City seminar, as listed in the Field Diary, based on the observations made with the students and the territory, especially those that were placed in the public hearing at the FDLC regarding the situation of the residents of Santa Luzia are extensive and need the balance of the State's action to promote the development of the territory, in order to generate the necessary protection for the local population (POLANYI, 2010).

The lack of receiving water, from the perspective of human rights, was perceived as the most impacting issue in the situation faced by the community of Santa Luzia, as it is a basic need for the survival of the peoples, regardless of the stage of their development or economic and social conditions (UN, 1977).

This need is supported by the State so that it is fully guaranteed, especially when it comes to children, in view of the proper fight against diseases, malnutrition and infant mortality, as provided for in article 24 of Decree 99.710, of 21 November 1990 and according to the Geneva Declaration of 1924 (BRASIL, 1990; NAÇÕES, 1924).

We highlight here, the importance of understanding the facts caused to the detriment of the lack of water and energy in the territory that we could observe in the results, in view of the complexity involved in this issue, but, mainly, about how the inaction of the State generated several impacts for the community and in different policies, as seen in the chain of evidenced correlations observed in the public hearing.

The lack of water in the territory generated impacts on the local society, considering that the families started to worry about their survival in view of the basic need not being met (thirst), in addition to not being able to bathe or wash their clothes.

In turn, the children started to stop attending schools because both they and their clothes were dirty and without minimum hygiene conditions to be able to participate in the activities, while the “daycare centers” faced problems with the lack of water to supply the need basic thirst (from daycare professionals and students), as well as proceeding with food hygiene to carry out the meals of school students.

The unfolded situation itself may start to generate mental health problems in children, as seen in the account of little child Ana Beatriz during the hearing, as well as in her parents, in view of the daily attempt to solve the problem for her family who are not having basic need for seat supplied.

In view of the school dropout caused by the lack of water, children might end up being idler in the community and the lack of attendance in schools leads to the interruption of the receipt of the benefit of the assistance programs of cash transfer (BSF and DFSM), considering that the School attendance is a necessary condition for families to be able to benefit from financial aid.

It would be important to understand the whole in view of the situation experienced by the population of the Structural City, with emphasis on the community of Santa Luzia to try to break with the existing vicious circle of poverty. The situation of unemployment that hovers over the territory coupled with the possible lack of financial assistance caused by school dropout can have an impact on the local population that lives in a vulnerable situation and cause the opposite effect of the search for the ideal necessary for the expansion of human capacities and the quality of life. life, in view of the difficulty posed to effect social change (SEN, 2018).

Faced with this situation, technically, the families of the Santa Luzia community live a complex daily life, without being able to completely leave their homes to seek help, as they run the risk of having their homes looted (as reported by a resident of the territory during the public hearing), and they still live with problems of lack of water and energy.

To make matters worse, the lack of light, in addition to compromising the conservation of the food they have (assuming they are limited quantities), can generate the opportunity for the occurrence of possible problems of physical violence and / or sexual violence, as reports by workshop participants during the process of social cartography about cases of robberies and rapes, respectively, in streets with no lighting in the territory.

In addition to these concrete problems related to water and energy, there was also a warning of the risk of genocide by one of the representatives of the territory during the hearing about possible fire situations, in view of the complaints reported due to the delay in service by the Fire Department combined with the presence of wooden structures in the houses, a material that has a high spread of the heat, and with the absence of water.

The complex daily life of the residents of Santa Luzia, which is surrounded by perverse problems, still has some elements to be considered in scope, such as the climate, with a long dry period in the cerrado that causes low humidity, and the infrastructure of the place, which does not have paving (dirt roads) and proper sanitation, still using rudimentary septic tanks or open pit, without proper sewage treatment for the site, elements that also have an impact on the health of people at the site (DISTRITO FEDERAL, 2019a; KLIJN, KOPPEJAN, 2015; PETERS, 2017).

The complexity theory makes it possible to contribute to the challenge posed to the community of Santa Luzia, in the sense of trying to understand the multidimensionality of interactions in the relationship between individuals and the whole, in view of the problems already reported together with the legal problem of environmental conservation existing in the strip of buffering occupied by the residents.

For the construction of the solution, there would be a need to understand different knowledge and knowledge that would allow the elimination of existing controversies between State and society in order to seek consensus between the parties (MORIN, 2003; SENGE, 2006; LATOUR, 2000). And this, apparently, has not yet occurred, considering that the “black box” existing in the situation of public problems in the community of Santa Luzia has not yet been fully opened to understand all possible details by the parties involved (LATOUR, 2000; 2012), thus preventing the solution to face the problems, even in the face of the apparent “political will” of the State for resolution.

Therefore, box 8 presents the synthesis of the most highlighted elements in this stage.

Box 8: Summary of Inferential Analysis - Faced Problems Category.

<i>PROJECT SUMMARY 2030 HSSC</i>	<i>MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS</i>
<i>CATEGORY: FACED PROBLEMS</i>	<ul style="list-style-type: none"> <li data-bbox="598 1592 1364 1960">• <i>FACTS THAT CORROBORED WITH THE PERCEPTION OF LOW EMPLOYABILITY IN THE TERRITORY; EVIDENCES POINTED TO STAY A GOOD PART OF THE WASTE PICKERS 'FAMILIES IN THE TERRITORY, EVEN AFTER THE DEACTIVATION OF THE STRUCTURAL'S GARBAGE DUMP, AND MIGHT BE IDLE; LACK OF VISIBILITY OF THE FAIR PERMANENTLY POINTS EVENTUAL UNEMPLOYMENT BETWEEN FAIRIES WHO CANNOT PAY THE MANDATORY FEES FOR THE USE OF SPACE, HAVING TO RETURN TO THE STREETS OF THE TERRITORY TO SELL; LACK OF OPPORTUNITY FOR EMPLOYMENT IN THE TERRITORY FOR THE USE OF EXISTING PROFESSIONALIZING AND TECHNICAL COURSES;</i>

- *THE PERCEPTION ABOUT THE LOW EMPLOYABILITY WHEN COMBINED WITH THE PERCEPTION OF INCOME INEQUALITY IN THE TERRITORY POINTS FOR EVENTUAL RESISTANCE OF THE VICIOUS CIRCLE OF POVERTY IN THE TERRITORY, WHICH CANNOT BE SIMPLY BROKEN BY CASH PROGRAMS, CONSTITUTING MACROSSOCIAL ELEMENTS THAT CONTRIBUTE TO PREVENT FULL DEVELOPMENT IN THE TERRITORY;*
- *APPARENT LACK OF UNDERSTANDING ABOUT THE REALITY OF THE TERRITORY POPULATION BEFORE THE LACK OF DIALOGUE BETWEEN STATE AND SOCIETY ABOUT THE PROBLEMS EXISTING IN THE TERRITORY, ESPECIALLY IN THE SANTA LUZIA COMMUNITY, AS SEEN IN THE CASE OF THE PUBLIC HEARING IN THE FDLC IN 2019;*
- *DICHOTOMY BETWEEN HOUSE RIGHTS AND ENVIRONMENTAL CONSERVATION YET FULLY NOT RESOLVED DURING THE PERIOD OF RESEARCH FOR THE COMMUNITY OF SANTA LUZIA, INCLUDING SITUATION AGGRAVATED BY THE LACK OF WATER IN THE TERRITORY, IMPACTING HUMAN CAPACITY.*

Source: own elaboration.

5.3.5 Analysis category: knowledge translation

The process of knowledge translation, in the sense of Latourian coexistence, took place from the understanding of the facts and also of the interests between the different actors. The focus, therefore, was to raise the level of knowledge of the whole about governmental actions that involved the State and society in the construction of the scientific fact, but, above all, to understand the generation of information for possible solutions for the territory of the Structural City (CALLON, 1984, LATOUR, 2000; 2012).

It was possible to clearly perceive the translation movement, as a process that occurred in the CESS 2030 project, according to the emergence of the elements contained in Callon's teachings (1984), referring to its four moments (the problematization, the awakening of interest, the involvement and mobilization), and Straus, Tetroe and Graham (2009), referring to the application of knowledge to action, in view of the unfolding of the phases and interactions existing between the actors, from the conception and implementation of the project.

It is important to understand that the meaning of moving means “(...) offering new interpretations of these interests and channeling people in different directions (...)” (LATOUR, 2000, p. 194). Since its movement process is slow and characterized by displacements that involve changes, be it interests, instruments, nature or human beings, in order to generate actions to achieve the established objective (CALLON, 1984;

LATOUR, 2000; STRAUS, TETROE, GRAHAM, 2009). When transferring, there will inevitably be intrinsic implications in the movement for the construction of the scientific fact:

“(…) This implies deviation of the route, the invention of a link that did not exist before and that, in some way, modifies the elements involved. Translation chains refer to the work by which the actors modify and displace their various and contradictory interests. The translation operation results, however, in an apparently contradictory solution on the part of the scientist, because while trying to engage other people so that they believe (and are part of) the black box, accept it, so that it is disseminated in time and space; he also needs to control them so that what they adopt and disseminate remains more or less unchanged (…)” (CAMILIS, ANTONELLO, 2016, p. 70).

The problematization as the first moment of translation concerns the way in which public actors call attention to the investigation of existing problems and how they position themselves, in the indispensable sense of understanding and the need to be “(…) points of mandatory passage in network of relationships (…)” (CALLON, 1984, p. 204), aiming to give resolution based on their perceptions and intentions (Ibidem).

It was possible to perceive the problematization as an element from the interest of SES/FD in the popular surveillance project in FD, both in relation to the presentation of the project design to the initial partners (Fiocruz and UnB) for the establishment of alliances, as well as the question of allocation of resources, treating elements characteristic of entrepreneurs in the cause of PA as a priority in their action agenda (CALLON, 1984; LASCOUMES, LES GALÈS, 2012).

Callon's second moment is understood as the awakening interest, in the sense of offering the necessary attraction for the relationships between the actors to solidify, promoting the search for the union of their forces and the harmony of interests around a single objective. common to the project, in the form of processes for the construction of an identity (CALLON, 1984).

In the analyzed documents of *corpora* and in the results of the data processing of the IRaMuTeq software, it was possible to verify that the different interests about formulating and studying policies to generate knowledge, both by academia and research, could be harmonized with the intentions of the 2030 HSSC project, in the sense of creating a project that involves the research-teaching-action system for the application of science concurrently with public management, in view of the governmental action initiated on the popular surveillance project (DISTRITO FEDERAL, 2017a).

It is interesting to highlight that the interest of the local actors, expressed in the quality of the representatives of the LSN, was also aroused, considering, mainly, the initial process related to the design of the project, when education was the guiding element that reflected the desire of the local population to empower and used as the guiding thread for the elaboration of the STG course.

Here, it is worth noting that the current situation at the time may also have contributed to drawing the attention of public and private actors to apply the project in the Structural City in the face of two situations. The first is that the territory, as published by INESC (2019) stands out in relation to other cities in the FD region when it comes to a situation of vulnerability: “(...) we clearly perceive how uneven this territory is, because in addition to the the lowest income, Estrutural is also the blackest and the city most devoid of public policies (...)” (INESC, 2019, p. 24). The second is that the deactivation of the largest garbage dump in Latin America occurred concurrently with the start of the popular surveillance project, making it possible to choose the territory as a pilot due to the visibility that occurred at the time (PURCHASE, 2018).

The third moment of translation concerns involvement, i.e., the way in which there is a separation of roles and responsibilities of the participants in the search for the essence of cooperative action and the appropriate coordination and convincing strategies in the face of the interaction between them: “(...) set of multilateral negotiations, tests of strength and devices that accompany interests and allow them to succeed (...)” (CALLON, 1984, p. 211).

The entire initial process, in relation to the design of the project and the activation of networks, regarding the steps taken to proceed with the due involvement of the actors, whether public or private, was essential to promote due engagement, with emphasis on the appropriate allocation of resources. to ensure the continuity of the project. The establishment of partnerships with the academy and with the research area in joint action with public management was an important step to think about the project's design and how it could be better used, in view of the need of the GFD to seek a replicable project to other territories and build a solution that would contribute to its performance with society, as we were able to analyze in the cooperation documents and verify in the described results (CALLON, 1984; DISTRITO FEDERAL, 2017 c ; 2018).

We believe that the process of involvement of the actors, through the activation of networks, may have contributed to the engagement of LSN, including in the

understanding by the government of a need that existed in the place that was the search for training, culminating in a solution related to the policy education as a way to empower local residents to become popular researchers, proceeding with citizen empowerment in order to be able to actively participate in the project and to be able to make the necessary notes about the problems that local society faced (BRAGA, 2018 ; CALLON, 1984).

This movement of initial knowledge between the State and society was important for establishing trust between the actors, an essential process to guarantee the success of governmental actions in the 2030 HSSC project, mainly because as Structural can be understood as a research laboratory, as we could verify in field research in the face of academic extension projects and projects of social institutions, residents could feel suspicious about being another project that would occur in the city to do “more of the same” for the local population (BRUGUÉ, 2008; CALLON, 1984 ; IRVIN, STANSBURY, 2004; RØISELAND, VABO, 2016; TORFING et al., 2012).

According to the results described, it can be observed that, to the extent that the actions took place with the participation of society, trust between the actors was being reinforced, including, the very presence of the authorities of public institutions may have been a factor that allowed to reinforce this connection, in the sense of showing the commitment to the project, which can also be evidenced by the allocation of resources to guarantee the continuity of actions, in addition to the search for external incentives for the implementation of the project (BRAGA, 2018; DISTRITO FEDERAL, 2017 c ; 2018; FIOCRUZ, 2018a).

The fourth moment of translation leads to an understanding of how the process of convincing network-actors to act in the direction of the established objective, in order to concentrate efforts to achieve it (CALLON, 1984). There is a passage in Callon's work that expresses an understanding of translation, with an emphasis on mobilization:

“(…) Translation is a process before it is a result. That is why we speak of moments that, in reality, are never as different as in this article. Each of them marks a progression in the negotiations that result in the designation of legitimate spokesmen (...) the problematization, which was just a mere conjecture, was transformed into mobilization (...)” (Ibidem, p. 224).

The initial phases of the construction of the project's socio-technical network, with the definition of a management group to foster actions, especially providing the choice of actors who could contribute to the project, was important for the mobilization, including

the approach to the IFB by the initial signatory institutions of the 2030 HSSC project to form alliances that would give sustainability to the popular surveillance project (CALLON, 1984; IFB, 2019).

It is worth mentioning that the translation of knowledge of the 2030 HSSC project, especially before it was a result, was a process in which there was demarcation of progress in the negotiations between the actors, a fact that occurred and was perceived in the results presented when the interests of SES/FD, FIOCRUZ, from UnB, IFB and LSN were able to converge in the construction of the common objective related to the project, which expresses the clarification of possible controversies and the zone of agreement found between the actors (BRAGA, 2018; CALLON, 1984; LATOUR, 2000; 2012; MARTINS, 2013).

The results described in the process of joint construction of strategic planning for the future of the territory, occurred in 2018, reflect the process of knowledge translation. This moment can be highlighted within the 2030 HSSC project, as it was possible for State representatives to present their objectives to the local community, who, in turn, presented the reality of the existing problems so that the State representatives could appropriate elements that, eventually, would not be possible to perceive without the proper dialogue (BRAGA, 2018; TORFING et al, 2012; CALLON, 1984).

There was even a presentation of elements of social representation and their respective meanings to contextualize the situation experienced by the community in the territory, a rich source of information that, along with the results of the workshop, could contribute to the developments that shaped the construction of the course's pedagogical project. STG and, consequently, with the project management (BRAGA, 2018; IFB, 2019; LASCOUMES, LES GALÈS, 2012).

If, in relation to the macrosocial, it was possible to have this type of perception, in relation to the individual, in line with the results of the course, there were also notes that expressed the four moments of translation by Callon (1984), given the due proportions. For the elaboration of the course, in the direction of problematization and arousing interest, the list of faced barriers by the local population was pointed out during the first construction of the plan, during the planning workshop and during the action plan, serving as inputs for the pedagogical project building and as a guide for the orientation of the themes that would be worked on by the groups in the classroom for the

production of research and construction of intervention proposals for the territory, according to the presented results (CALLON, 1984).

The actors involved in this phase of the course also had to overcome uncertainties about the STG course for the due process of convincing necessary at the time of involvement. On the side of the public actors, the following can be highlighted: the concern with the progress of the course regarding the response that would be given by the students; the doubts that perhaps hung over the level of understanding and discussion among the students, in the face of the mix made between part having a higher education degree and part with a lower educational level; the existing controversies created in the face of the differences that emerged between students in the separations of the groups; the ability to carry out the course, in view of the dynamic socio-political scenario and scarcity of resources.

In relation to students, there could also be uncertainties, as they were perceived in the results described: the level of acceptance of different opinions and ideological positions that culminated in internal conflicts; although the course is free of charge, the uncertainty of a good part of the students in being able to have the necessary attendance, in the face of eventual unforeseen events and their socioeconomic realities, in view of the expenses with travel and meals on school days; and have the necessary understanding of the themes required by the course, presenting notes and delivering work to the satisfaction of obtaining the diploma.

Still, it is important to highlight the knowledge appropriation process that occurred in STG students on topics that were unfamiliar to them, such as: the use of science for research production; the understanding of technical language with respect to government and public policies, in order to be familiar with the technical terms used in order to learn more about the terminologies used and be more assertive when dialoguing with the State; and, above all, understanding about the 2030 Agenda and its importance for the development of the territory.

As perceived in the results described, it was possible to understand that there was an evolution of understanding by students about the 2030 Agenda in a gradual way, mainly about how it can be used in favor of the territory, in the sense of being an international agenda for pleading policies for its development .

It is important to note that the translation of knowledge really took place as a process, in the sense of going back and forth in the actions and checking if there would

be a need to produce greater interaction or give more visibility to the project, as occurred during the stage of the Future City Seminar, when new network-actors linked to the legislative, judiciary and prosecutorial powers were inserted, who engaged the network in achieving the main objective established by SES/FD (CALLON, 1984; LATOUR, 2000; TORFING et al, 2012).

It was also possible to perceive that the State, by giving voice to the local population through the representatives of the LSN, in the sense of being able to express their opinions about the problems experienced, made the perception about the existing power relationship to be minimized, an important element for the translation, because it allowed citizens to obtain (...) the right to express and represent the many silent actors from the social and natural world they mobilized (...), in order to generate more approximation and synergy among the network-actors (CALLON, 1984, p. 224, our translation; TORFING et al., 2012).

The entire learning process during the four moments of translation can be seen in the 2030 HSSC project, which culminated in the transformation of an initial idea, which combined diffuse interpretations in the different interests of the actors, in a possibility of joint action between State and society in the cooperative construction of solutions for the territory of the Structural City (CALLON, 1984; STRAUS, TETROE, GRAHAM, 2009).

It is important to highlight that the process of translating knowledge into action in the 2030 HSSC project can contribute to raising the health outcomes of SES/FD in the governmental sphere, based on the performance by local researchers in the Social Cooperation Room, transforming the knowledge produced in the performance the state and society in better public performances in a practical way (LATOUR, 2000; STRAUS, TETROE, GRAHAM, 2009).

The proposals built in the end of course work, which would be based on the search for scientific evidence for possible interventions in the themes of the socio-political problems of the territory, in addition to being able to contribute to subsidize the decisions by the managers of SES/FD, may even serve of inputs for managers from other areas of the GFD, given the diversity of the themes present and the need for the integration of policies for the territory.

Therefore, box 9 presents the synthesis of the most highlighted elements in this stage.

Box 9: Summary of Inferential Analysis - Knowledge Translation Category.

PROJECT SUMMARY 2030 HSSC	MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS
<p>CATEGORY: KNOWLEDGE TRANSLATION</p>	<ul style="list-style-type: none"> • <i>KNOWLEDGE TRANSLATION MOVEMENT CAN BE VERIFIED AS MUCH TO THE MACRO SCOPE OF THE PROCESS AS TO THE INDIVIDUAL SIDE OF THE NETWORK-ACTORS THAT COMPOSED THE 2030 HSSC PROJECT, CULMINING IN THE LEARNING PROCESS FOR GOVERNMENTAL ACTION;</i> • <i>THE JOINT AND COOPERATIVE PERFORMANCE BETWEEN THE REPRESENTATIVE ACTORS OF THE STATE AND CIVIL SOCIETY, WITH THE DUE CONSTRUCTION OF CONSENSUS IN THE PROJECT, SUSTAINED BY THE ESTABLISHED RELATIONSHIPS OF TRUST AND SOCIAL PARTICIPATION FOR THE SEARCH FOR SOLUTIONS WERE ESSENTIAL FOR THE REACH OF THE PROPOSED STAGES OF THE CONSTRUCTION OF THE SCIENTIFIC FACT;</i> • <i>THERE WAS AN AREA OF CONVERGENCE OF INTERESTS BETWEEN THE NETWORK-ACTORS, A FACT THAT CONTRIBUTED FOR THE DESIGN OF THE 2030 HSSC PROJECT PROPOSAL DURING THE EXECUTION, BASED ON THE ACTIVE LISTENING TO THE REPRESENTATIVES OF THE LOCAL TERRITORY SOCIETY;</i> • <i>IMPORTANT CONCEPTUAL BALANCING OCCURRED ABOUT THE LEARNING OF STUDENTS OVER COURSE, CONSIDERING THEY WILL ACT AS POPULAR RESEARCHERS, WITH REGARD TO THE RISE IN THE UNDERSTANDING OF TECHNICAL TERMS USED BY THE STATE ABOUT PUBLIC POLICIES WHEN THEY ARE ACTING IN THE DEFENSE OF THE TERRITORY IN FUTURE DIALOGUE IN SPACES OF GOVERNANCE;</i> • <i>IMPORTANT CONCEPTUAL BALANCING OCCURRED ABOUT LEARNING IN RELATION TO THE STATE, WHEN APPROACHING POPULAR LANGUAGE TO UNDERSTAND AND BETTER ASSIMILATE THE PROBLEMS EXISTING IN THE TERRITORY OF THE STRUCTURAL CITY.</i>

Source: own elaboration.

5.3.6 Analysis category: institutions

The analysis of this category emerged from the results, with emphasis on the results of the processing of the IRaMuTeq software and the information contained in the analytical descriptions referring to the actors and processes dimensions. It is worth noting that institutions can be understood as established governmental norms or guidelines, which dictate the rules that permeate interactions and coordination of activities between the actors involved in the PA (LASCOUMES, LE GALÈS, 2012a).

Above all, we will pay special attention to ANT in this subchapter, in view of the constructivist and the confluence added to the logic of human and non-human actors about the existing symmetry between nature and society, featuring hybrid elements,

which makes sense of the action and the construction of scientific fact, from the point of view of Latour (2012).

It should be noted the important element of the expression of interest by textual means that I respect the conceptual relationship humans and non-human actors, elements those that contribute to the perception of possible controversies before the construction of scientific fact (DAROIT, 2007; LATOUR, 2012).

The non-human actor presents himself as a participative element of understanding the course of action, above all, about its importance during the trajectory and conduct of the action and how it becomes indispensable to make sense of it, characterizing it as a network actor, which does not act alone in view of the composition of the whole:

“(…) the non-human is not involved in the controversial science / politics, he is the liberated object that can represent nature without running the risk of socializing it. In the same way, the human is not the subject that can be “reified”, the human is the subject liberated from the same controversial science / politics. If, according to the modern Constitution, subject and object cannot be associated, humans and non-humans can, constituting hybrids. Nonhumans, like hybrids and humans, are actors who play a role in the development of the action (...)” (DAROIT, 2007, ps. 44/45).

The understanding between human and non-human actors is highlighted as the relationship between individuals and institutions, the ones that represent the rules established in the cooperative action between the State and society, considering that this relationship is shaped in line with their actions and how they have the ability to influence the game and even change the rules or possible strategies to generate changes, both better and worse depending on the choices (LATOUR, 2012; OSTROM, 2008).

In relation to the rules as non-human actors, it is also important to explain that they can also be changed by the decision-making members belonging to the course of a journey, in the face of “(...) combinations that work together more effectively than other combinations in a certain environment (...)” (OSTROM, 2008, p. 29) and which reflect a political change:

“(…) Whenever individuals agree to add a rule, change a rule or adopt the set of rules proposed by someone else, they are conducting a policy experiment. In addition, the complexity of the constantly changing biophysical world combined with the complexity of the rule systems means that any proposed rule change faces a non-trivial probability of error (...)” (Ibidem, p. 29).

In view of this, the role of non-human actors, such as legal documents that carry the rules, is linked to the expression of interest and existing relevance and which are reflected by one or more authorities, to the detriment of an entire population, depending on the dimensions from which the rules were applied there may be changes that are effective or not as effective and the process is time-consuming and at risk of controversies and difficulties in the interpretation of the results obtained (LATOURE, 2012; OSTROM, 2008).

In this scenario, the search for balance by institutions (as non-human actors) becomes essential, given the different existing individual behaviors and rationalities, but which can present unpredictability in the responses to the necessary actions, which would make the search for “(...) regularized patterns of interaction (...)” (CRAWFORD, OSTROM, 1995, p. 582), in view of the motivation for reaching the common goal of the network (Ibidem).

Therefore, the comprehension brought here over the relationship among the network-actors, whether human or non-human actors, refers to the perspective of institutions as a reflection of the norms and rules of the game, which are based on sharing the perceptions of individuals and their behavior in the face of certain situations:

“(...) to understand why there are some regularized patterns of interaction, you need to go beyond the immediate relationships of means-ends to analyze a group's shared beliefs about normative obligations (...) to understand the affected regularized patterns of interaction by rules, it is necessary to examine actions and results that the rules allow, demand or forbid and the mechanisms that exist to apply them (...)” (Ibidem, p. 583).

Thus, it is worth noting that, despite the limitation regarding the analysis of the informal rules in this study, it was possible to carry out an analysis in relation to the formal rules contained in the list of documents and guidelines established for the 2030 HSSC project. It was possible to perceive the reduction of centrality which is usually demanded by the State in view of the need to approach the dialogue horizontally with the local society, in the sense of cooperative construction through active listening and encouraging social participation in the cognitive spaces that have been promoted at different times throughout the project (BRAGA, 2018; LASCOUMES, LES GALÈS, 2012; TORFING et al., 2012).

It is interesting to note that the process of movement over 2030 Agenda, from a global to a local level as presented in the results of the *corpus 1* data processing, reflects this analysis, in which it was possible to verify the drawings contained in the left (classes 1 to 4) and right polarities (class 5) of the design of the factorial plan by correspondence, in view of the distinction between what would be the bureaucratic and organizational components of the polarities.

Through the bureaucratic component, it is possible to understand the relationship of legal documents as non-human actors, which contains important elements to establish the behavioral order necessary for the execution of the project and that guided the relationships of the interactions of the network-actors, in addition to contributing to define the State intentions and the instruments initially proposed (LATOURE, 2012).

It was possible to identify intergovernmental relations between state actors, such as GFD Departments (Health, Development, Education, Environment) as the departments of UNB (Multidisciplinary Advanced Study Center - CEAM - and Architecture and Urbanism College - FAU) and Fiocruz (Presidency and Gereb), which have acted on several occasions with a horizontal nature, in order to promote the integration of network-actors (TORFING et al., 2012).

It was possible to detect clearly in the results that the Regional Administration of the territory was not fully involved in the CESS 2030 project, given that no formalization was found for cooperation or partnership agreements or projects with the others. The biggest highlight occurred was his punctual participation with representatives in the planning workshop in 2018, which made it difficult to establish the necessary articulations between the representatives of the local government with the other actors in a more incisive way, a fact that could contribute to elevate the performance in the development of the territory through the approximation of the local population.

The construction of the existing action in relation to the 2030 HSSC project made it possible to verify that the institutionalization of the 2030 Agenda with the organizations involved occurred from the publication of government documents and devices by the Federal Government (Decree 8.892/2016), by GFD (Decreets 38.006/2017 and 39.322/2018) and by Fiocruz (Ordinances 773/2017 and 105/2018). These documents, here understood as non-human actors as they present the coexistence in the relationship between the formalization of the institutions' operating strategies and presentation of their interests, might guarantee public visibility and expression about the importance of a

global agreement that could serve as a vision for sustainable action in the coming years (LATOURE, 2000, 2012).

On the organizational component side, it was possible to see how the organizational and constitutive process of implementing the 2030 Agenda took place, starting from an idea and taking shape in the territory, based on activities and workshops in cognitive and normative spaces. Such a process had been understood as knowledge translation, through the network-actors who contributed to the construction of the scientific fact, and in the face of the existing interests game, both on the side of the State and on the side of the local society (CALLON; 1984 LATOUR, 2000; 2012).

It is interesting to highlight the question of the perceived reading about two existing institutional controversies, in view of the distinct and manifest intentions materialized in the quality of publications of government documents for implementation of the 2030 Agenda by the representatives of the federal government.

On the one hand, the previous federal government team supported its implementation and internalization through the publication that constituted the CNODS (Decree 8.892/2016), a public demonstration of the intention to use 2030 Agenda as a guideline for government actions and that inspired the publication of the GFD's intention to also use it as a vision for its actions (Decree 38.006/2017).

On the other hand, the team of the current federal government that expressed the non-interest in having the global pact as a reference, in view of the publication of the extinction of collegiate bodies (Decree 9.759/2019) , which ended up delegitimizing the CNODS's performance, in addition to the even textual mention of the 2030 Agenda or the 17 SDGs in the government strategic planning document that will guide the country until the year 2023 (Law 13,971 2019) in the face of the presidential veto published through Message number 743, of December 27, 2019 (BRAZIL, 2019c; 2019d).

Despite the different positions of the governments, it was possible for the GFD to continue its interests and strategies actively due to the federalism that exists in the country, a way in which the State is organized into federated entities , but which enjoy autonomy in administrative, financial performance , tax and political , with each entity distinctly presenting its priorities and intentions in the face of authorized decentralization of power, despite being linked to the central government through an organization pact (GADELHA, 2018).

Based on this, the representatives of the GFD, in addition to sustaining the 2030 Agenda as a priority for their government (Law 6,490 / 2020) and further expanding their intentions from the point of view of sustainable development until 2060, “disagreeing” with the intention of the current federal government (DISTRICT FEDERAL, 2020).

Thus, despite the existing controversy, the organizational component integrated with the bureaucratic component of the results perceived in the factorial plan show us the importance of legal support aiming at the continuity of actions for the implementation of 2030 Agenda, from the point of view of sustainable development and reduction of inequalities in the country, and how this fact corroborates and positively impacts the governance of the 2030 HSSC project, above all, the construction of the scientific fact before the documents that gave the necessary support to the action (LATOURET, 2000; 2012).

In this sense, the existing federalism provided the legal support to overcome the existing policy failures regarding the implementation of the 2030 Agenda and the guarantee of continuity of the 2030 HSSC project:

“(…) Policy failures within the government can also encourage policymakers to seek alternatives, such as greater use of non-governmental actors. Again, especially in policymaking situations, in which the public sector has historically been the dominant actor, political failures can produce significant search behavior in which new alternatives are considered (…)” (PETERS, 2015, p 272).

From the point of view of development as freedom, having strong institutions that allow to overcome eventual political failures in the hegemonic economic system of capitalism can contribute to overcome challenges in relation to the populations in situations of vulnerability and help in the elevation of human capacities in the country:

“(…) The great challenges that capitalism faces in the contemporary world include problems of inequality (especially of overwhelming poverty in a world of unprecedented prosperity) and of “public goods” (that is, the goods that people share, share, like the environment). The solution of these problems will almost certainly require institutions that take us beyond the capitalist market economy (…)” (SEN, 2018, position 5.446 of 8.126, edition of the Kindle version).

The perspective related to development as freedom has an understanding of the balanced performance between economic and social development, in view of the continuous search for wealth that guides the performance of countries in the world,

however, translating the profits obtained as a way to apply in greater amount of social policies, aiming to compensate the inequality that plagues the world, being no different in the country (SEN, 2018). In view of this, the institutions of the 2030 HSSC project appear with this important role, highlighting two components of the management group, which present themselves as entrepreneurs of the cause: SES/FD and Fiocruz (LASCOURMES, LES GALÈS, 2012a).

The institutional and methodological arrangement designed for the 2030 HSSC project can contribute to the proposal of development as freedom, bearing in mind the possibility in which, from the dialogue promoted by the State and the STG course, social actors can increase their political freedoms, a component of basic capabilities, through governance in the territory in view of the occasion for intervention in social risks and threats to living conditions related to the local population (DISTRITO FEDERAL, 2018; SEN, 2018). To summarize the logic defended by the project, we present the following excerpt in Sen's work (2018):

“(…) The importance of political freedom as part of the basic capabilities has already been exposed in the previous chapters. We rightly value formal freedom and substantive freedom of expression and action in our lives, and it is not unreasonable for human beings - the social creatures we are - to value unrestricted participation in political and social activities. In addition, the well-informed and not systematically imposed formation of our values requires open communication and dialogue, and political freedoms and civil rights can be central to this process. In addition, in order to publicly express what we value and demand that due attention be given to this, we need freedom of expression and democratic choice (…)” (Ibidem, p. 3,142 of 8,126, Kindle edition).

It should be noted, from the point of view of ANT and the understanding of the trajectory of the action carried out, that the signed partnership documents (Agreement 001/2017 and Technical Cooperation Agreement 71/2017) between the entrepreneurial institutions here were interpreted as non- human resources in the network, important elements used for the institutionalization of the 2030 Agenda carried out through its representatives. These documents were fundamental to have given the legal support of the activities, in addition to providing the established responsible guidelines that guided the interactions between the other entities, with emphasis on the guarantee of budget through allocation and search for resources (FIOCRUZ, 2018 a; CNP q, 2019) and which

reflected the continuity of the project's activities (DISTRITO FEDERAL, 2017a; 2017f; LATOUR, 2000; 2012).

Therefore, box 10 presents the synthesis of the most highlighted elements.

Box 10: Summary of Inferential Analysis - Institutions Category.

<i>PROJECT SUMMARY 2030 HSSC</i>	<i>MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS</i>
<i>PPP MODEL LENSES - CATEGORY: INSTITUTIONS</i>	<ul style="list-style-type: none"> • <i>ESTABLISHMENT OF GOVERNMENTAL STANDARDS AND GUIDELINES BY THE INSTITUTIONS AS PROJECT RULES, WHICH PERMANENT OCCURRED INTERACTIONS AND ACTIVITY COORDINATIONS BETWEEN THE ACTORS INVOLVED IN PUBLIC ACTION;</i> • <i>ESTABLISHMENT OF CONFLUENCE AGGREGATED TO THE LOGIC OF HUMAN AND NON-HUMAN ACTORS IN THE PROJECT ABOUT THE EXISTING SYMMETRY BETWEEN NATURE AND SOCIETY, CHARACTERIZING HYBRID ELEMENTS, WHICH MADE MEAN THE ACTION AND CONSTRUCTION OF THE SCIENTIFIC FACT;</i> • <i>PROJECT PERFORMANCE COULD GENERATE MORE BENEFITS IF THERE WERE PARTNERSHIP WITH REGIONAL ADMINISTRATION, SINCE THAT WOULD BE THE REPRESENTATIVE COORDINATION PROCESS FOR THE DIALOGUE WITH THE PROJECT NETWORK-ACTORS, IN VIEW OF THE EVIDENTED DISTANCING BETWEEN LOCAL GOVERNMENT AND SOCIETY IN THE TERRITORY;</i> • <i>APPROACH TO THE DIALOGUE CARRIED OUT HORIZONTALLY WITH THE LOCAL SOCIETY, WITH A VIEW TO THE COOPERATIVE CONSTRUCTION OF THE PROJECT THROUGH ACTIVE LISTENING AND THE STIMULATION TO SOCIAL PARTICIPATION IN PROMOTED COGNITIVE SPACES.</i>

Source: own elaboration.

5.3.7 Analysis category: results

The results category refers to the effects resulting from the PA process, in order to understand whether a given policy was successful or not in its implementation (LASCOUMES, LES GALÈS, 2012a). The perception is that the 2030 HSSC project was constituted as an action research, applicable to projects to promote changes or transformations (TRIP, 2009). In this presented line of transforming knowledge into strategic inputs to support a determined decision-making related to the formulation or evaluation of public policies, the 2030 HSSC project used scientific research, in a broad sense of any studies, within several fields of activity.

It can be said that, in the last few years, many of the solutions designed for public policies for society regarding real problems have been published in periodicals and have contributed significantly to the expansion of the debate on different themes in the academies. However, this generated knowledge, most of which originated from research carried out for the preparation of course conclusion papers, dissertations and/or theses, was not applied in a practical way, failing to contribute to the solution of concrete problems (BAUMGARTEN, MACIEL, SOBRAL, 2012; BERTERO, CALDAS, WOOD, 1999).

This gap, which distances knowledge production and its applicability, in contemporary days, is the result of the lack of mediation between the production instance and society, and the knowledge generated is consumed, in most cases, by the academy itself. (BAUMGARTEN, MACIEL, SOBRAL, 2012; BERTERO, CALDAS, WOOD, 1999). And even with a large part of the content production coming from studies, techniques, processes or themes that met some market demand, this knowledge was often restricted to the field of work of the academics themselves.

Thus, we understand that the 2030 HSSC project emerged as a socio-political way of reducing the gap between the production of knowledge and its practical application, considering that the construction of the scientific fact occurred in a cooperative way between State and Society. Including, it generated effects, both in raising the level of knowledge about the problems as well as the choice that was given to residents about the policies that would be faced in the territory, in addition to the citizen's own empowerment and the increase of their capacity to influence decisions regarding the increase in the quality of life of its population through the cognitive and normative spaces created for joint action (BAUMGARTEN, MACIEL, SOBRAL, 2012; BERTERO, CALDAS, WOOD, 1999; LATOUR, 2000; LASCOUMES, LES GALÈS, 2012 a ; TORFING et al., 2012).

Unfortunately, the results of public action related to the period of popular surveillance after the formation of popular researchers and their future relationship with representatives of SES/FD, with regard to the monitoring of indicators and in the performance of the policy, as well as the results and social impacts that can be caused to face the situation of vulnerability of the population of the territory, are far from the time necessary for the production of this thesis, but they can be important elements for future studies for the evaluation of this policy.

Therefore, we believe that, in addition to the result mentioned above, there were still three practical results to be highlighted, based both on the analytical descriptions, on the records in the Field Diary and on the public data obtained: the STG course itself carried out in the territory; a project proposal prepared by students of the STG course in relation to a public notice to combat the covid-19 pandemic in territories, for the benefit of the local population and which was contemplated; and directing the construction of a Psychosocial Care Center - Alcohol and Drugs (CAPS/AD) for the territory.

The first result brought up concerns the realization of the STG course in the Structural City, considering that it was the first *lato sensu* postgraduate *course* that took place within the geographical space of the territory, to the detriment of having professional or technical courses and even higher education training (IFB^[63] offers undergraduate mathematics training at the Structural Campus since 2015).

In the results, it was possible to perceive the effect reflected in the meaning of the course in the territory, given the feelings of gratitude expressed by the students along the course, with emphasis on the training of the local population, including the flexibility to accept undergraduate students as a course. free in the same class. The final perception is that the STG course represents an achievement for the representatives of local residents, in view of the contribution that can occur in a practical way, in view of the application of the knowledge acquired in order to benefit its population.

The second result brought up concerns the effect of the practical application of the knowledge acquired during the STG course, considering that the group of students competed for the public call for promotion carried out by Fiocruz, in 2020, which aimed to support emergency actions with the populations vulnerable in territories in the country during the times of the covid-19 pandemic installed in the country (FIOCRUZ, 2020a).

As it was necessary to be a legal entity to compete for the Public Call, they articulated with the Community Bank of the Structural City to receive the external resource and, with the approval of their representative, elaborated a proposal aiming to provide support for the mobilization of institutions and social movements aiming at the implantation of a community model of committee to face the pandemic in the territory that would allow to raise the social capacities of the local population (NOLETO , 2020).

In a practical way, the elaborated proposal promoted training actions based on local production arrangements (APL) and used the solidarity economy as a guidance for their actions, in order to produce facial protection masks and handmade soap that were

distributed to the local population. The final result of the notice was published and the submitted proposal was contemplated, with the amounts transferred to the Community Bank for the start of actions (FIOCRUZ, 2020b).

The act of students in expressing the desire to apply for public funding to raise funds and apply them for the benefit of the local population to face a pandemic reflects the science being applied to contribute to minimize the social problems arising from inequalities, or better, expresses the science in social activity that the group of students can carry out, in view of the learning obtained in view of the knowledge in the “laboratory” of the STG course, materializing the theory in the “field” (LATOURE, 2000).

The role of Public Call can be understood as a non-human actor that allowed the group of students to be linked to public resources in order to build material elements for distribution to the local population, giving meaning to the legal document in order to generate understanding and to be part of part of the fact (FIOCRUZ, 2020; LATOURE, 2000; 2012).

The third result was possible to be registered in the Field Diary, in view of the discussion process that took place in LSN in the face of an episode that involved a land that was invaded and would be destined to the construction of a daycare center in the territory (ESTRUTURAL, 2019). For one of the residents, who is a community leader, his perception is that there was a discussion process for building a CAPS/AD in territory that emerged shortly after the planning workshop in 2018 by the 2030 HSSC project.

In the leader's perception, the workshop was seen as a space that promoted a greater understanding of the reality of the territory, and the community had the opportunity to list information during the event, in order to provide greater attention and discuss the main existing problems, the issue of violence was not only discussed with a view to public security, but also as a mental health issue in the territory.

Thus, in such a way that, combined with the approximation of the LSN with the health agencies' managers in the territory, using the interaction of the network of actors of the 2030 HSSC project, it was possible to advance in the discussions between the representatives of the LSN. In the leader's perception, the managers, themselves, were able to be sensitized with the issue of violence in the territory and the need to build a CAPS/AD, since the territory had high rates of cases and care was provided in the unit[64] located in the city of Guar/FD. During the period observed, it was possible to understand that there were advances and indications for the construction of the CAPS/AD

for the Structural City with the GFD, however, the construction had not yet been carried out until 2020.

The planning workshop was a cognitive space that produced knowledge by the group of actors-network, considering the multiplicity of actors present according to the mapping presented, allowing to raise the level of comprehension about the reality of the territory, in view of the qualified information generated for the construction the topography of the social over the project (LATOURE, 2012).

It is important to mention that, from this event onwards, it was possible for LSN actors to get closer to health decision-makers who work in the territory and apparently manage to influence the change of a political decision, providing an intervention in the governance process and interfering in the action the construction of the CAPS/AD. That was an element that was important for the territory, in the face of the reflection carried out, being a result of a democratic choice between the representatives and health managers of the local society to tackle social problems (LASCOUMES, LES GALÈS, 2012 a; TORFING et al., 2012, PETERS, 2018).

The choice by citizens, in the face of the perceptions of representatives of local society, was made based on the values attributed by the network-actors in view of the contribution that CAPS/AD could offer to raise the quality of life of the population in the territory, due to the experienced reality, a fact that contributes to the perception of development as freedom and in the course of action (LASCOUMES, LES GALÈS, 2012a; LATOURE, 2000; SEN, 2018).

Still, we understand that the process of action of representatives of the local society with members of a smaller part of the FD, through the other network -ctors that composed the 2030 HSSC project, in the figures of the public and private actors involved, may have contributed to the reduction of the level of negative image about the territory, in order to minimize the stigmatization regarding the perception of the Structural City's population. Such understanding considers the joint action of members of the society of the FD in the construction of the political project for the territory and the cooperation carried out during the activities along the constructed trajectory.

Due to the results presented, both during the design phase, the activation of the network, activities, workshops, seminars and the STG course, there was pre-disposition and commitment to the performance, establishments in areas of convergence of interests and construction of consensus to achieve the common good, elements that can contribute

to the change in the perception of the actors involved in the project and who live outside the territory, in the face of the clear attitude of the representatives that was of equal bases in the project (equal conditions and same opportunities).

In addition to the successes as a result, it was also possible to notice two possible failures, here understood as non-controllable variables related to individuals (human actors) and their respective commitments to the project, which may culminate in a high risk of potential failures.

The episode of controversies and possible conflicts within the groups of students may have been circumvented at the time of the world café, however, each individual brings with them an intrinsic decision to corroborate or not with the eventual pact made in favor of benefits for the territory of the Structural City, and the unpredictability in individual behavior can be considered as having multidimensional perceptions of (subjective) risk existing in the 2030 HSSC project, in the face of any manifest emotions or possible corrupted values (SLOVIC, 1997).

The second element perceived as a failure is that the fact of including the participation of actors from other powers in the 2030 HSSC project, as seen at the Cidade do Futuro seminar, may not be a guarantee of commitment and of causing positive impacts, considering that there was no allocations of resources and formalization of partnerships in relation to the actors of the legislature, the judiciary and the Public Ministry with other network-actors or with the project as a form of expression of interest, given the situation observed in the public hearing in which there was a failure to coordination of actions and representation of actors necessary for decision making.

Therefore, box 11 presents the synthesis of the most highlighted elements:

Box 11: Summary of Inferential Analysis - Results Category.

PROJECT SUMMARY 2030 HSSC	MAIN HIGHLIGHTS IN INFERENCEAL ANALYSIS
PPP MODEL LENSES - CATEGORY: RESULTS	<ul style="list-style-type: none"> • <i>REDUCING THE DISTANCING BETWEEN THE PRODUCTION OF KNOWLEDGE AND ITS PRACTICAL APPLICATION, IN VIEW OF THE CONSTRUCTION OF THE SCIENTIFIC FACT OCCURRED COOPERATIVELY BETWEEN STATE AND SOCIETY, WITH EFFECTS FOR PUBLIC ACTION;</i> • <i>THE STG COURSE HAS BEEN CONSOLIDATED AS THE FIRST LATO SENSU POST GRADUATION COURSE OCCURRED WITHIN THE STRUCTURAL CITY, A CONQUEST FOR THE TERRITORY;</i> • <i>PRACTICAL APPLICATION OF THE KNOWLEDGE ACQUIRED BY STUDENTS DURING THE STG COURSE, IN VIEW OF THE GROUP APPLYING FOR THE PUBLIC CALL FOR PROMOTION AND WINNING</i>

IT, INCLUDING ARTICULATING WITH THE LOCAL COMMUNITY BANK;

- *THE WORKSHOP WAS SEEN AS A COGNITIVE SPACE WHICH ALLOWED TO RAISE THE LEVEL OF UNDERSTANDING ABOUT THE REALITY OF THE TERRITORY BY THE NETWORK-ACTORS, SO THAT THEY WERE ABLE TO INFLUENCE A POLITICAL DECISION, PROVIDING INTERVENTIONS IN THE PROCESS OF GOVERNANCE AND INTERFERING IN THE ACTION OVER THE CAPS/AD CONSTRUCTION IN TERRITORY.*

- *THERE ARE PERCEPTIONS OF RISKS INVOLVED IN THE PROJECT, BEFORE THE IMPREVISIBILITY OF ACTIVITIES OF THE ACTORS AND THEIR RESPECTIVE BEHAVIORS AND COMMITMENTS, MAY COULD CULMINE IN A HIGH RISK OF POTENTIAL FAILURES IN THEIR CONTINUITY.*

Source: own elaboration.

5.3.8 Analysis category: governance

This category emerged from the results obtained, mainly due to the integration between the information generated for the Case Study, which allowed to list notes in view of perceptions related to the theories of multilevel governance, meta-governance and interactive, which allowed to understand the global movement, national and local implementation of the 2030 Agenda.

The theory of multilevel governance contributed to understand the transition of an idea or a vision brought about by the promotion of 2030 Agenda by the UN as a guiding element of governmental actions in the country, in view of the necessary interaction between human and non-human actors, from a vertical perspective (different levels of government) and the horizontal perspective (plurality of network-actors), in an attempt to reach the commitment signed in 2015, considering important elements such as federalism, public policies, institutions and society (BICHIR, 2018; LATOUR, 2012).

The wave of interests related to the 2030 Agenda was created from a global level and moved to the national level in Brazil, as a signatory Member State, placing it at first as a driving force in an attempt to promote development sustainable in the country, during the years 2016 to 2018, a period in which the CNODS was created and remained active in the process of internalizing the 2030 Agenda.

In view of the country's intercontinental dimensions and the responsibility to act in 26 states and the Federal District, the relationship given between the national, subnational and local levels was in step with the action in the implementation process of 2030 Agenda and in the integration of processes with the government institutions, in view

of the dispersion of authority conditioned by federalism and the role of subnational entities in the contribution to promote sustainable development at the local level, such as in the territories, from the creation of initiatives, programs or projects (BRASIL, 2017b ; PETERS, PIERRE, 2002).

We highlight here the importance of the intrinsic relationship of governance with the government, in the sense of the systemic view, through the use of mechanisms that serve to direct the paths through authority and the search for political coherence in the performance of the objectives, in order to contemplate formal structures (institutions) for its reach (ROSENAU, 2004), demanding the necessary coordination of processes and articulation for the cooperation of actors:

“(…) Policy coherence becomes more demanding with an increasing number of affected interests. Finally, policy coherence is more likely to be successful when there are institutions that facilitate the integration process, such as parliamentary committees or appropriate executive agencies (…)” (TOSUN, LANG, 2017).

In this context and in that harmony existing at the time, from the point of view of multilevel governance, the GFD also proceeded with the formalization, of the specific creation of a working group (GTODS), as a public expression of the interest in the internalization of the Agenda, with the SES/FD developed the initiative to create the popular surveillance project in DF starting with the Structural City, through the 2030 HSSC project. Thus, given the intention to implement part of the SDGs and the focus on local development, the representatives of the GFD also used protection and legal devices to try to guarantee the continuity of the actions, in a wave of formalization movements that guided the interactions between the inserted public institutions.

However, at a certain moment, with the change of power in the federal government, which took place in 2019, due to the elections for the position of President of the Federative Republic of Brazil, there was also an exchange of interests from the previous government, as they were not interested in prioritizing the 2030 Agenda as it had been occurring in previous years, according to the CNODS extinction action and its non-inclusion in the PPA 2020-2023 (Law 13.971/2019) – Pluriannual Plan. Thus, the perception is that the sustainable development actions of 2030 Agenda have apparently been discontinued.

However, despite the rupture, federalism ensured that the fact could not be superimposed on the interest of the autonomous entity of the GFD, in view of the very

manifestation by the representatives of the subnational entity (distinct jurisdiction) of continuity and of placing it as a priority in its action strategy for the next political cycle, through the manifestation contained in PPA 2020-2023 (Law 6.490/2020) of the GFD, in order to organize the integration of its processes in its levels of government and search for external resources to support the actions (HOOGHE, MARKS, 2002 ; PETERS, PIERRE, 2002).

The strategy adopted in the narrative of interest by the GFD, in view of the continuity of actions with 2030 Agenda as the north, is in line with the action of the meta-governance theory, given the possibility of influencing decision-makers in solving existing problems, for example. means of using rational information to build interests and visions of possible futures for society:

“(…) Through narrative, it is possible to mold images of rational behavior through the construction of interests, images of friend-enemy relationships and visions of the past and possible futures for individuals and groups and for society in general. Therefore, storytelling represents a practical means of influencing the formation of political strategies among a multiplicity of autonomous actors without directly interfering in the formulation of their strategy (…)” (SØRENSEN, 2006).

The situation of diffusion of authority and the consequent break in the coherence of the internalization policy of 2030 Agenda in the country that occurred between the national (federal government) and subnational (GFD) entities, caused by Decree 9.759/2019, can be seen as a failure in multilevel governance:

“(…) decision making went beyond the central representative institutions to regulate international functional agencies or organizations (… formal authority was dispersed from central states to both supranational institutions and subnational governments (…)” (HOOGHE, MARKS, 2002, p. 3).

The perception of failure in multilevel governance, in the face of the episode, expresses the misalignment between the priorities among the entities. As the rupture of interest, if avoided, could contribute even more to the achievement of better levels of socioeconomic indicators for the country, in view of the scarcity of existing resources, in view of the respective capacity for guaranteeing individual rights by the State, and the possibility of using Agenda 2030 as an agenda for claiming public policies. This reading was carried out by the GDF when appropriating the opportunity and expressing its interest in the continuity of the policy for the CLDF, reflecting the interest in the continuity of

sustainable development actions as a way of attempting to expand social well-being for the population (HOOGHE, MARKS, 2002; SARLET, FIGUEIREDO, 2007; WANG, 2008).

In order to understand the interactive governance of this project, we used Latour, who highlights the importance of understanding the global context and local interactions, in order to understand the dynamics of the process, through associations that can be traced through movements that allow us to navigate the circulation of information to promote perceptions about displacements (LATOURE, 2012). The global does not seem to be perceptible to the naked eye, with invisible entities or structures in a context that hinders macro understanding and its practices, as well as being present on the spot, without understanding the actions in motion can cause the loss of reasoning necessary to the phenomenon (Ibidem). In view of this, the social scientist needs to remain in the midst of these actions to appear possible to stick to the movements to generate the appropriate associations:

"(...) The reason so important to learn to navigate in this space flat and, when we come to focus better what circulates, we perceive much other entities whose displacement apparent insignificance (...)" (Ibidem, ps. 295 and 296).

Latour (Ibidem) explains that we need to be able to understand that the social flow offers a transitory appearance of existence, but that there is a threshold between continuity and discontinuity of actions to understand the movement that author teaches.

On the one hand, the federal government does not appear to stimulate social participation in governance, according to the contents of Decrees 9.203 / 2017 and Decree 9.759 / 2019, just as it does not prioritize the 2030 Agenda and the reach of the 17 SDGs, according to the content of Law 13.971 / 2019. And on the other, one of its subnational entities, with autonomy in its organization, which establishes a construction in the opposite way, through partnerships for the realization of the 2030 HSSC project and which contain elements that can contribute to local development, starting from the joint and sustainable action by the residents of the Structural City area with the GFD, aiming to raise people's quality of life, as seen in the results of the process and institution analysis categories.

In this sense, the governance model adopted by the 2030 HSSC project is similar to the model of interactive governance, with the State acting together with society, in the

sense of establishing a governance network through formal institutional arrangement and network-actors presenting objectives of mutual gains in solving complex problems and fragmentation of public services existing in the territory of the Structural City (TORFING et al., 2012).

Interaction was the key element in the construction of the 2030 HSSC project, given the care taken for relationships, with emphasis on SES/FD, as entrepreneurs of the cause, and the steps taken to search for partners that would make the project possible, such as Fiocruz, UnB and the local sociotechnical network of the Structural City, in addition to the construction of the common objective, as it was possible to verify in the analysis results of the knowledge translation categories, of actors and institutions, after initial eliminations of eventual controversies. and the alignment of converged interests (CALLON, 1984; LASCOUMES, LES GALÈS, 2012a; LATOUR, 2000).

Interactive governance was a powerful tool that may have contributed to stimulating social participation within the territory in order to articulate actions to attempt to claim public policies for the local community (TORFING et al., 2012). The dynamic process that took place within the territory, understood here as the space for action in relation to development, was equivalent to actions originating from actors or agents, in addition to organizations or institutions linked to the population, which has such historical and territorial features, in a way that the dynamics itself was directly linked to social, environmental, economic, cultural and political issues (DALLABRIDA, 2007; 2018).

The 2030 HSSC project then brings an assertive meaning to the State, which, in turn, presents the interest in solving socio-political problems that generate public concerns in favor of the community, as advocated by the NPG (PETERS, 2013), in the face of coordinated action in a joint and cooperative of SES/FD, both horizontally and vertically, with the federal public institutions Fiocruz and UnB.

In addition, it is worth highlighting the contribution of public and private actors that made up the network of this project to the articulations of the actions, with emphasis on the time component with regard to the guarantee of continuity of strategic actions by the institutions. That can be considered as a critical element for the engagement of the actors and for its interactions, considering diffuse interests in commitments and negotiations, taking into account that a “(...) commitment is motivationally credible if the players continue to want to honor the commitment for the duration of the performance (...)”

(NORTH, 1993, p. 6) and that “(...) politics is a process, as much as a product (...)” (WILDAVSKY, 2018, p. 421).

It is worth mentioning that the 2030 HSSC project has not been completed, as well as there are no results of receiving policies resulting from this greater policy related to popular surveillance, but it is important to analyze how the process appears to be being well directed and according to the initial purposes for using the Living Room. Social cooperation by popular researchers and the future integration of representatives of the local society with the representatives of the GFD in the work in the territory.

The process of meta-governance by the GFD appears to follow a viable path, providing the necessary elements to make the 2030 Agenda viable through SES/FD, even when it grants the budgetary authorization for its execution and the construction of legal instruments to formalize partnerships, enabling the perpetuity of politics in the future.

The interactive governance process may have contributed to taking care of the relationships of the network-actors, to provide their due engagement and commitment in the process and to form citizens capable of using the science and the use of available data for the public management of the place through of the policy intervention proposals that will be contained in the final works of the STG course.

It was possible to perceive that science was being built collectively, through an interactive governance process agreed between the State and local society, which presented elements of interdependence between the organizations involved in the system and the State's autonomy to generate future fruits for the community. local (FUKUYAMA, 2013; PETERS, 2000; RHODES, 2007).

However, there were several other important elements that were present in the governance action by the GFD in order to guarantee the receipt of public policies for the territory, such as, for example, the increase in the level of government support through the expansion of the articulation and respective engagement of actors- keys of the technical and decision-making body of the GFD, in order to sensitize them with the life of the local community.

Although there was no expression of interest materialized by such new network-actors detected during the research period, in the sense of expressing the commitment to the project, the fact is fundamental to garner political support for the construction of the action and for future consensus on the GFD policy. Given the episode of the public hearing, in December 2019 at FDLC, over Santa Luzia, in which there was an active

listening was carried out only after almost four months of the lack of water in the territory, including with the occurrence of political clash, dispute egos and controversies between members of the board, which was not even comprised of actors from the legislative and judicial powers of the GFD.

The parallel presented shows that the consensus in this case was not reached, considering that, despite the apparent understanding of local problems and the intentions to change the situation by the actors and decision makers present at the public hearing, the community of Santa Luzia, in the first semester 2020, still lacked sufficient water supply^[65] and residents who occupied the space inside the buffer had their shacks removed and were left in the open field in a nearby location, a fact previously analyzed, without respecting the fulfillment of the request for humanitarian removal that had been requested by the member of the Public Defender's Office. GFD during the public hearing held at FDLC.

The articulation with other GFD decision-makers by representatives of the 2030 HSSC project was initially carried out, as seen at the Cidade do Futuro seminar, however, the questions of engagement, commitment and formalization of interests would still need to be achieved, as they would become elements fundamental to raise the level of agreement among decision-makers on the problems related to the various public policies in the territory, aiming at the construction of pacts, coalitions and convergence of interests between public and private actors in favor of the life of the population of the Structural City (GEYER, 2011; LASCOUMES, LES GALÈS, 2012 a ; STACEY, 2007).

The more information about the public problems faced by the local population, in order to raise the level of understanding and knowledge of the reality related to public matters, combined with the increase in the level of agreement in the construction of the necessary policies in the face of interactions as communicative elements among the actors, the greater the chances of successful learning to overcome the complexity of the situation faced by the community of the Structural City. The logic of seeking order, based on the disorder faced, and the use of a systemic view, from unity and the respective understanding of multiplicity, in the search for collective responses can guarantee to raise the quality of life of the local population. (GEYER, 2011; MITCHELL, 2011; MORIN, 2000; 2003; SENGE, 2006; STACEY, 2007).

From a macro point of view, the country is going through delicate situations, such as: necessary adjustments to the social security system (social assistance, social security

and health), the complex austerity scene faced in the country, the search for balanced integration between actions and guaranteeing rights for the population. In view of this scene and the results analyzed in this study, the perception is that if there were synergy and alignment between federal and subnational entities, with regard to the interest in the continuity of Agenda 2030 actions in the country, such joint action, when combined with the stimulus the social participation (with social representation) in decisions about the policy-making and the increase in the use of science in public management, could enhance the quality of governance in the country, precisely as a pillar for the development process, taking advantage of the “moment” and the importance contained in the international agenda (CAIO, MARQUES, 2010; CARMO, GUIZARDI, 2018; MOSCOVICI, 2007; SEN, 2018).

Therefore, box 12 presents the synthesis of the most highlighted elements:

Box 12: Summary of Inferential Analysis - Governance Category.

PROJECT SUMMARY 2030 HSSC	MAIN HIGHLIGHTS IN INFERENCE ANALYSIS
CATEGORY: GOVERNANCE	<ul style="list-style-type: none"> • <i>RUPTURE OF INTERESTS IN THE IMPLEMENTATION OF THE 2030 AGENDA OCCURRED IN THE COUNTRY BY THE TRANSITION OF GOVERNMENTS AT THE FEDERAL LEVEL HAS NO GENERATED IMPACTS AT THE SUBNATIONAL LEVEL RELATING TO THE GFD, IN VIEW OF THE GUARANTEED AUTONOMY OF THE ENTE IN THE FEDERALISM FOR THE CONTINUITY OF ACTIONS;</i> • <i>USE OF THE 2030 AGENDA BY THE GFD STRATEGICALLY AS AN ELEMENT TO RAISE EXTERNAL RESOURCES IN RESPECT OF THE OPPORTUNITY GENERATED BY THE INTERNATIONAL POLICY SUBMISSION AGREEMENT, OCCASIONING IN THE PERFORMANCE OF THE POLICY IN THE SUBNATIONAL GOVERNMENT'S PERFORMANCE;</i> • <i>INTERACTIVE GOVERNANCE IN THE 2030 HSSC PROJECT MAY HAVE CONTRIBUTED TO THE STIMULATION OF SOCIAL PARTICIPATION AND IN THE ARTICULATION OF ACTIONS FOR THE ATTEMPT TO CLAIM RECEIVING PUBLIC POLICIES FOR THE COMMUNITY, FROM AN INITIAL HEALTH PROJECT IN THE TERRITORY;</i> • <i>TRAINING OF POPULAR RESEARCHERS WHO WILL ACT IN THE TERRITORY ABLE TO USE SCIENCE AND THE USE OF DATA AVAILABLE FOR PUBLIC MANAGEMENT, THROUGH PROPOSALS FOR INTERVENTION OF POLICIES CONTAINED IN THE STG COURSE COMPLETION WORKS TO BE OFFERED TO GFD;</i> • <i>ARTICULATION AMONG NETWORK-ACTORS AND DIRECTIONALITY PRESENT IN THE 2030 HSSC PROJECT, IN ADDITION TO INDICATIVES ABOUT THE RISE IN THE LEVEL OF UNDERSTANDING AND KNOWLEDGE OF LOCAL REALITY, AS</i>

Source: own elaboration.

5.3.9 Analysis category: democracy

The democracy category emerged from the described results, in view of the way in which the local population can be contemplated with active listening by government representatives, as well as the possibility of choosing the problems to be faced in the construction of the 2030 HSSC project. Such action is understood in the sense of possibility of active social participation in cognitive spaces, being made possible by SES/FD during its formulation and implementation phase, elements consistent with democratic ideas, the principles of good governance and the exercise of citizenship contained in BFC/1988 (ADDINK 2017; 2019; DAROIT et al., 2018; FLEURY, 2003; PETERS, 2004; 2008; SANTOS, 2014; SANTOS, GUGLIANO, 2015).

It is worth mentioning that BFC/1988 brings the stone clause in which “(...) all power emanates from the people, who exercise it through elected representatives or directly (...)” (BRASIL, 1988, article 1), as a device of material limitation to the power of reform of the constitution and presents two democratic pillars, both through vote (representative democracy) and through social participation (participatory democracy) (Ibidem, without page; GADOTTI, 2013).

Thus, in this analysis, we will activate the second pillar, understanding social participation as a central element for the exercise of citizenship and a factor of direct contribution to governance, one of the guiding principles that is related to deliberative democracy in the sense of its deepening and consequent increase in its quality, based on participatory mechanisms (FUNG, WRIGHT, 2003; GADOTTI, 2013; GUTMANN, THOMPSON, 2004; PETERS, 2004; 2008; POGREBINSCHI, VENTURA, 2017).

Thus, it is important to highlight that the sense of community, for democracy, becomes a central element for demonstrating the connectivity of citizens in their living space, a fact that contributes to increase the policy effectiveness (SØRENSEN, 2006). Contributions to democracy are materialized through collective participation in the face of the problems experienced by the community, in the sense of being inserted in the environment in question and in the search for building collective solutions, in view of

bringing their experiences and reflections with them to the spaces of reflection. life trajectories (DEWEY, 2005; 2008).

In this sense, the reflective process for building joint solutions becomes relevant to the decision-making process and with a consequent contribution to the democratic process:

“(…) When participatory mechanisms start to exert some kind of effect on the political-decision-making process and on the well-being of society, they can not fail to be considered when measuring the quality of democracy. Similarly, when participatory and deliberative experiments are, either in their assumptions or in their effects, linked to the design of representative institutions, their presence cannot be overlooked in the definitions of political participation that underlie such measurements (…)” (POGREBINSCHI, VENTURA, 2017, p. 10).

At this moment, it is necessary to rescue a little of the construction of the BFC/1988, with regard to the materialization of social and human rights and the encouragement of social participation arising from a historical construction of the right to life, a fact caused in the middle of the 20th century. (UN/1948) in the face of public policies offered by the State for the benefit of society:

“(…) The breadth and diversity of the themes listed by CF 88 put pressure on the State to act in areas that were not previously served or to improve and expand the existing mechanisms. Likewise, the participatory bodies listed by the Constitution represented new challenges for a hierarchical structure based on authoritarianism. Democratization thus brought new demands for organization and structuring that put actors with heterogeneous interests, visions and identities in contact. Not only was the bureaucratic apparatus of the dictatorial state insufficient, it was also inadequate for the innovative proposals contained in the Constitution (…)” (DAROIT et al., 2018, p. 122).

The democratic logic contained in the BFC/1988 combined with the logic of governance in the performance of the State allows us to understand how the capacity to govern, in the face of the plurality of actors and institutions, has become important today, in view of the influence it is caused on complex processes related to society (SØRENSEN, 2006).

It is worth highlighting the role of institutions in the face of democratic governments, not seen as elements of linked processes, but as non-human actors responsible for sustaining their critical contexts, considering that the “(…) challenge of

governing has assumed a new magnitude together with the multilayer of political institutions and authorities (...)” (PETERS, PIERRE, 2004, p. 76).

Democracy comprises the active participation of society in order to contribute to decisions through the creation of cognitive and normative spaces that contemplate the plurality of actors in an equal way and full access to “(...) channels of influence and must have skills participatory (...) in order to make use of formal channels as a means of gaining influence over the decisions that affect them (...)” (SØRENSEN, 2006, p. 103) .

The assumption brought about by the creation of such spaces in view of the complexity of the problems to promote collective decisions is supported by the need to legitimize democratic governments (FARIA, 2000). The counterpoint to participatory democracy is that there is a participatory society to justify its existence, in the sense that there is “(...) a society where all political systems have been democratized and socialization through participation can occur in all areas (...)” (PATEMAN, 1970, p. 41). Given this and in line with the teachings on governance, it is important to place the main points of democracy on the applied case study of this thesis.

This analysis refers to the construction of the solution to a certain public problem and what actions the State had to proceed to provide the organization of the necessary institutional arrangement aiming at the resolution, through the articulation, integration and coordination of the actors involved (LACOUMES, LES GALÈS, 2012; PETERS, 2013), in the sense that it is a process that must involve and engage stakeholders from the public and private sides through interaction and that is capable of influencing directions, proposals and the way in which certain actions were developed for the your reach:

(...) The mobilization of the actors regarding the challenges and problems occurs in a competitive way. Socially building a public problem means, at the same time, naming to define, qualifying to make it tangible and provoking a mobilization of actors who become entrepreneurs of the cause (...)” (LACOUMES, LE GALÈS, 2012a, p. 150).

That said, it was possible to perceive the characterization of the public problem present in the 2030 HSSC project, in which there was interest by the GFD in carrying out the project as a pilot in the territory of the Structural City, chosen as the *locus* for presenting low socioeconomic levels and a high level of social inequality as data presented by PDAD (DISTRITO FEDERAL, 2019a), in addition to complex relationships and situations as investigated during field observation, with a view to

reapplying this model of popular surveillance of social indicators in DF territories (SELLERA et al., 2019).

The perception that the 2030 HSSC project, then, presents is that the joint action of society with the State, in the face of transparent action, in addition to the creation of governance spaces and the encouragement of dialogue with the local community, contributed to the democratic logic, in order to try to reduce inequality in the territory and guarantee the political freedoms of the residents (giving them a voice and the right to choose), in the sense of the search for a more just and egalitarian local society through the collective construction of the solution (ADDINK, 2017; 2019; KOOIMAN, 1993; PETERS, PIERRE, 2008; SEN, 2018; TORFING et al., 2012).

From the perspective of interactive governance, it can be said that there was a high degree of democracy, in the sense of bringing the State closer to local society, regarding the 2030 HSSC project. Since the right to open choice of problems by the citizens of the territory and given the degree of autonomy that was provided to citizens during the cognitive spaces of action construction, in addition to the perception that the individual was in the role of “(...) active participant in community enterprises - being aware of the shared responsibility and the cooperation (...)” (DEWEY, 2008, p. 21), in the sense of agent (LATOURE, 2000; PETERS, PIERRE, 2008; RØISELAND, VABO, 2016; TORFING et al., 2012).

It was possible to analyze in the 2030 HSSC project the possibility of generating innovation in political paths based on the perceptions of society and its daily life as ways of influencing the choices about the system, including from the bottom up:

“(...) democracy in the “strong” sense ends up democratizing democracy in the formal sense, but not exactly to take its place, but rather to democratize more and more the policy that is practiced within the scope of the State and its relations with society. society (...)” (DEWEY, 2008, p. 20).

In this sense, we understand that the representatives of the State in the 2030 HSSC project were able to try to eliminate the “(...) danger of individualizing the responsibility for overcoming the situation of vulnerability through the discourse of resilience (...)” (CARMO, GUIZARDI, 2018, p. 5) and act more closely with societies, especially those in this situation, to build collective solutions, given the generous capacity to give voice to local actors and give the opportunity to choose problems they wanted to face with a focus on the development of their territory (SEN, 2018).

This conception of the State's cooperative action with society seems to be a more viable path in the local dimension, as a community project that, when applied in the case of the Structural City, for example, can allow participatory democracy to gain more strength and the citizens involved feel become more empowered (DEWEY, 2008; FUNG, WRIGHT, 2003). The democratic performance perceived in the 2030 HSSC project gains greater importance in the face of a scenario in which political equality is being undermined by inequality in the economic field, in such a way that democracy is not fully guaranteed for people in situations of vulnerability:

“(…) representative institutions are dominated by the rich whose disproportionate political influence prevents the adoption of egalitarian political practices or the super-majority characteristics of these institutions favor the status-quo, regardless of who dominates them. However, there may be exclusively economic or even technological barriers to equality. Equalizing productive assets turns out to be difficult in modern societies, where land is no longer the most important source of income. Even if the ability to earn income was equaled, inequality would rise again in these economies. Equality may not be a viable factor for economic equilibrium. We should not expect democracy to do what no system of political institutions could conceivably do (…)” (PRZEWORSKI, 2010, p. 14).

The proposal to build development as freedom is based on the logic of democracy as a generator of opportunities, not in the sense of remedying a given situation, but aiming at the emergence of the appropriate effects, “(…) a basic characteristic of freedoms in general - a lot depends on how they are actually exercised (…)” (SEN, 2018, position 3.194 of 8.126, Kindle edition).

But there is a long way to go that goes beyond respecting individual freedoms, given that the current environment is marked by the incessant search for power with a focus on the economic side of the current capitalist system, tipping the balance towards the side of social development, in view of the existing inequality in the world and the trajectory that takes humanity to the “(…) satanic windmills (…)” (POLANYI, 2000, p.10), in the sense of breaking with the social foundations of its existence, including democracy (POLANYI, 2000; SEN, 2018):

“(…) The main spectator of the tragedy of the Industrial Revolution was summoned not by the insensitivity and greed of the capitalists in search of profit - although this registered a great inhumanity - but by the social devastation of an uncontrolled system, the market economy. Men could not understand what the cohesion of society meant. The most intimate tabernacle of human life has been stripped and violated. The problem

of social control of revolutionary change was not fully appreciated (...)” (POLANYI, 2000, p. 10).

Despite the current context, from the economic point of view in most countries in the world, in which political equality tries to find ways to fit in with the existing socioeconomic inequality, in order to generate counterbalances to the capacity of individuals, it is clear that democracy has a greater degree of security when there are environments with lower levels of inequality and, consequently, this situation allows generating greater capacity for the people to be able to “(...) exercise their power and the only viable form of political freedom in our world (...)” (PZEWSKI, 2010, p. xii)

In Brazil, even considering an environment weakened by legal determinations that are against democratic principles, which deprive political freedoms and civil rights of the population, such as the content reflected by the publications of Decrees 9.203/2017 and 9.759/2019 that minimizes the stimulus to social participation in governance spaces, the 2030 HSSC project enabled the initial perception of a joint construction of a fact, in view of the development of the action now built based on science in favor of public management, providing a dialogue between public and private actors given the existing inequalities in the territory, as seen in the activities since the presentation of the proposal to the local society and obtaining due engagement through the group of its representatives involved (BRASIL, 2017a; 2019a; LATOUR, 2000; PRZEWSKI, 2010)

The final perception is that the mechanisms created by the representatives of the managing group of the 2030 HSSC project contributed to the democratic process, in the sense of enabling citizens to exercise their citizenship on the part of representatives of interested and involved local residents, by encouraging social participation in cognitive spaces. Such mechanisms might contribute to gather appropriate information from the territory and aim to collectively build possible solutions for the Structural City, based on a health project that may contemplate several themes that reflect the attempt to minimize the existing level of inequality and to raise the level the quality of life of the local population (DEWEY, 2008; FUNG, WRIGHT, 2003; PATEMAN, 1970; PRZEWSKI, 2010).

Despite the gap in relation to the stimulus to social participation by the federal government, both in cognitive spaces and in decision-making spaces, according to government publications, it is important to highlight that the design of the 2030 HSSC project, which, in addition to having contributed to the democratic process its results in

the future may also contribute to the democratic deliberative process, in view of the legitimacy given by the participating citizens and the articulation with other network-actors in order to raise the level of agreement for future decisions that will involve policy-making for the territory (FUNG, WRIGHT, 2003; GEYER, 2011; POGREBINSCHI, VENTURA, 2017; STACEY, 2007).

Therefore, Box 13 presents the synthesis of the most highlighted elements.

Box 13: Summary of Inferential Analysis - Democracy Category.

PROJECT SUMMARY 2030 HSSC	MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS
CATEGORY: DEMOCRACY	<ul style="list-style-type: none"> • <i>LACK OF COHERENCE IN THE POLICY FOR IMPLEMENTING 2030 AGENDA AND THE 17 SDGs IN THE COUNTRY, IN RELATION TO THE PRIORITIES SET FORTH AT THE FEDERAL LEVEL, IMPACTING GOVERNANCE AND, THEREFORE, IMPACTING PARTICIPATIVE DEMOCRACY IN VIEW OF THE LACK OF STIMULUS TO SOCIAL PARTICIPATION OCCASIONED BY THE PUBLICATION OF DECREE 9203/2017 AND 9,759/2019;</i> • <i>FEDERALISM ENABLED THE CONTINUITY OF THE IMPLEMENTATION OF 2030 AGENDA AND THE 17 SDGs TO THE GFD, IN VIEW OF ITS AUTONOMY OF STRATEGIC CHOICE OF ACTION, PLACING IT AS NORTH OF THE ACTIONS OF THE SUBNATIONAL ENTE, FACT THAT CONTRIBUTED IN THE PROGRESS OF THE HSSC 2030 PROJECT;</i> • <i>PROJECT 2030 HSSC HAS THE PRESENCE OF INSTITUTIONS THAT WERE ABLE TO ACT WITH PARTICIPATIVE DEMOCRATIC LOGIC IN FRONT OF THE CRITICAL CONTEXTS REQUIRED FOR GOVERNMENTAL ACTION, USING STIMULATION IN THEIR CONSTRUCTION AND THE HISTORY OF HIS BUILDING;</i> • <i>MECHANISMS CREATED BY THE REPRESENTATIVES OF THE CESS 2030 PROJECT MANAGEMENT GROUP CONTRIBUTED TO THE PARTICIPATIVE DEMOCRATIC PROCESS, IN THE SENSE OF ALLOWING CITIZENSHIP EXERCISE OF PART OF THE REPRESENTATIVES OF LOCAL SOCIETY AND PROPERLY ENGAGED THROUGH SOCIAL PARTICIPATION IN COGNITIVE SPACES;</i> • <i>THE DESIGN OF THE 2030 HSSC PROJECT, BESIDES CONTRIBUTING TO THE PARTICIPATIVE DEMOCRATIC PROCESS, WILL ALSO MAY CONTRIBUTE TO THE DELIBERATIVE DEMOCRATIC PROCESS, CONSIDERING THE LEGITIMATION GIVEN BY THE CITIZENS AND ARTICULATION WITH OTHER NETWORK-ACTORS TO BE ABLE TO RAISE THE LEVEL OF AGREEMENT FOR FUTURE DECISIONS THAT WILL INVOLVE POLICY-MAKING FOR THE TERRITORY.</i>

Source: own elaboration.

5.3.10 Analysis category: social participation

This category ends up being the apex of the analyzes previously seen during the Participant Observation method, and the Case Study provided elements of social participation, in itself, in addition to important elements that were possible to be seen in the results of governance and democracy themes, which will be analyzed as subtopics.

The encouragement of social participation aiming at cooperative action with the local government for the joint construction of policies by the 2030 HSSC project ends up being inconsistent with the current reality about the lack of promoting public spaces to occur a greater amount of dialogues, with a view to reducing social governance existing term used to express the need for popular legitimation of initiatives by public managers, as a critical factor for the success of public policies (CANEDO, 2011) .

Still, in relation to the Structural City, the results showed flaws in the effective participation by representatives of the local society, here understood as *gaps* between the spaces demanded by society (defender of democracy in general) and those that were institutionalized with a view to stimulating control in such instances, with a view to not fully occupying local councils (MIGUEL, 2017).

It is important to point out the issue of *gaps*, considering that full participation in such spaces allows legitimizing government actions in the search for public solutions and contributing to strengthen the democratic system of the territory, both for spaces of governance of a consultative and even deliberative nature. . These, even, created for joint decision-making that can influence the change in power relations between citizens and representative democratic institutions, bringing the social approach to the defense of citizenship:

(...) Deliberative arenas are, therefore, a useful tool to cause political decisions to be reached that are relatively closer to the citizens, who do not have many opportunities if they use representative channels or other forms of political participation, especially those that conflict. they do not have an adequate link with the institutions (...)” (FRESCHI, 2018, p. 242)

The reality of promoting social participation is a challenge when it comes to delivering policies and overcoming flaws in the expected results in the face of increasingly complex problems that require the involvement of different sectors for cooperative action (FUNG, WRIGHT, 2003). However, there is little clarity on how to work collaboratively, an important factor given the possible guarantee by the State of society's participation in decisions and in a more democratic way, as constant in

BFC/1988, in addition to allowing more access to information to minimize asymmetry. existing information and promote a development, as perceived in the actions of the 2030 HSSC project in the face of the coordination of political actions (SABOURIN, 2002).

In this way, the performance of the State along with society, especially in subnational governments, may be able to generate innovation in public management and in order to be supported by governance theories to support actions in a well-aligned manner, allowing the construction of circles virtuous for local society, through the promotion of social participation and the creation of institutional arrangements in an articulated, integrated and coordinated manner in public spaces of governance, making information and democracy become fundamental elements in action:

“(…) The virtuous circle is born not only from the inherent logic of pluralism and the rule of law, but also because inclusive political institutions tend to support inclusive economic institutions - which leads to a more equal distribution of income, giving more power and autonomy to a wide segment of society and even more equalizing the conditions of participation in the political game (…)” (ACEMOGLU, ROBINSON, 2012, page 300).

Understanding contemporary change through cooperation and listening to the local population becomes essential for understanding the strategy of action for the construction of more just societies: “(…) society does not change only with participation in the plan (. ..) micro, but (...) from the micro level that the process of change and transformation takes place in society (…)” (GOHN, 2004, p. 24). It is noticeable that the micro dimension is where the facts occur (which can be considered as threats or opportunities) that can be transformed in a concrete way, according to the movements of society supported by choice, from a democratic perspective, as occurred in several occasions in the presented results of the 2030 HSSC project.

In addition to the vertical coordination with the institutions and the management of the project's time commitment (in order to guarantee its continuity), it was possible to verify that there was concern with the *bottom-up* participatory construction in the 2030 HSSC project, in view of the interaction between the actors -network, with arrangements robust enough capable of generating PA, aiming to strengthen society on the threats that present themselves and the vulnerabilities that affect it directly / indirectly, can present a path in which the government representing the State, in its role of offering quality services

and acting in partnership with society, can become more efficient, more effective and have its actions more effective (LATOURE, 2000; 2012, PETERS, 2017).

The act of governing means dealing with dilemmas, theories and practices arising from problems of social coordination, in particular, related to public policies and the way in which actions are articulated to mitigate risks, communication problems and conflicts, elements that are also noticeable in the results described related to the 2030 HSSC project (PETERS, 2017; PETERS, PIERRE, 2008).

The possibility of choices that took place in the 2030 HSSC project and carried out by the GFD so that representatives of the local population of the Structural City could contemplate their options about which policies could contribute to the improvement of the quality of life of people in the territory, according to existing reality and living conditions, may have contributed to the process of seeking development, in the face of respect for citizens' freedoms and through the social/political participation that occurred in actions and activities throughout its design and implementation (POLANYI, 2000 ; SEN, 2018).

It should be noted that the difference in action during observation, which ends up contributing to the discussion in question. On the one hand, through the 2030 HSSC project, an action that allows for a joint construction of action based on health policy by SES/FD, but that can bring direct benefits to the local community in view of the necessary problems to be faced in the territory and which contemplates several other public policies, from the use of science to the construction of intervention proposals in the place that would be offered to the GFD by students of the SGT course. On the other hand, the situation of the community of Santa Luzia, which is part of the Structural City, which had a public hearing in which society was heard only after four months of suffering with the lack of water, energy and infrastructure, which they showed to political actors involved the difficulty of survival and of having dignity for life in the face of the conditions experienced, but that there were no apparent advances to resolve such issues by the GFD, even from the apparent “political will” expressed on the day of the public hearing.

The importance of social participation in governance spaces is of no use if public policy is not carried out in the management, if there is not the proper articulation between political actors (as it was possible to see with the lack of actors from the legislature and the judiciary in the compound table at the public hearing held at the FDLC) with the proper coordination of actions by the State for resolution or even if the decision on the

resolution of a given situation is respected (LÚCIO, DAROIT and FREITA S , 2017). In fact, in the case of Santa Luzia, the satisfactory receipt of water, especially in view of the existence and impacts caused to children, should be the top priority for resolution, in view of the recognition of the “(...) right to water drinking and clean and the right to sanitation as essential for the full enjoyment of life and all human rights (...)” (UN, 2010, p. 2).

The importance of social participation in the governance processes in the 2030 HSSC project ends up reflecting what would be the ideal model of government in local action advocated by NPG and interactive governance (ADDINK, 2017; 2019; KOOIMAN, 1993; PETERS, PIERRE, 2008; TORFING et al., 20120). It is too early to know whether it will bear fruit to reduce inequalities in the territory, but it can be seen that it is a viable way to try to generate sustainable development in the territory.

It is important to note that the articulation of the actors that occurs in the 2030 HSSC project, covering all powers, is an important initial step for building agreement for future decision-making in deliberative governance spaces, but there is still a need to structure and sew several actions with in a targeted manner, given the system of government and the diffuse interests in the political game, in view of the current democratic crisis that occurs in the country and in the world:

“(...) The colonization of the public sphere is even more advanced today, inserted as it is in the dynamics of the digital political economy (...) governments have seen the space of deliberation that defended their authorities to erode together with them, and with it legitimacy "substantive", which is above and beyond formal procedures. Unfortunately, it seems that the regressive trends of recent years are threatening the basic democratic values, not just those based on solidarity, but the liberals as well. This is not but just a problem of an oligarchic structure (...) unfortunately, the institutional deliberative arenas seem to be mainly stuck in this context. At the same time, they seem to be very ambitious and fragile, and very subject to manipulation in the current state of the crisis. representative democracy, increasing social inequality, pollution of the public sphere and the increasing political use of the rhetoric of hate (...)” (FRESCHI, 2018, p. 250).

The change of direction by the State to guide the government with a focus on people's lives may be the key point for the promotion of more inclusive policies that contribute with greater dignity to the human being, with social participation as an element that can directly assist to decision-making by public managers, in view of the legitimacy that can be provided by the actors involved in the development of government action

(CANEDO, 2011; FUNG, WRIGHT, 2003; GEYER, 2011; LATOUR, 2000; PETERS, 2017; POGREBINSCHI, VENTURA, 2017).

These conditions, which even allow to provide greater quality to the governance and democracy process when applied in local contexts and with populations in situations of vulnerability, usually riddled with complex problems, in view of the increase in the level of knowledge that can occur with information. gathered by active listening and with the possibility of choices to be made by local representatives on prioritizing the construction of action. Fact that, for example, found n the 2030 HSSC project when it was possible contribu go to minimize the uncertainties involved in public issues contained in the environment, providing empowerment of local citizens and facilitating the future process of policy-making decision to the territory of the City Structural (FUNG, WRIGHT, 2003; GEYER, 2011; LATOUR, 2000; PETERS, 2017; STACEY, 2007).

We ended the analysis of this category by referring to the importance of the dialogue between State and society for the construction of virtuous circles in the democratic system, in view of important elements regarding the representative and participatory democracies and in the sense of the search for equality:

“(...) The recognition of the need to promote, in an active and permanent way, the expansion of the capacity for dialogue between representatives and those represented, as well as the autonomous production of preferences by the latter, was a central element in the currents of participatory democracy. When abandoning it, we move towards a paternalistic understanding, according to which the political incapacity of these people is a fact of a reality that is not worth facing (...)” (MIGUEL, 2017, p. 7, 113).

Therefore, box 14 presents the synthesis of the most highlighted elements.

Box 14: Summary of Inferential Analysis – Social Participation Category .

<i>PROJECT SUMMARY 2030 HSSC</i>	<i>MAIN HIGHLIGHTS IN INFERENTIAL ANALYSIS</i>
<i>CATEGORY: SOCIAL PARTICIPATION</i>	<ul style="list-style-type: none"> • <i>BEYOND THE VERTICAL COORDINATION WITH THE INSTITUTIONS AND THE MANAGEMENT OF THE PROJECT TIME COMMITMENT (IN THE MEANING OF THE GUARANTEE OF ITS CONTINUITY), IT WAS POSSIBLE TO CHECK THAT THERE WAS BOTTOM-UP PARTICIPATIVE CONSTRUCTION IN THE 2030 HSSC PROJECT, CONSIDERING INTERACTIONS BETWEEN NETWORK-ACTORS, WITH ROBUST ARRANGEMENTS ABLE TO GENERATE PUBLIC ACTION, AIMING TO STRENGTHEN SOCIETY AGAINST THREATS AND VULNERABILIITES, THAT MAY REPRESENT A PATH, THAT GOVERNMENT MIGHT FOLLOW FOR HIGHER LEVELS OF EFECTIVENESS IN ITS ACTIONS;</i>

- *STATE'S PERFORMANCE WITH SOCIETY, MAINLY IN SUBNATIONAL GOVERNMENTS, MAY BE ABLE TO GENERATE INNOVATION IN PUBLIC MANAGEMENT AND IN A WAY TO BE SUPPORTED BY THEORIES OF GOVERNANCE TO ASSIST THE ACTIONS IN A WELL ALIGNED WAY, ALLOWING VIRTUOUS CIRCLES CONSTRUCTION, THROUGH THE PROMOTION OF SOCIAL PARTICIPATION AND THE CREATION OF INSTITUTIONAL ARRANGEMENTS IN AN ARTICULATED, INTEGRATED AND COORDINATED FORM IN PUBLIC GOVERNANCE SPACES, MAKING INFORMATION AND DEMOCRACY FUNDAMENTAL ELEMENTS;*
- *POSSIBILITY OF CHOICES OCCURRED IN THE CESS 2030 PROJECT AND CARRIED OUT BY THE GDF SO THAT REPRESENTATIVES OF THE LOCAL STRUCTURAL CITY POPULATION COULD CONTEMPLATE THEIR OPTIONS ABOUT WHICH POLICIES COULD CONTRIBUTE TO THE ELEVATION OF THE QUALITY OF LIFE, IT WILL HAVE A QUALITY OF LIFE IN THE TERRITORY OF HAVING A TERRIBLE QUALITY OF LIFE. CONTRIBUTE TO THE DEVELOPMENT PROCESS, IN RESPECT OF RESPECT FOR CITIZENS ' FREEDOMS;*
- *RESULTS POINTED OUT FAILURES IN EFFECTIVE PARTICIPATION BY LOCAL SOCIETY REPRESENTATIVES WITH A VIEW TO FULL NON-OCCUPATION IN LOCAL COUNCILS, A SITUATION THAT WHEN CONTROLLED WILL MAKE PARTICIPATION IN SUCH SPACES MAY CONTRIBUTE TO LEGITIMATE GOVERNMENT ACTIONS IN THE SEARCH FOR PUBLIC SOLUTIONS AND CONTRIBUTE TO STRENGTHEN THE TERRITORY DEMOCRATIC SYSTEM.*

Source: own elaboration.

5.4 INTEGRATED ANALYSIS FOR THESIS OBJECT'S THEORETICAL VALIDATION

After generating the inferential analyzes of all 10 categories, it was possible to list important inputs to triangulate the gathered data, according to the teachings of Triviños (1987), aiming to answer the hypotheses of this thesis, especially with regard to the analysis of HT in the PI combined with PA as a governmental strategy for development, by making the 2030 Agenda feasible in territories. At this moment, it is important to return to essential elements regarding the HT in the PI, object built in chapter 4, to ascertain its components. Therefore, we list here the concept (previously defined), as well as its characteristics.

The concept we define for HT is related to the combination of the dynamic and systemic perspectives existing in the correlations among policies that might be capable of broadening vision and comprehension of a certain complex phenomenon, in view of its connective elements, in order to subsidize government decision-making processes

related to the policy design (targeting and hitting), allowing to raise the decision makers' assertiveness and contributing to the dimensioning of public solutions for life.

As ascertained from the Granoveter's theory of ties (1973), HT has a high degree of PI, an important characteristic for acting in complex environments, which also requires collective construction of solutions, based on active social participation to provide feedback cycles for a better understanding of certain phenomena of reality and knowledge generation (ASHBY, 1956; LINDBLOM, 1979; UNDERDAL, 1980). In this way, social participation becomes an important element of composition for HT, in view of the need to ensure a broad understanding of certain phenomena and the possibility of providing information by its profound experts (local residents, specialists, etc.), considering the possibility of raising the level of knowledge that involves such a phenomenon and enabling the elaboration of an adequate proposition to deal with wicked problems (ASHBY, 1956; PETERS, 2017).

In addition, the HT in the PI presents the elements of composition "systemic perspective", in view of correlations evidenced among possible policies and in order to cover the understanding about the possibilities of relationships of certain phenomena, important elements for the process of integration of policies (UNDERDAL, 1980), and "dynamic perspective", regarding changes in positions, and certain phenomena related to possible policies that have occurred may take on roles as motivating or produced factors, an understanding that contributes to the view of complexity theory in the face of existing multidimensionalities (MORIN, 2003).

The dimensions of the systemic and dynamic perspectives lead to the discussion of important elements that come from the theory of complexity, considering that HT allows us to understand how the plurality of actors and social participation corroborate the occurrence of interactions in multidimensional contexts and how they are established. relations of the whole with the parties and with the different levels of knowledge required to deal with certain complex problems (MORIN, 2003; SENGE, 2006).

In this way, the combination of dynamic and systemic perspectives and active social participation allows to contribute directly to the Bayesian logic contained in the HT, since tracing the recognition of patterns in order to minimize uncertainties involving decision-making processes in complex environments means that it may be possible to obtain greater likelihood of correct decisions that involves the targeting and hitting

process of a given policy, providing security to the policymaker (assertiveness) and effectiveness for policies (GEYER, 2011; GOLDSCHMIDT; 1970; JOYCE, ZALTA, 2019; MOTTA, 1997).

Thus, HT in the PI can contribute to the achievement of increasing the policy effectiveness and individual capacities in the human conditions, considering that they are elements of results that guide the performance of HT in favor of the search for socioeconomic balance for development.

After due explanations involving HT in the PI, we will proceed to investigate the thesis' hypotheses considering the variables contained in the summary tables of the analyzed categories and sources of information used in the research.

In this perspective, it was possible to list a list of 18 variables that were present or absent in the summary tables, which can be operationalized in a logic of intervention and/or interference and/or change by the State, based on the lessons learned throughout the theories visited. in the construction of this thesis and that could contribute to the integrated analysis, as shown in table 20.

Table 20: Variables' specifications in evidence from the applied case study.

<i>TYPE OF VARIABLE</i>	<i>NAME OF VARIABLE</i>	<i>CHARACTERISTIC</i>
<i>MACRO</i>	<i>VERTICAL AND HORIZONTAL COORDINATION</i>	<i>NON-MANIPULABLE</i>
	<i>TEMPORAL COORDINATION</i>	<i>MANIPULABLE</i>
	<i>INSTITUTIONALIZATION</i>	<i>MANIPULABLE</i>
	<i>COGNITIVE SPACES OF GOVERNANCE</i>	<i>NON-MANIPULABLE</i>
	<i>NORMATIVE SPACES OF GOVERNANCE</i>	<i>MANIPULABLE</i>
	<i>LIMITATION TO DEVELOPMENT</i>	<i>MANIPULABLE</i>
	<i>STABLISHMENT OF POLITICAL COHERENCE</i>	<i>NON-MANIPULABLE</i>
<i>STRUCTURAL</i>	<i>VALUATION IN INTERACTIONS</i>	<i>MANIPULABLE</i>
	<i>CONSENSUS BUILDING</i>	<i>MANIPULABLE</i>
	<i>DEFINITION OF COMMON GOAL</i>	<i>MANIPULABLE</i>
	<i>CHOICE OF REPRESENTATIVES</i>	<i>MANIPULABLE</i>
	<i>NETWORK ACTIVATION</i>	<i>MANIPULABLE</i>
	<i>TRUST BUILDING</i>	<i>MANIPULABLE</i>
	<i>PLURALITY OF ACTORS</i>	<i>MANIPULABLE</i>
<i>INDIVIDUAL</i>	<i>AUTONOMY IN PROPOSITIONS AND CHOICES</i>	<i>MANIPULABLE</i>
	<i>MEANINGFULNESS OF MEANINGS</i>	<i>MANIPULABLE</i>
	<i>INTERFERENCE IN DELIBERATIVE PROCESSES</i>	<i>NON-MANIPULABLE</i>
	<i>ACTIVE PARTICIPATION</i>	<i>NON-MANIPULABLE</i>

Source: own elaboration.

Thus, in order to build elements that support the theoretical construction of HT in the PI, we support this study in face of the existing “(...) potential combination (...)” (ADWAN, 2017, p. 294) between case study and *grounded theory*, understood as a process of theoretical construction of an analytical-epistemological nature, through relevant empirical foundations and arising from research, with rigorous theories involved and with solid arguments presented to support it (ADWAN, 2017; GEORGE, BENNET, 2005; GLASER, STRAUSS, 1967).

For this purpose, we will start the analysis based on the hypothesis: “*the systemic and dynamic perspectives of health transversality in the policy integration for life can provide the means to activate the 2030 Agenda in territories*”. We believe that it was possible to ascertain that both the systemic and dynamic dimensions of HT were present in the context of the observed phenomena.

As we saw earlier, the systemic and dynamic perspectives of HT can contribute to broaden the vision about a certain phenomenon in order to raise the level of knowledge that surrounds it, based on the possibility of identifying possible policy correlations (MORIN, 2003; UNDERDAL, 1980).

The systemic perspective was possible to be evidenced by the management group's own performance, from the perspective of serving the plurality of actors involved in the 2030 HSSC project, as evidenced in the actors' mapping, from representatives of the GFD (Executive Branch, Legislative Branch, Judiciary Branch, Public Ministry), representatives of the Federal Government (Executive Branch, Legislative Branch), representatives of civil society (LSN), representatives of academy (UnB and IFB), representatives of research (Fiocruz) and other institutions or local social organizations. This action meant that isolated and specific universes of different knowledge of each of these actors could be aggregated, combining the scientific side with the social knowledge for the construction of a joint practice, in order to deal with complex and wicked problems that hovered the territory of the Structural City (MORIN, 2003; PETERS, 2017; SENGE, 2006).

Another evidence observed in the planning workshop was the expansion of the health policy, used for the creation of the project, for other public policies that characterized the reality of the territory, emerging as important and integrative elements to expand the perspectives of the network-actors on the reality of the existing problems,

thus contributing to the reduction of social inequalities in the territory (BRAGA, 2018; SELLERA et al., 2019; UNDERDAL, 1980).

In relation to the dynamic perspective, it was evidenced in the public hearing and in the Field Diary, considering the existing correlations among health, water distribution, education, social assistance, food, energy supply and housing policies and how they presented the dynamics about the impact that one factor has on the other, assuming different roles between motivating facts and produced in the existing complexity in the context of the Santa Luzia community (MORIN, 2003).

The correlations among the policies and their breadth presented here, added to the active participation of the project actors, with emphasis on members of the territory, raised the levels of discussion and knowledge about the existing problems, considering the complexity for survival and the difficulties in the possibility of raising the human conditions and life quality of a good part of the local residents in vulnerable situation (GEYER, 2011; SEN, 2018; STACEY, 2007). The set of these actions founded the understanding of the TS, in view of the contemporary need to create cooperative approaches to solve complex problems (BRAGA, 2018; KLIJN, KOPPEJAN, 2015; PETERS, 2017).

Given these elements about the systemic and dynamic perspectives of HT, we believe that there is a direct possibility for it to contribute to the initial hypothesis of integrating policies into people's lives, expanding the view on complexity and raising the level of comprehension of a certain phenomenon. Its ability to integrate policies is directly related to the international guidelines of the 2030 Agenda, as it was possible to evidence in the records of the Field Diary and in the results of the applied case study, considering the presence of policies related to 14 out of the 17 possible SDGs, recognizing necessary elements for local societies to claim policies for their respective territories (LASCOURMES, LES GALÈS, 2012; ONU, 2015; UNDERDAL, 1980).

Therefore, we believe that TS in IP can be a plausible and universal way to contribute to the policy-making and to support government decision-making, given the ability to provide the necessary inputs so that 2030 Agenda becomes a guiding element in the actions of development, with emphasis on increasing human conditions for the sustainability of the planet (BRAGA, 2018; SELLERA et al., 2019).

The second hypothesis verified addressed the following context: *“in governance decision-making processes, the policy effectiveness can be enhanced by the convergence*

between the health transversality and public action". Primarily, it is worth clarifying the relationship between the policy effectiveness and decision making processes, as well as their connection with the policies themselves, for further analysis of their relationship with the HT and the PA.

The effectiveness of this study is understood as the ability to create a system of solutions with a focus on producing desired results for society (PETERS, 2004; TOSUN, LANG, 2017; WILSON et al., 2018). There are current studies that relate the policy effectiveness directly with: the policy integration, in the sense that the more integrated, the more chances are there to understand the resolution of a certain social phenomenon (TOSUN, LANG, 2017); and the policy design, in the sense that the effectiveness of a given policy can be increased depending on its design and its governance network, in addition to promoting coordination in government action (LING, 2002; PROVAN, KENIS, 2008; TOSUN, LANG, 2017).

The current discussion on the policy effectiveness leads to an understanding that runs through complexity in post-governance and post-globalization, considering that, besides understanding the phenomenon carefully and broadly to contribute to the policy design, it is important that the decision-makers be assertive when making the decision, and it is necessary to even anticipate future actions to contribute to the targeting and hitting level of policies and provide better results in the real world (BALI, CAPANO, RAMESH, 2019; HOWLETT, 2011; 2014; PETERS et al., 2018).

The concept of assertive is defined in the dictionary⁵ as an element of affirmation when declaring, in the sense of having security when acting. When we have an understanding of assertiveness in the context of decision-making, this element is supported by a list of relevant or qualified information that raises the level of knowledge of a given phenomenon, providing more security and certainty needed for decision-makers (KINTSCH, YOUNG, 1984; WALTON, CHAU, KENNERLEY, 2015).

Thus, the greater the degree of qualified information provided to the decision-maker, the greater the appropriate level of knowledge about a particular phenomenon faced and, consequently, the more assertive his decision might be, since the degree of uncertainty in decision making will be reduced, with a greater likelihood of policy effectiveness when formulated and implemented, in terms of aim and accuracy in the

⁵ <https://dicionario.priberam.org/assertivo>

policy design to be carried out (BALI, CAPANO, RAMESH, 2019; GEYER, 2011; HOWLETT, 2011; 2014; PETERS et al., 2018; STACEY, 2007).

Therefore, in deliberative spaces, assertiveness by the decision-maker depends on a series of critical inputs contained in relevant information about a given issue, to support decision-making. Such decisions need to present the breadth of vision necessary so that decision-makers do not present linear reasonings in the search for solutions in complex environments and do not incur failures (CAIRNEY, GEYER, 2015). It is also worth highlighting the role of this individual in a position that encourages social participation, moving away from the central government - which can limit his performance:

“(…) If policymakers deny their dependence on other actors to help them understand and adapt to their policymaking environment, they are doomed to make the same mistakes as their predecessors. Instead, central government policymakers should embrace interdependence, to seek more pragmatic solutions based on elevating the freedom of local actors to learn and adapt to signals, such as responses received from service users (…)” (CAIRNEY, GEYER, 2017, p. 5).

Thus, we can infer that the policy effectiveness presents connectivity with social participation, since the feedback from society becomes relevant to guide the design of a given policy, considering that the population is the biggest beneficiary and their perceptions need to be considered (ASHBY, 1956; PETERS, 2017).

In this context, when analyzing the applied case study, it was possible to perceive variables that can be operated by the State, such as: the plurality of actors present in the process, evidenced in the mapping carried out and understood here as the present quantity of actors with diversity of nexus (private and public) - with emphasis on residents and local workers; and active participation during the plenary of the planning workshop, evidenced in the results and in the Field Diary. Such variables were considered important for providing feedback cycles about the critical factors of the policies, in the sense of contributing to their pertinence and the impacts brought to the reality experienced by the local members present, with the validation process being carried out based on perceptions. supported by experiences accumulated in the different trajectories of their lives and that were taken with them to the space of reflection in question (BRAGA, 2018; DEWEY, 2005; 2008; GEYER, 2011; STACEY, 2007).

Still, the STG course itself can provide inputs to decision makers since students have carried out their scientific research with proposals for intervention in problems of

different policies faced in the territory as results for the GFD, understood as inputs that can offer support to public management and government action, considering that they come from graduate students, which reflect the experiences of those who experience the territory (residents and local workers), and that can be understood as proactive forms of feedback (BRAGA, 2018; CAIRNEY, GEYER, 2017).

The elements about social participation now brought to the discussion of the assertiveness of decision-makers and the policy effectiveness become important to understand the essence defended in this study, both for the HT and the PA, in the process related to participatory democracy and its contribution to deliberative democracy. In the conception of the HT, as we have already seen, these variables have direct impacts on the Bayesian decision-making process, raising the understanding about the phenomena of a certain reality from the feeding of qualified information by those who know the problems experienced (GEYER, 2011; GOLDSCHMIDT, 1970; JOYCE, ZALTA, 2019; MOTTA, 1997).

Accordingly, it was also possible to comprise, in a practical way, how the social participation integrated to the constituent elements of the PA can contribute to the cooperative action between State and society, in the search to improve the results for public management and for the policy-making, in the face of daily challenges and due interaction among actors (IRVIN, STANSBURY, 2004; LASCOUMES, LES GALÈS, 2012a; NABATCHI, AMSLER, 2014; PETERS, 2017; TORFING et al., 2012).

The PPP model's lenses were able to provide the perception of several variables contained in the inferential analyzes, being duly evidenced in the applied case study, with the presence or absence of important elements for the integrated discussion and for the systemic understanding of the context of the governmental action related to the dimensions of the PA (LASCOUMES, LES GALÈS, 2012a).

Regarding *actors dimension*, it was verified the presence of variables operable by the State related to the macro level, such as vertical, horizontal and temporal coordination, understood here as governmental arrangements made to provide the necessary sustainability to policy implementers in interactions with the other actors involved. in a certain public action, allowing the guarantees of continuity and plausibility of its execution within a certain period of time (ADAM, HURKA, KNILL, PETERS, STEINEBACH, 2019; HALPERN, JACQUOT, GALÈS, 2008; NORTH, 1993; PETERS, 1998; WILDAVSKY, 2018), as evidenced in the results of inferential analysis.

It was possible to perceive the vertical coordination in the case study in the first moment of internalization of 2030 Agenda, evidenced according to post-processing results of *corpus 1* by the IRaMuTeq software. It was still noticeable in the 2030 HSSC project itself, considering the public partnerships established among public institutions, evidenced in the legal and normative documents (BRAGA, 2018; DISTRITO FEDERAL, 2017b; 2017c).

Horizontal coordination was present during the action in the applied case study, including from the conception of the 2030 HSSC project, as evidenced in the Field Diary and in the descriptions of the results of the activities that took place between the public and private actors in its construction (BRAGA, 2018). Finally, the temporal coordination was also verified in the project and it was possible to perceive it in the formal and legal documents of partnership establishment, in addition to allocations and funding for the 2030 HSSC project, according to records in the Field Diary (CNPq 2019; DISTRITO FEDERAL, 2017c; FIOCRUZ, 2018a).

In addition, it was possible to verify the presence of operable structural variables and individual non-operable variables, here understood as important elements for the implementation of government action and that can affect its governability, in the sense of control capacity, during its conduction (PAQUET, 2000).

Regarding the operable structural variables, the following can be highlighted: plurality of actors, choice of representatives, network activation, autonomy in propositions and choices, valuation in interactions, consensus building, trust building and definition of a common goal. The plurality of actors, understood in the sense of a large number of participants in government action, and the choice of representatives, in the sense of the decision to represent a certain group in the participation process, were elements highlighted in the case study due to the ability to expand different perceptions and influence a given policy, evidenced in the mapping of actors carried out, as well as in the Field Diary (LOWI, 1972; NABATCHI, AMSLER, 2014; MORIN, 2000a).

The variables network activation, valuation in interactions and autonomy in propositions and choices, understood as important stages of mediation, engagement and legitimization of the action by the State in society, were perceived in the applied case study, being evidenced in the Diary Field, as well as the results described related to the implementation path of the 2030 HSSC project (DE SANT'ANNA; NETO, MARCHI, 2020; TORFING et al., 2012).

The variables consensus building and definition of common goal are understood as vital steps in the reach of governmental action, considering that they deal with commitments and with values attributed in the process, both in relation to the interactions between the actors and on the convergence of their interests, and were evidenced in the Field Diary and in the described results (LATOURE, 2000; TORFING et al., 2012).

Regarding the individual non-operable variables, it was possible to verify the presence of active participation and confidence building. Such variables become important elements sent at the level of the individual and that do not depend only on the rules established in governmental action. Therefore, it is necessary to consider the free will, in the sense of the freedom of a certain actor to want to contribute or participate in the action, according to the values established in his reflection process, or to consider that trust is a process of conquest that occurs in in line with the attitudes of the actors and the performance of the actions carried out - usually in the medium and long terms (BRAGA, 2018; BRUGUÉ, 2008; HEGEL, 1997; JONES, GEORGE, 1998; TORFING et al., 2012). Such variables were evidenced in the Field Diary and in the results described.

In relation to the *processes dimension*, this allowed to relate the presence of certain variables, part of them with theoretical correspondence previously mentioned due to the similarity of content and evidence, namely: operable structural (plurality of actors, cognitive spaces of governance, activation of network) and non-operable individuals (active participation). It is worth highlighting the detection of the absence of two non-operable variables in this dimension: vertical and horizontal coordination (macro) and active participation (individual).

The first non-operable variable, according to the theoretical correspondence explained above, presented elements that may lead to risks and/or governance failures, considering that there was: absence of effective participation (published and formalized partnerships) of the Local Administration in the 2030 HSSC project, evidenced by the verification of participation that occurred only on the very day of the planning workshop, according to analyzed documents that comprised the actors' mapping; absence of formal documents of Regional Administration partnerships with the other institutions conducting the project, evidenced in the process of raising the *corpora*; as well as a lack of alignment between Regional Administration and local leaders (horizontal) as well with GDF (vertical), evidenced in the records of the Field Diary and in the described results (ADAM et al., 2019; PETERS, 1998).

The second non-operable variable, according to the theoretical correspondence explained above, brought new content in relation to participation, considering the lack of occupation by the local population in the guaranteed constitutional spaces existing in the territory, according to the evidence found in the records of the Field diary and in the descriptions of the results. It is important to highlight this element, since the lack of evidenced participation, coupled with the issue of communicative noises evidenced in the horizontal coordination, can have impacts on local management in the search for better benefits for the community in the scope of governance and governability (PETERS, 2015; TORFING et al. 2012).

It was important to understand the institutions dimension, in view of the presence and absence of variables, whose theoretical correspondences have been mentioned previously, due to the similarity of theoretical content and evidence, with the exception of the variables called institutionalization and establishment of political coherence, which we will see forward.

Starting the explanation in relation to the macro variables, it is worth noting that it was possible to detect both the presence and the absence of content related to the non-operable macro variables vertical and horizontal coordination. The presence took place in the face of the arrangements made by the public actors of the institutions involved to carry out the necessary approximation by the State, establishing dialogues with the local society, characterized by active listening; while the absence was due to the detection of the gap between Local Administration and the local population in the governance of the territory (ADAM et al., 2019; HALPERN, JACQUOT, GALÈS, 2008; PETERS, 1998). Both situations were evidenced in the records of the Field Diary, in the descriptions of the results and in theoretical support of previous researches, as seen in the study by Mattos (2011).

It was possible to verify the presence of both the operable variable institutionalization, corresponding to the creation of norms, rules, roles, attributions and mechanisms by the institutions to define responsibilities and guide the behaviors of the actors during the interactions and minimize any risks, uncertainties and/or failures attributed to the participants; as for the operable variable normative spaces of governance, understood as the practical application of such norms and rules (MALTZMAN, 1998; NORTH, 1991; PURCELL, 2009; YOUNG, 2015). Both were evidenced in the process

of gathering formal documents that made up the corpora and in the records of the Field Diary.

It is important to mention that the operable variable temporal coordination was present in the process, considering the commitment to continue governmental actions in the face of the formalization of public documents and with resource allocations, evidenced in the *corpora* survey process and in the results described (NORTH, 1993; WILDAVSKY, 2018). Still, it was also possible to verify the absence of the non-operable macro variable establishment of political coherence, understood as compatibility between government actions (programs, projects and / or actions) related to policies, evidenced in the Field Diary records and in the descriptions of the results about the issues surrounding the Structural City and the strategy for implementing the 2030 Agenda in the country (PETERS, 2003; ROSENAU, 2004; TOSUN, LANG, 2017).

In relation to the structural variables, the absence of the operable variable, plurality of actors, was verified, according to the theoretical understanding already explained, given the distance between actors of the local government and the local society, as evidenced in the records of the Field Diary and in the actors' mapping process (BRAGA, 2018). On the other hand, it was possible to verify the presence of the operable variable valuation in interactions, according to the previous theoretical explanation, it was evidenced in the Field Diary records and in the results described in the applied case study. The individual variable active participation, according to the previously explained theoretical correspondence, was present in the face of the evidence found in the Field Diary records as well in the described results.

It is also worth noting that, in addition to the PPP model's presented dimensions, it was possible to list the *knowledge translation dimension*, which is directly related to the PA and led to the verification of the presence of variables in the inferential analysis results and with direct contributions, which: cognitive spaces of governance (non-operable macro); vertical and horizontal coordination (non-operable macro); valuation in interactions (structural operable); consensus building (structural operable); trust building (structurally operable); and active participation (non-operable individual). All the variables presented have already had their theoretical correspondence explained previously, being important to highlight that this dimension contributed to the perception of the learning process between State and society, in favor of government action.

All these mentioned elements were evidenced in the records of the Field Diary and in the described results, with emphasis on: the approach of technical and common languages for the establishment of better understanding and generation of qualified information for the project; establishment of trust relationships among actors, given the attitude of main managers in showing interest and participating in activities along with the representatives of the local society throughout the process; and elimination of initial controversies for the built consensus and agreed among participants, demonstrating the establishment of the convergence zone over their interests (BRAGA, 2018; CALLON, 1984; LATOUR, 2000; 2012).

It can be said that the dimensions of the PPP model combined with the knowledge translation dimension can collaborate to a better comprehension of the PA, in the sense of broadening the vision of governance to elements that can make a difference to achieve better results for society, mainly regarding meanings contained in the speeches of the local actors and in the languages' alignment process, in line with elements that contribute both for the articulation of State's representatives along with the local population and for the legitimation of democracy (CAIO, MARQUE S, 2010; IRVIN, STANSBURY, 2004; LASCOUMES, LES GALÈS, 2012a; MOSCOVICI, 2007; RØISELAND, VABO, 2016).

It is worth noting the limitations brought over the applied case study, such as the 2030 HSSC project being an exclusively participatory government action (non-deliberative) and the occurrence of governance failures during the observation of the public hearing in FDLC, which did not present the necessary completeness of representation of fundamental actors to compose the due deliberative process, according to evidence obtained in the records of the Field Diary (TORFING et al., 2012).

Thus, PA has elements that contribute to the process of generating qualified information, based on participatory processes in joint action between the State and society, and that can contribute to the deliberative space. This allows combining two important elements to support decision-making in the policy-making: the construction of the process of convergence of interests during participatory government action; and the generation of qualified information. The first one allows the alignment of objectives and the search for support and engagement of actors, which will allow future agreements to be established in relation to the specific policy to be formulated, resulting in positive impacts for the SM's agreement axis; the second, on the other hand, allows the reduction

of uncertainty of a certain phenomenon faced so that it is more understandable to formulators, resulting in positive impacts for the axis of certainty in SM (GEYER, 2011; KINTSCH, YOUNG, 1984; STACEY, 2007; WALTON, CHAU, KENNERLEY, 2015).

Thus, when HT approach is combined with the PA approach, its variables related to dynamic perspective, systemic perspective and high degree of policy integration allow establishing connections with the variables verified in the PA, with emphasis on the variable over encouraging social participation. This variable is essential to cater for feedback cycles necessary for the generation of qualified information, in order to dialogue directly with the Bayesian decision-making process, in view of the current complexity of the processes for policy-making (ASHBY, 195; GEYER, 2011; GOLDSCHMIDT, 1970; HOWLETT, 2011; MOTTA, 1997; PETERS et al., 2018; STACEY, 2007).

PA appears to be an important process of government action and that, by itself, can contribute to better results for the State, according to the analysis carried out in the applied case study. However, when HT in the PI is placed in an integrated way with the PA, the perception taken is that the variables contained in both themes can generate synergy to contribute exponentially to the cooperation process, in the search for results that benefit and lead to greater impacts. for people's lives, considering that such a relationship that can be established with elements linked to the level of certainty and the level of agreement for policy decision-making processes, according to the teachings of Geyer (2011) and Stacey (2007).

In view of the analysis, we believe that the second hypothesis of this thesis is valid, as the HT in the PI allows to generate greater results for governmental actions, considering its characteristics and variables that dialogue directly with the components of the PA, with the encouragement of social participation as the greatest asset for the generation of qualified information and direct contribution to the policy design.

Based on the grounded theory (ADWAN, 2017; BENNET, GEORGE, 2005; GLASER, STRAUSS, 1967), we believe that such relationships can be understood by the following formula, as a symbolic representation of the research findings, considering the relationship between the existing variables over PA, the variables over HT, the degree of agreement that exists between actors participating in governance spaces on the action to be taken considering a certain phenomenon (Ag) and the degree of uncertainty (in the sense of knowledge) about the behavior of certain phenomena for the decision-makers in

policy-making processes (Un), which may result in the degree of effectiveness of the policy to be formulated (PE):

$$PE = \frac{PA^{HT} \cdot Ag}{Un}$$

PE: Policy Effectiveness

PA: Public Action

HT: Health Transversality

Ag: Degree of agreement among actors

Un: Degree of uncertainty about certain phenomenon (s)

We will now move on to the analysis of the third hypothesis, which: *“the convergence of interests between the government and the local socio-technical network can enhance the instrumentation of public action related to political choices by actors in favor of solving local social problems”*.

The process of convergence of interests can be considered as a necessary step for the construction of the action, which means to overcome communicative barriers and eventual controversies in favor of the construction of an agreement or a pact, in the sense of the search for the construction of consensus about a determined theme. This process of convergence among involved actors in a given government action is referred to constitution of elements that feeds the cognitive process of the decision maker for the choice of instruments to be used (CALLON, 1984; LATOUR, 2000; 2012; LINDER, PETERS, 1989).

Thus, it can be understood that the search for the common point of interests and consensus building in the collective construction process can be important for the construction of the Public Action Instrument (PAI) that will be used in a given government action. Hence, PAI is understood as a mobilizing means to arrive at a final product, and that it is not profitability, considering the social issues that are at stake regarding the involved policies (LÚCIO et al., 2014).

Thus, it is necessary to understand the role of the PAI as a technical device that produces effects and is at that threshold between the decision-maker and the community, considering the contained vocation in the instrument and that reflects the State-society relationship to be considered in its use (LASCOUMES, LES GALÈS, 2004; 2007; LÚCIO et al., 2014).

For the decision maker, it is important to have information that feeds his individual perceptions that are based on cognitive factors, in order to mediate the technical information that will contribute to the performance and the policy design, considering that such components end up being important for the final choice of the instrument to be used (LINDER, PETERS, 1989). Also, highlighting that managers need to focus their efforts on the PAI so that to “(...) deal with the challenges of integration between policies in a reflective, concrete and pragmatic way (...)” (LÚCIO et al., 2014, p 155), in order to seek the best form of acceptance of the instrument by the public, aiming to awaken their attention to the use.

In this direction, the participatory process contributes to the supply of qualified information for the construction of the cognitive factors of decision makers, especially when the meanings are brought to the discussion and contribute to the understanding of social representation, being vital components for the PAI's choice that will be used in a given governmental action (KINTSCH, YOUNG, 1984; LASCOUMES, LES GALÈS, 2007; LINDER, PETERS, 1989; WALTON, CHAU, KENNERLEY, 2015).

In view of the theoretical argument exposed, it was possible to find evidence that corroborated the construction of the managers' cognitive factors, in view of the presence of operable structural variables - consensus building, definition of common goal and meaningfulness of meanings - found in the Field Diary records in the described results over the applied case study, as well as the presence of elements in the analysis categories of actors, representations, results, governance and democracy.

Here it is worth mentioning the verification of the presence of the structural variable macro limitation to development, understood as an element that hinders the search for the process of progress of a given population in a given space considering communicative failures between State and local society, evidenced in several records of the Field Diary and in the results described in the applied case study, in view of its importance for systemic understanding of the problems faced by the local population in the territory of the Structural City (SPOLAORE, WACZIARG, 2009; SEN, 2018).

The overall perception is that the choice of the Public Action Instrumentation (PAII) in 2030 HSSC project, as a set of technical and social devices that guided the relations between the State and society (meetings, workshop, seminar and course), took place considering its acceptance by representatives of the local population, as representatives of the LSN component (LASCOUMES, LES GALÈS, 2007; 2012a).

Such perception was possible due to the cooperative performance and the convergence of interests for government action, contributing to the acceptance of its uses, in view of the generation of qualified information for decision-makers and the materialization of the meanings in the instruments used during the study of observed case (Idem, 2007; 2012a).

In response to the third hypothesis, it was possible to conclude that the convergence of interests between the State and LSN ended up being a premise for the PAII, based on the notes evidenced in the applied case study, which revealed the contribution to the choice of instruments applied in the action governmental (LASCOURMES, LES GALÈS, 2007; 2012a). It is worth mentioning that the convergence allowed to meet theoretical components that reflected good results for government action, as seen in the 2030 HSSC project, in line with the teachings of the PA, but not with potentialized effect, as expected. Thus, we believe that this hypothesis has been partially validated.

We now move to the analysis over last hypothesis, after going through the theoretical-epistemological path of HT in the PI and presenting its connections with PA: *“from the logic of life as a human condition, health can be the key element to enhance the integration of public policies in favor the development of a territory”*.

The research evidence led us to an important path for understanding that involves life as a human condition in policy-making. The integrated and planned government action seen in the applied case study related to the 2030 HSSC project listed the existing needs of the local society in the territory of the Structural City for the construction of a project that could empower the citizen. Such project used 2030 Agenda as a reference, being able to guide life as a central element, given the need for survival of a large part of the population that is in a difficult situation of poverty and extreme poverty in the territory (BRAGA, 2018).

This governmental action sought to consider the physical and moral human essence of the community, in an attempt to understand the situation over the territory, from a systemic perspective, and to provide policies to conduct a process of local transformation, as evidenced in the Diário de Campo records, from a socioeconomic and sociopolitical perspective in the territory.

According to the validation of the first and second hypotheses, health, through HT, contributes to decision-making processes that involve the policy-making, besides to potentiate the PA, in view of the evidenced coverage of policy correlations and its

characteristic of presenting a high level of comprehensiveness of the 2030 Agenda, given the presence of almost 85% of the SDGs reached in the applied case study. Thus, HT presented itself as a feasible way to contribute directly to PI.

However, it is worth mentioning that the 2030 HSSC project had limitations, once that a health project ended up integrating several other policies and that had not yet presented results or impacts, whether apparent or immediate, for the local population, in terms of the project benefits or of the 2030 Agenda's implementation, itself. Even so, the governmental action in this process might contribute to the generation of inputs that subsidize decisions by other GFD government departments or agencies over policy-making and implementation of projects or programs for the territory.

Indeed, it is important to understand the situation in which the territory finds itself in order to seek systemic solutions for the benefit of local residents. Part of the observed population of the Structural City showed significant dependence on the State for survival, given the evidence obtained in the records of the Field Diary regarding matters involving cash transfers to families in territory, as well as other policies such as educational, housing or receiving energy or water, considering their needs due the situation of vulnerability.

In parallel, we identified: coordination failures and communication problems as limiting elements for development; government difficulties in solving the problems faced by the community regarding the appropriate provision of public, labor and housing policies for the local population. Coordination failures and communication problems were identified both in GFD and Local Administration relationship and in GFD and local society relationship, being evidenced in the vertical and horizontal coordination variables presented in the analysis categories related to governance, democracy and social participation and in the Field Diary records. The government's barriers in solving the faced problems by the community were possible to be evidenced in the records of the Field Diary and in the analytical descriptions' results.

Thus, we understand that the combination of HT with PA, by itself, is not capable of promoting development, being necessary that the decision-maker comprises the existing reality in certain territory, in order to promote it in a way to balance social, environmental, political and economic factors for the pursuit of sustainability (UN, 2015).

The Structural City was characterized as a space that presents part of its population vulnerable and with no prospect of entering the local labor market due to the lack of employment opportunities for earning income combined with the lack of visibility of

existing local businesses for the society of FD, according to evidence obtained in the Field Diary records. These factors, combined with the population growth of the territory, are barriers that prevent the necessary dynamics for the labor market to obtain income, a key element for breaking the cycle of poverty (CAMPELLO, NERI, 2013).

Still, the lack of opportunities and the cycle of poverty existing in the territory of the Structural City undermines the fight against socioeconomic inequality in the region by this social group, in view of the fullness of their rights that are guaranteed by the BFD/1988 (CAMPELLO, NERI, 2013; POLANYI, 2012; ZARUR, 2009).

Without having a propensity to enter the labor market, families who are in a situation of poverty and extreme poverty will not have better income levels, culminating in impacts on their human capacities and on living conditions and on raising the level of social inequality, corroborating the vicious circle of poverty (CAMPELLO, NERI, 2013; LEACH, 2016; MYRDAL, 1977; POLANYI, 2012; SEN, 2018 ZARUR, 2009).

Thus, the performance of the State, in a more forceful way, might provide greater care to generate the necessary protection to the part of the local society, which would justify the provision of public and assistance policies such as cash transfers to those who need the most.

As previously mentioned, the search for balance reflected in sustainable development becomes important to understand that the perception of having life as a human condition can contribute to guide the State's performance and stimulate individual capacities, given the possibility of integrating policies to generate opportunities to combat deprivation of freedoms, based on the provision of qualified information to support the decision-making process of formulators: "(...) the elaboration and execution of public policies are, just as politics, the art of the possible, and it is important to keep this in mind when combining theoretical *insights* with realistic interpretations of practical feasibility (...)" (SEN, 2018, l. 2,731 of 8,126, Kindle).

The challenge of promoting development in the territory of the Structural City is set with the evidence obtained in this study, considering the complexity of structural issues. Despite the understanding that chaos would be a totally complex situation, it is also possible to understand that certain actions can be simplified in an attempt to cut across complexity, in order to leave a zone of disorder and promote the necessary order through a direct and simple action (MORIN, 2000; 2003).

For example, providing sufficient and satisfactory supply of drinking water to the community of Santa Luzia could be a simple way to cut across the involved wicked problems in the situation, in view of the unfolding of the policy correlations that have occurred and which have contributed to: the persistence of inequality in the territory, the impacts of entailed human conditions; and the limitations of individual capacities (MORIN, 2003; PETERS, 2017; SEN, 2018).

In view of the above considerations and returning to the last hypothesis, we believe that health, based on the ST approach, may have the capacity to contribute to the project of development of territories, under the logic of life as a human condition, in view of the capacity integration of policies that it has and the list of strategic inputs that can enable learning processes that generate the systemic vision necessary for the assertiveness of decision-makers and/or policy makers. Such elements might contribute to the Bayesian decision-making process for policy design with the possibility of higher rates of effectiveness, depending on the orientation of the 2030 Agenda and its 17 SDGs for sustainable development and on the meanings contained in the PA approach (GEYER, 2011; STACEY, 2007; MITCHELL, 2009; MORIN, 2003; SENGE, 2006).

It is worth mentioning that the achievement of the purpose of development in territories can be aimed at depending on other forces by the State, such as the interest and the political will to allocate efforts, to guarantee the participation of society in cognitive spaces or even in deliberative spaces of governance, making fruitful partnerships with other actors (public and/or private), in addition to providing resources (physical, financial and/or human) necessary to promote the transformation of the situation for the benefit of local society.

Thus, after analyzing all the hypotheses, it was possible to demonstrate theoretically how the HT in PI approach can contribute to the decision-making in policy-making processes and that, when combined with the PA, it can contribute even more with the generation of qualified information and with the security level for managers, decision makers and/or policy makers, who can use 2030 Agenda as a guide for their actions for the sustainable development process.

HT presented itself as an approach more related to the integration of policies than coordination *per se*, considering the results analyzed and the hypotheses verified. However, it is worth emphasizing the importance of the coordination process, in view of the need for dialogue between actors for generation of feedback cycles during the

participatory process, which directly contribute to the learning processes in complex environments through the generation of qualified information (MITCHELL, 2009).

We believe that its practical application in governmental decision-making processes in complex environments related to the policy-making or implementation of programs or projects is fully feasible, given the systemic perspective that HT can offer. In addition, it can be an element capable of acting in the face of wicked problems, directed to the balance among the social, environmental and economic dimensions in the State's performance and in the search for social justice, aiming at raising human conditions and people's life quality for future generations (UN, 2015; PETERS, 2017; SEN, 2018).

CONCLUSION

The dynamics of health transversality in the policy integration for life, based on public action that makes the 2030 Agenda feasible for the reduction of social inequalities in territories, substantiated the objective in which the research was structured. After going through the stages of construction of the thesis object and its theoretical validation in the applied case study, it was possible to verify the hypotheses that guided this study in the search for an integrative and systemic approach to complex collective solutions contained about the HT in the IP.

From the integrated analysis for theoretical validation of the thesis object, combining the variables of public action; of the health transversality; of the degree of agreement among actors; and of the degree of uncertainty about a given phenomenon, a symbolic statement was arrived at to measure the effectiveness of a given policy. This representation allows us to understand how effectiveness is directly related to the degree of agreement of the actors involved in the deliberative process. Still, as it is inversely proportional to the level of uncertainty for decision making, the stage of generating qualified and relevant information is seen as fundamental to raise the level of knowledge appropriate to the complex phenomenon to be dealt with by managers or decision makers.

HT in PI can act directly in this context, in view of its theoretical basis contained in the Bayesian logic, in order to recognize patterns and increase the probability of targeting and adjusting certain policies to be designed, based on the understanding of the correlations of policies that can be evidenced, considering the causal dynamics existing in correlated facts.

In this sense, HT at PI presented itself as a “*continuum*” between the processes of coordination and integration in policy-making, with the characteristic of connecting government action in order to generate the necessary synergy, with emphasis over *ex ante* performances by decision-makers or policy formulators, an element required for sizing the decision (PETERS, 2018b).

Thus, HT in PI was directly related to the policy effectiveness, allowing its systemic perspective to contribute to the process of integrating policies in the search for solutions for people's lives, in the sense of being able to raise their human conditions and provide improvement in the capacities of individuals in the face of collective constructions for society.

Therefore, the general objective of this thesis was achieved - considering the identification of the way in which HT in the PI can contribute to the reduction of eventual social inequalities in territories, as well as it was possible to raise variables, evoked in the analysis categories, which could be operationalized by the State.

It is worth highlighting the non-exhaustive list of variables listed, being considered as components of governmental actions that can assist in making the 2030 Agenda feasible at the local level, in view of the focus on sustainable development and the collective construction of solutions from a study under the PA lens. Such variables can provide the necessary guidance for choosing the most appropriate PAII for the actions required for implementation.

The study hypotheses were verifiable, the first two being fully validated and the others partially validated.

Regarding the second hypothesis, *“in governance decision-making processes, policy effectiveness can be enhanced by convergence between HT and PA”*, the notes showed that the process of convergence of interests between the State and LSN was understood as a basic element necessary to realization of participatory government action, in the light of the theory of PA. However, despite being an important element for the participatory process, here it is worth highlighting the dangers that exist for deliberative processes that can be caused in the face of convergence and in the consequent generation of consensus among the participating actors, in view of the “groupthink” trap that can lead to failures in decision-making processes in the policy-making, in view of the existing thinking pattern that can ward off critical thinking and the diversity of opinions (JANIS, 1971; 1972; 1973).

Regarding the third hypothesis, *“the convergence of interests between the government and the local socio-technical network can enhance the instrumentation of public action related to political choices by actors in favor of solving local social problems”*, the systemic understanding ended up being an important perception to point out that, although health has characteristics to be a key element to enhance the integration of public policies, there were important components that needed to be considered for the achievement of development, such as balancing the scale between economic and social developments, necessary to reach of sustainable development, as verified in the territory of the Structural City.

It is important to consider the limitations existing in the study that are brought here, mainly, regarding the fact that it cannot generalize a proposition based on the analysis of a case study only, which took place in a different territory (located within the GFD and within Brazil) and that has particular characteristics. This becomes pertinent, considering that there are different territories that present themselves in different geographic locations and that have their own characteristics and needs regardless of the sphere in which they are located, in addition to their own laws and socio-political organizations that may be peculiar to them (neighborhoods, territories, neighborhoods, counties, cities, states or countries). As well, it is also important to mention that there was no use of data from primary sources from interviews or questionnaires applications with the research subjects, limiting it only to the applied case study, and such contributions could further enrich this study.

We believe that the results found in this study may be able to be applied in another territory, depending on the conjunction of variables and existing conditions, as previously expressed, in order to be adapted according to the need. Thus, it was possible to understand that health can be a viable way to generate greater PI in favor of development, based on the HT approach, being necessary to take into account the various variables involved in this issue for the appropriate cooperative action to the State.

It is worth emphasizing that social participation becomes crucial for the purposes brought by HT, in view of the evidenced contribution in the construction of the understanding of the dynamics of the phenomena that occurred in the territory of the Structural City, according to the applied case study, given its capacity to promote the materialization of democracy, in addition of helping to avoid fragmentation of knowledge, a limiting and impacting element for understanding the involved complexity (MORIN, 2003). The generation of knowledge, based on relevant or qualified information, aiming at reducing the uncertainty related to a given phenomenon is a fundamental part of the social participation process that supports HT and an important variable to be considered in any action coordinated by the State in the NPG.

The verification of the hypotheses of this study allowed us to open an agenda for future research. When analyzing the proposed formula, we believe that it is possible to contribute to the development of studies or theoretical models about the existing literature on the success or measurement of policy effectiveness (BAKER, MCLELLAND, 2003; LICHTER, JAYAKODY, 2002; MARSH, MACCONNELL, 2010; PETERS et al., 2018)

given the variables presented for each of the components of the formula and the direct relationship with the governance of a given action by the State.

It is important to highlight that the proposition of the formula for symbolic representation of policy effectiveness needs to be better explored, in order to survey metrics that will contribute to the necessary measurements of governmental actions. Just as it would be interesting to have more studies of future, whether by prediction, prospective or foresight methods, on cooperative constructions between State and society, aiming to understand the importance of anticipating actions for policy-making in favor of development and the elevation of individual capacities for the survival of the next generations, from the point of view of human conditions.

We believe that it is also possible to discover new variables that make it possible to make a more adjusted or appropriated proposition of the formula to contribute to future decision-making processes that use HT in the policy-making, with emphasis on its application in territories' development, especially in the face of the current days when there is a global health crisis related to a pandemic caused by the *coronavirus of severe acute respiratory syndrome 2* [\[68\]](#) (SARS-CoV-2).

Would it be feasible to insert variables that deal with budgetary issues amid policies, from the point of view of cooperation among them, instead of competition, in deliberative environments, such as, for example, the current dichotomy over economy and health in the context of the pandemic? Would it be interesting to insert variables that consider the possible mismatch in the respect for the implementation of a collective decision made in deliberative environments to the detriment of any personal interests of certain political decision-makers? Would it be pertinent to consider variables about the alignment of the discourse of elected political actors within their constituency, both before and after the election, considering their role by the State and their responsibility for formulating policies for the benefit of society as a whole? Such questions can also contribute to direct future studies on the subject.

It becomes evident the need for State leaders to create new opportunities and promote better results for society, in order to allow policy-makers who, used to act in environments with normal conditions of temperature and pressure, be more assertive in terms of their decisions when formulating policies in the face of the existing chaos caused by the pandemic of the new coronavirus. In fact, with an action that promotes innovation, in view of the need to think about new development models for populations, considering

that the rates of poverty and inequality, which were already high in the world, increased in the face of the pandemic, factors that generate direct impacts on individual capacities and human survival conditions (BLUNDELL, COSTA DIAS, JOYCE, XU, 2020; MAHLER, LAKNER, AGUILAR, WU, 2020; PIROUZ, HAGHSHENAS, HAGHSHENAS, PIRO, 2020; SEN, 2018).

The study made it possible to verify that there were non-operable variables that could lead to possible failures in the governability of a given governmental action, whether in the process of horizontal or vertical coordination. The partial action or even inaction by a certain key actor involved in a determined governance process for collective construction of solutions can cause impacts of continuity of action, in itself, opening a path of studies on how the behavior of individuals can affect the effectiveness of a given policy to be formulated or implemented, considering: its influence on the socio-political game, in view of the construction of a determined policy with consequent negative future impacts, both in participatory and deliberative spaces; and its ability to respect collective decisions, to the detriment of its personal interests eventually arising from agreements between government agencies and political parties.

In addition, there are possibilities for a research agenda considering an analysis of the level of competitiveness reduction within deliberative governance spaces aimed at raising the level of cooperation to promote better results for society in a given action. Thus, the very practical application of HT in a given governmental action, can be considered as a possibility for future studies, in order to test the validity of the constructed theory.

Other important paths for future studies are related to the 2030 Agenda, it being possible to verify that it presented itself as a current and viable opportunity to be an international agenda for political claims, considering that it is the largest current global agreement and allows State representatives to act for life as a human condition and for the elevation of individual capacities, understanding that health policy has an important role in achieving this.

During the construction of the thesis object, specifically in the integrative review method, we evidenced gaps in scientific knowledge over relationships among health policy and studies on the themes of SDG 9 (industry, innovation and infrastructure), SDG 14 (ocean, seas and marine resources) and SDG 17 (partnerships and means of implementation) in review studies. Such gaps might be considered as an opportunity to

produce science, in view of the low production detected in the bases used in this study. Another possibility for future study is the practical application of making the 2030 Agenda feasible in territories using the variables listed in this study in a sustainable development project, guided by the collective construction of solutions, in order to test the validity.

We believe that the generated knowledge in the thesis might corroborate with the performance of different audiences. For managers or decision-makers of any level or governmental spheres, the HT in PI approach can have a direct contribution in governance to the generation of qualified inputs needed to support governmental decision-making related to the policy-making, considering their characteristics listed in this study.

Still in this context, another important result is the contribution offered expressed in the list of variables raised with a focus on PA for the implementation of governmental actions that relate to making the 2030 Agenda feasible in territories, in view of the fact that they can help more appropriate adjustments for participatory projects or programs, with a focus on achieving better results in the policy effectiveness to be designed by the State considering the contribution to the elevation of the individual capacities and human conditions of local societies.

For the local society of the Structural City, this study makes notes that can contribute to raising the level of social participation and governance of the territory, elements that can generate positive consequences in coordination processes among the GFD, the Regional Administration and the representatives of society local, in order to seek collective solutions that help assist in the development of the territory and also help guide actions that contribute to cooperative action with the State, in an attempt to break the cycle of poverty and reduce existing social inequalities.

For researchers and academics, we believe that this study can corroborate to expand the line of knowledge related to health policy, as an important link for life, even more in Covid-19 pandemic contexts as we are living, in addition to contributing to development of later methodologies from the HT in PI. The current scene in the country and in the world demands the promotion of greater cooperation between the State and society, in order to seek a balance between government actions related to the fields of science, technology and innovation in the field of health policy, taking advantage of the advancement of digital health (see BHAVNANI et al., 2018; FRANCO, GOMES, 2017; TOROUS, ROBERTS, 2017) and precision public health issues (see DOWELL,

BLAZES, DESMOND-HELLMANN, 2016; DOLLEY, 2018; KHOURY, IADEMARCO, RILEY, 2016 ; KHOURY et al., 2018).

Furthermore, new contemporary proposals consider comprehensive approaches to the development model, such as Peters' concept of Inclusive State (2021), being a “(...) political system that tries, as far as possible, to fully involve all citizens in political, economic and social life in the country. The objective of such a political system is to maximize the well-being and participation of all citizens (...)” (Ibidem, p. 2). For this model to reflect local realities, the posture and commitment of political leaders are essential for the transformations required in the processes of generating change between systems of the State and society, in the search for better results (Ibidem).

In summary, the exploration of the health transversality in the policy integration represents a promising field for the requirements of complex contemporary scenarios, making it possible to seek higher levels of aim and accuracy in the aimed policy design at the lives of populations, which can be defined as “precision public policies”.

In summary, the HT in the PI represents an alternative to increase policy effectiveness in favor of obtaining better human conditions, for the benefit of the survival of the next generations. Therefore, further studies in this area can contribute to decision-makers to broaden their knowledge about certain complex phenomena and promote more effective governance arrangements, resulting in the strengthening of development processes that have more inclusive and sustainable characteristics for reaching full life for the current and future generations on the planet.

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APPENDIXES AND ANNEXES

In line with the principles of open science, we provide all appendices and annexes for free access and download at the addresses below. All information in Portuguese language.

Link for repository: <https://agora.fiocruz.br/teseetm/>

QR Code for repository:



APPENDIX A (APÊNDICE A)

Access to the limitations found in this research about the 2030 Agenda.

APPENDIX B (APÊNDICE B)

Access to data collected from information about the territory.

APPENDIX C (APÊNDICE C)

Access to data on extension projects raised with DEX/UnB.

APPENDIX D (APÊNDICE D)

Access to the text of the most likely scenario built at the 2018 Prospective Dialogue Planning Workshop in the 2030 HSSC project.

ANNEX I (ANEXO I)

Access to Field Diary and support worksheets with appropriate records.

ANNEX II (ANEXO II)

Access to Opinion CEP / FIOCRUZ 3.732.831/2019.

ANNEX III (ANEXO III)

Access to the correlations identified in the research.

ANNEX IV (ANEXO IV)

Access to the articles evidence system, policy correlations and 2030 Agenda targets.

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- [1] https://www.correiobraziliense.com.br/app/noticia/cidades/2018/01/20/interna_cidadesdf.654476/lix-ao-da-estrutural-sera-desativado-a-partir-de-hoje.shtml
- [2] <https://nacoesunidas.org/pos2015/agenda2030/>
- [3] <https://www.who.int/healthpromotion/conferences/previous/adelaide/en/index1.html>
- [4] <https://www.worldometers.info/demographics/world-demographics/>
- [5] <https://www.ibge.gov.br/estatisticas-novoportal/sociais/trabalho/9221-sintese-de-indicadores-sociais.html?=&t=downloads>
- [6] <https://agenciadenoticias.ibge.gov.br/agencia-noticias/2012-agencia-de-noticias/noticias/23299-pobreza-aumenta-e-atinge-54-8-milhoes-de-pessoas-em-2017>
- [7] <http://mds.gov.br/ acesso-a-informacao/perguntas-frequentes/bolsa-familia/beneficios/benefecionio>
- [8] <https://biblioteca.ibge.gov.br/visualizacao/livros/liv101678.pdf>
- [9] <http://portalsms.saude.gov.br/boletins-epidemiologicos>
- [10] <https://www.saude.gov.br/images/pdf/2020/marco/24/Boletim-tuberculose-2020-marcas--1-.pdf>
- [11] https://www.paho.org/bra/index.php?option=com_joomlabook&view=topic&id=33
- [12] Target 3.9: by 2030, substantially reduce the number of deaths and diseases from dangerous chemicals and from contamination and pollution of air, water and soil.
- [13] <https://nacoesunidas.org/pos2015/agenda2030/>
- [14] <https://nacoesunidas.org/brasil-avanca-no-cumprimento-das-metas-de-desenvolvimento-da-onu/>
- [15] <https://nacoesunidas.org/acao/meio-ambiente/>
- [16] <http://www.mma.gov.br/responsabilidade-socioambiental/agenda-21/agenda-21-global>
- [17] http://www4.planalto.gov.br/ods/assuntos/copy_of_historico-odm
- [18] https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/66/288&Lang=E
- [19] <https://portal.fiocruz.br/noticia/brasil-e-fiocruz-contribuem-para-agenda-universal-contr-pobreza>
- [20] <https://portal.fiocruz.br/linha-do-tempo>
- [21] <https://portal.fiocruz.br/trajetoria-do-medico-dedicado-ciencia>
- [22] <https://www.infoescola.com/rio-de-janeiro/historia-do-rio-de-janeiro/>
- [23] <https://www.coreldraw.com/br/>
- [24] Snacks took place outside the classroom, out of respect for the rule of use of the environment by the IFB.
- [25] Number equivalent to the beginning of the course, however, there were a few dropouts over time due to available time, lack of interest, unforeseen circumstances and resources for commuting to campus, for example.
- [26] <https://campusvirtual.fiocruz.br/gestordecursos/hotsite/governancaterritorial/publico-alvo/2666>
- [27] http://bvsmms.saude.gov.br/bvs/saudelegis/cns/1996/res0196_10_10_1996.html
- [28] <http://www.iramuteq.org/>
- [29] <http://www.codeplan.df.gov.br/wp-content/uploads/2020/06/SCIA-Estrutural.pdf>
- [30] I initiative that finances research network projects related to scientific research on interdisciplinary themes to generate responses to governmental needs and supported by its federal scientific institutions. More information at: http://www.belspo.be/belspo/brain-be/intro_en.stm
- [31] Thomas Bayes was an 18th century English mathematician who contributed to science when he published the study “ *An essay towards solving a problem in the doctrine of chances* ” (1764), in which it contained a theorem that related the probability of a given event when it is based on a previous knowledge (or *a priori*) that can be related: the Bayes Theorem.

- [32] http://www-periodicos-capes-gov-br.ez1.periodicos.capes.gov.br/index.php?option=com_content&view=article&id=66&Itemid=122
- [33] <https://clarivate.com/webofsciencegroup/solutions/web-of-science/>
- [34] <https://endnote.com/>
- [35] <https://pubmed.ncbi.nlm.nih.gov/>
- [36] <https://www.healthsystemsevidence.org/>
- [37] University where the author's sandwich doctorate was carried out .
- [38] Number in parentheses expresses the percentage of the result in relation to the total number of articles found by ODS.
- [39] wordclouds.com
- [40] <https://g1.globo.com/df/distrito-federal/noticia/lixao-da-estrutural-um-rvalho-do-maior-deposito-de-lixo-da-america-latina.ghtml>
- [41] <https://jornaldebrasil.com.br/cidades/slu-e-valor-ambiental-sao-multadas-e-devem-fechar-lixo-em-120-dias/>
- [42] <http://mds.gov.br/assuntos/bolsa-familia/o-que-e>
- [43] <http://www.sedes.df.gov.br/plano-df-sem-miseria/>
- [44] <https://g1.globo.com/df/distrito-federal/noticia/lixao-da-estrutural-e-fechado-e-rejeitos-passam-a-ser-descartados-em-aterro.ghtml>
- [45] <https://g1.globo.com/distrito-federal/noticia/catadores-do-lixao-da-estrutural-receberao-bolsa-auxilio-do-GFD.ghtml>
- [46] <http://www.coletivodacia.org/>
- [47] Information about the GFD Situation Room is available at: <<http://info.saude.df.gov.br/>>.
- [48] <http://www4.planalto.gov.br/ods/publicacoes/plano-de-acao-da-cnods-2017-2019>
- [49] Fiocruz administrative process: 25027.000019 / 2017-35
- [50] NIF is part of the Collaboration in Science, Technology and Society of Fiocruz Brasília.
- [51] <https://docs.google.com/forms/d/1UMSIIPxJN7-dOTsnidKFpSLD3Z-TTw4UQIaEry56UoU/edit>
- [52] <https://noticias.r7.com/distrito-federal/17-anos-apos-chacina-conhecida-como-massacre-da-estrutural-unico-sobrevivente-vive-sob-ameaca-no-df-25082015>
- [53] Sealing is a process of identifying properties for generation of codification, with later definition of titling of land regularization lots.
- [54] <http://www.sedes.df.gov.br/cecon-2/>
- [55] Built by the collectors themselves at the active time of the old Lixão and the GFD later offered structure and lighting to contribute, according to information obtained in the field research.
- [56] World Café is a methodology developed by Juanita Brown and David Isaacs (2005) that is related to the construction of dialogues based on creative processes to stimulate conversation between individuals in a collaborative way. Reference: BROWN, Juanita; ISAACS, David. *The World Café Community: Shaping our futures through conversations that matter*. 2005.
- [57] <https://jornaldebrasil.com.br/cidades/exclusivo-projeto-cria-muro-de-pessoas-na-estrutural/>
- [58] http://www.ibram.df.gov.br/wp-content/uploads/2019/05/Plano_de_Manejo_ARIE_Estrutural-2.pdf
- [59] http://estaticog1.globo.com/2018/11/promessas/Distrito_Federal_Ibaneis.pdf
- [60] <http://www.brasilia.df.gov.br/feira-permanente-da-estrutural/>
- [61] <https://cieam.com.br/queda-no-poder-de-compra-do-consumidor-afeta-industria-da-zfm>
- [62] <http://cerrado.museuvirtual.unb.br/index.php/meios/clima>
- [63] <https://www.ifb.edu.br/index.php/component/content/article?id=10493>
- [64] <http://www.saude.df.gov.br/caps-ad-guara/>

[65] <https://g1.globo.com/df/distrito-federal/noticia/2020/05/18/sem-agua-na-pandemia-moradores-da-chacara-santa-luzia-no-df-relatam-difficulties.ghtml>

[66] The following policies were evidenced in the applied case study: Poverty (SDG 1), Hunger (SDG 2), Health (SDG 3), Education (SDG 4), Gender (SDG 5), Water and sanitation (SDG 6), Energy (SDG 7); Employment (SDG 8), Infrastructure (SDG 9), Inequality (SDG 10), Housing (SDG 11), Environment (SDG 15), Violence (SDG 16), Partnerships (SDG 17).

[67] <https://dicionario.priberam.org/assertivo>

[68] <https://www.who.int/news-room/qa-detail/sars-cov-2-evolution>