

Public Action and Social Innovation: dilemmas of democratic governance in the System to Guarantee Children and Adolescents Rights (SGDCA) in Florianópolis city, Brazil.

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INTRODUCTION

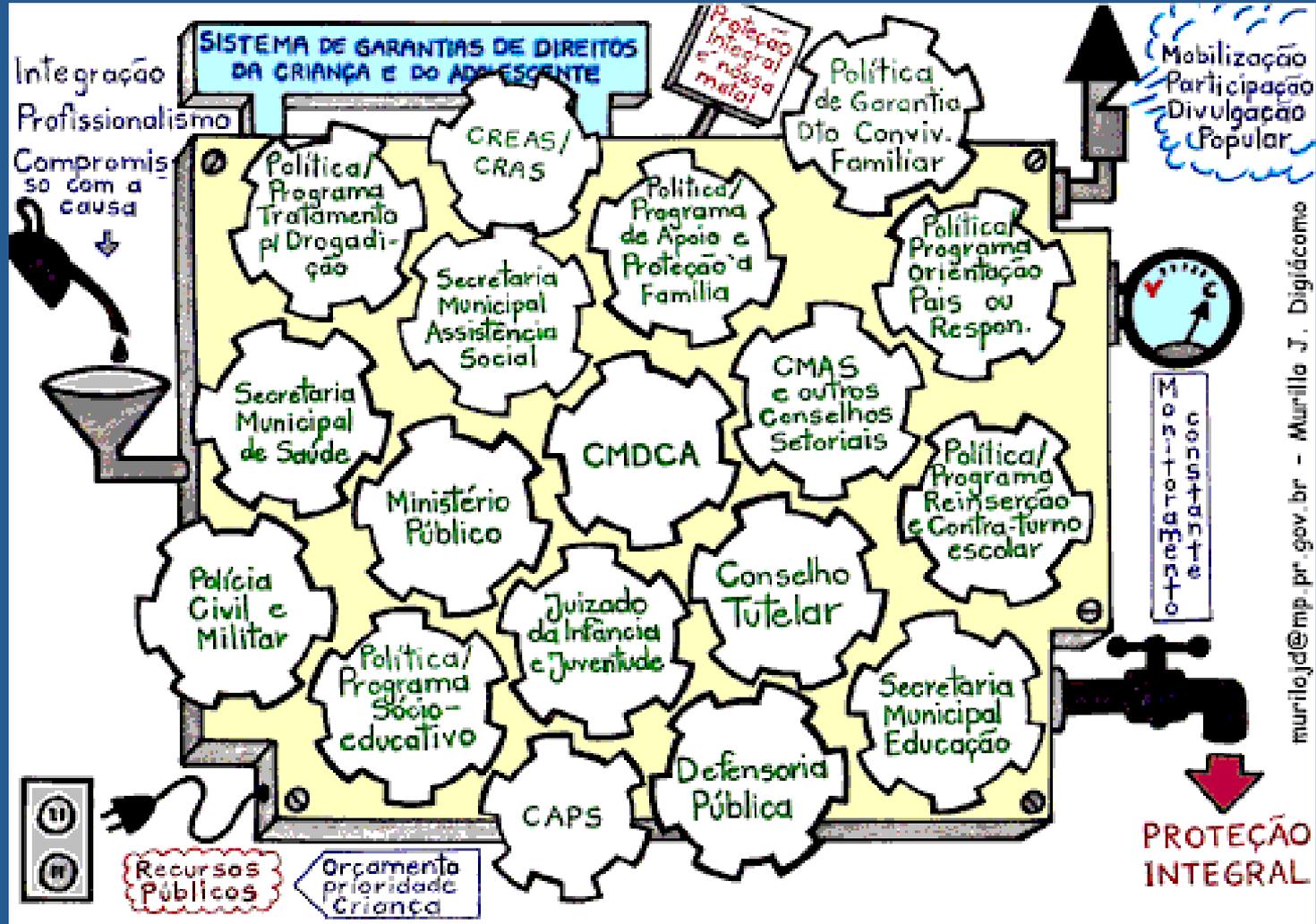


Article 227. It is the duty of the family, society and state to ensure children and adolescents' rights, with absolute priority.

Full protection to children and adolescents.

Brazil is recognized worldwide for its advanced legislation on the guarantee of rights for children and adolescents.

Rights Guarantee System for Children and Adolescents (SGDCA)



Network formed by governmental and non-governmental actors

murilojd@mp.pr.gov.br - Murillo J. Digiacomo

INTRODUCTION

BRAZIL - The fifth most populous country in the world

- 14 cases of violence against children and adolescents are registered at every hour in Brazil
- Every hour dies a teenager for murder
- This violence affects mainly afro-descendant boys

A light blue map of South America is visible in the background. Overlaid on the map are two location markers: a red one with a white bullseye and a green one with a white bullseye, both pointing to specific locations in Brazil. The red marker is positioned slightly above and to the right of the green marker.

FLORIANÓPOLIS CITY

- 3th IDHM
- 88.970 children and adolescents (19%)
- One in seven children lives in social risk
- Territorial inequalities and between ages

INTRODUCTION – Purpose and Research Question

The law, although recognized for its excellence, does not have the condition to change social reality by itself.

We aim to analyze the public policy in practice - beyond a normative or institutional reading - to understand how function the guarantee of children and adolescents rights in Florianópolis.

How does the actor-network *perform* the SGDCA in Florianópolis?



THEORETICAL FRAMEWORK

From Public Policy to Public Action

Main approaches in public policies field

Policy Analysis

Positivist (LYNN, 1987; WEIMAR; VINING, 1992).

- Laws and official regulation
- Top-down
- Outputs
- Planning X Implementation
- Rational Analysis
- Quantitative Methods

Policy Studies

Interpretative (PETERS et al, 1997; WOLFE, 1989; CASTLES, 1989; MUNNS, 1975; HANCOCK, 1983; WILENSKY; TURNER, 1987; LOWI, 1972; WILSON, 1974; SALAMON, 1981)

- Assumptions and Processes
- Bottom-up
- Relation with political systems
- Determinants and Constraints
- Policy Content

Sociology of Public Problems (Pragmatist)

THEORETICAL FRAMEWORK

Pragmatic analysis of public action with focus on social innovation processes

- Public policies as "public actions" (multicentric) means observing them while they are being produced
- Allows focusing on the experience of the process for multiple actors at different levels (macro, meso and micro) and situations in public arenas
- Takes into consideration the consequences of these experiences on public problems

Pragmatic SOCIOLOGY

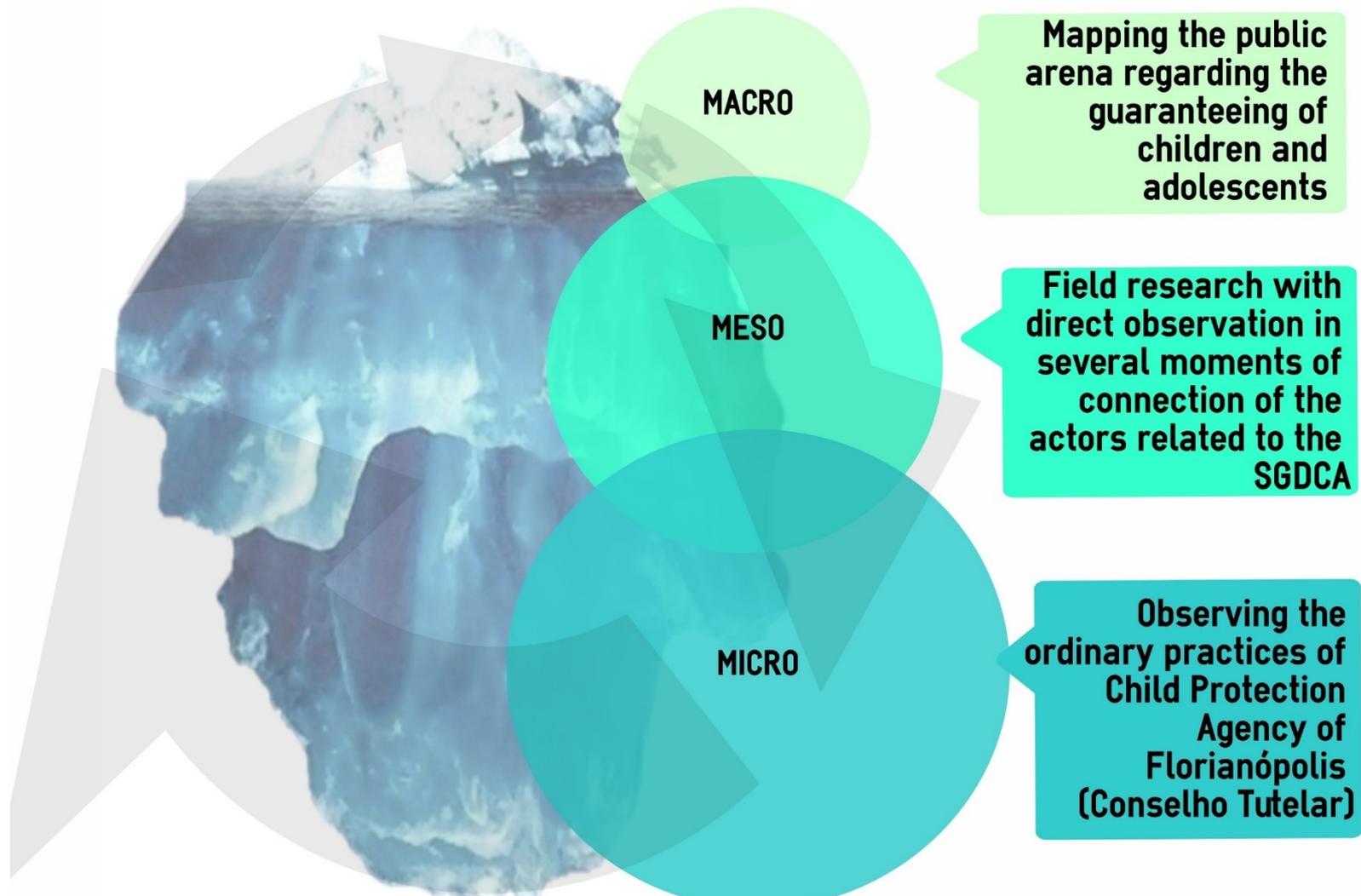
Inspiration:
**Chicago School –
Dewey (1927)**

Authors:
Daniel Cefai
(CEFAI 2007, 2009, 2011, 2012,
2014)

Francis Chateauraynaud
(CHATEAURAYNAUD, 2009)

Bruno Latour
(Latour, 2012; 2014)

RESEARCH DESIGN AND METHODOLOGY

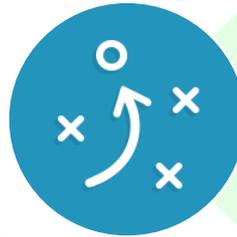


RESEARCH DESIGN AND METHODOLOGY

MACRO :

Mapping the
public arena of
children and
adolescents
rights

1980-2015



Political: 181 from 283 News
from found in the Newspaper “O
Globo”, session “O País”.



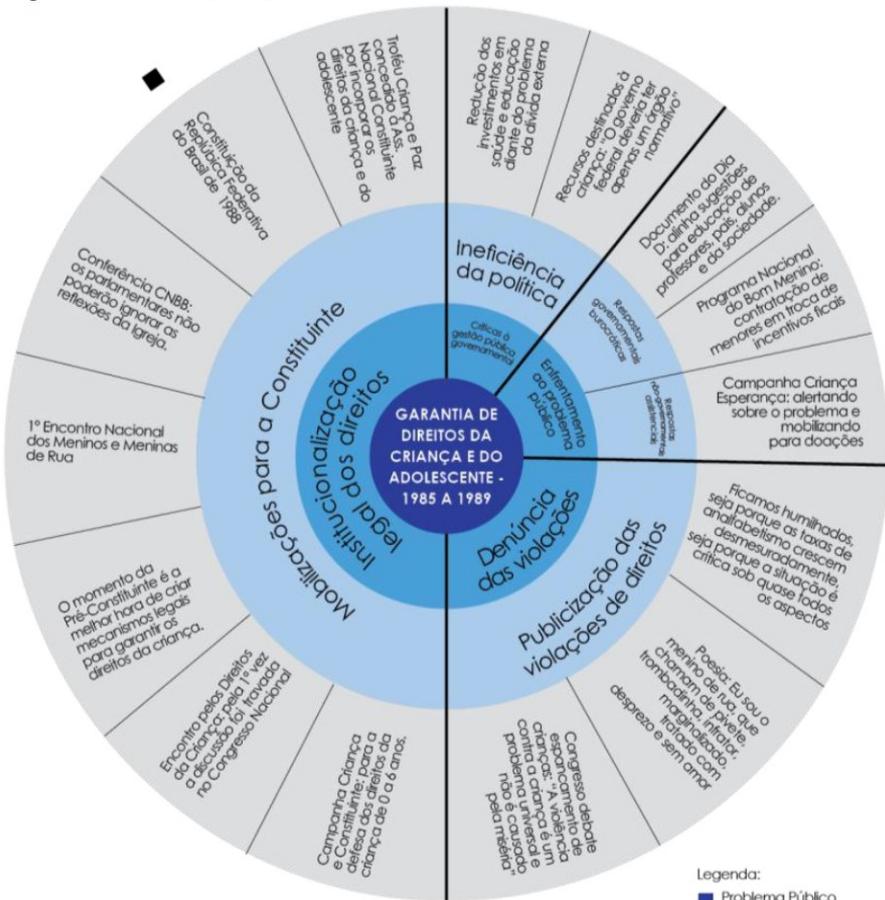
Scientific: 89 from 123
scientific articles (Children and
adolescent AND right)
Database: Ebsco, Scielo, Scopus and Web
of Science



Legal: 65 legal documents

RESULTS - Macro Scale

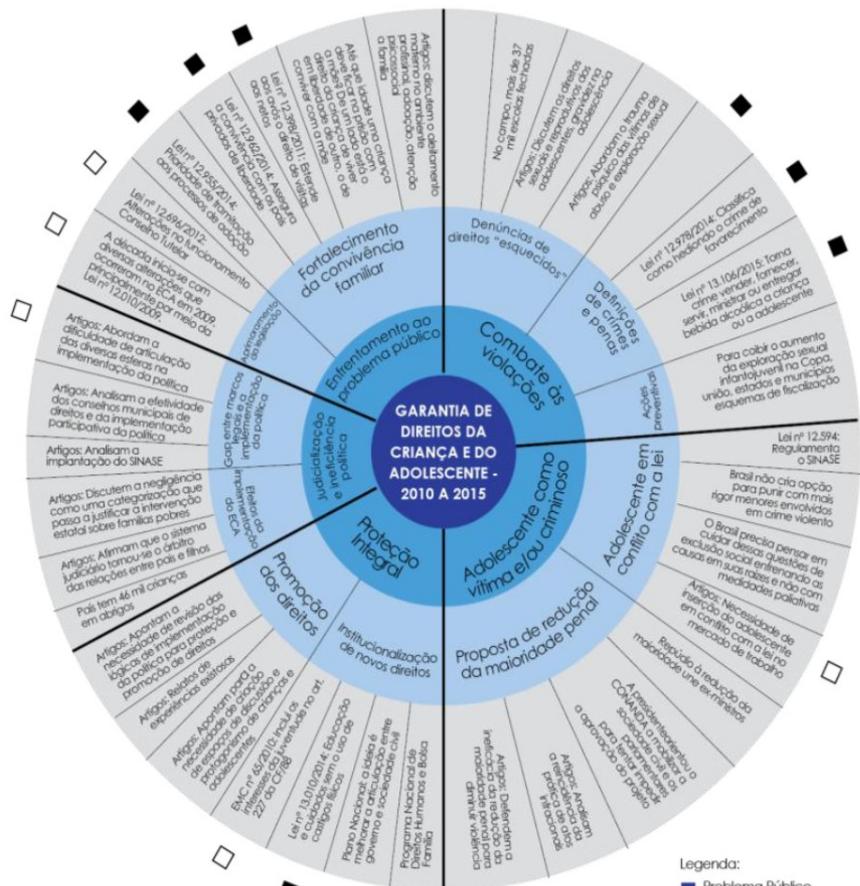
Cartography of controversies - 1980



Legenda:

- Problema Público
- Visões de Mundo
- Temas de Controvérsia
- Principais Sentenças
- Caixas-Pretras

Cartography of controversies - 2010



Legenda:

- Problema Público
- Visões de Mundo
- Temas de Controvérsia
- Principais Sentenças
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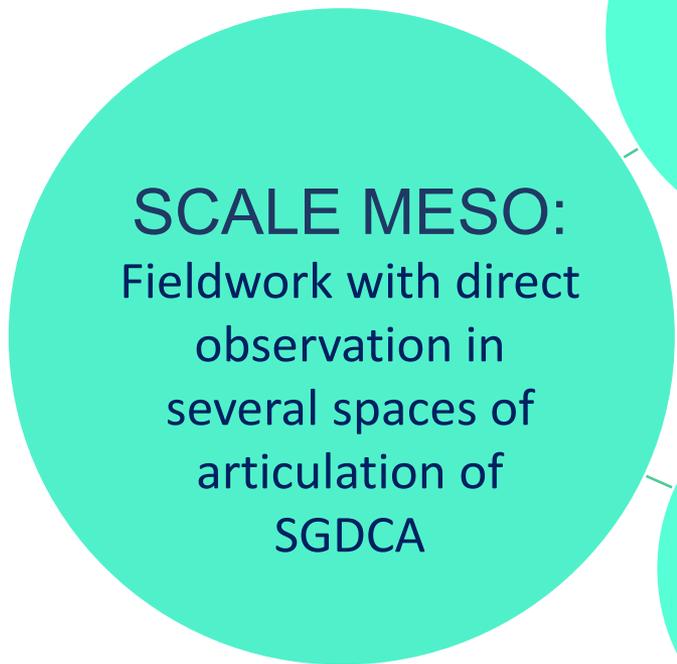
RESULTS - Macro Scale

The effects of this choice led to numerous distortions that are now questioned, re-opening the 'black boxes' and generating new controversies on issues before stabilized (Latour, 2012).

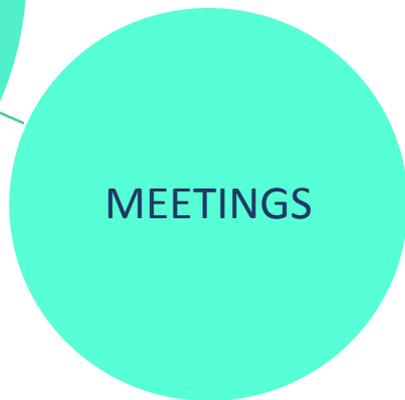
- **Overestimation of institutional-legal** apparatus facing the public problem, especially those related to violation of rights;
- Treatment of **children and adolescents as “beneficiaries”** of the policies, seen either as victims or as delinquents;
- A **depreciation of the central role of families and communities** in guaranteeing rights, as established by the Constitution; and
- A look at the guaranteeing of rights linked especially to combat violations in a more **punitive conception** than prevention or promotion

RESEARCH DESIGN AND METHODOLOGY

CO-CONSTRUCTION DE CONAISSANCE



- Institutional development of 15 civil society organizations working with children and adolescents in Florianópolis.
- 04 seminars with policy makers
- **Agenda for Strengthening the System of Guaranteeing Children and Adolescents Rights** created with the participation of more than 80 policy managers and about 130 children and adolescents from public and private schools in the city



- Municipal Council of Children and Adolescents' Rights
- Commission on Public Policies
- Forum of Public Policies

RESULTS – Meso Scale



AGENDA COLABORATIVA PARA
O FORTALECIMENTO DO
SISTEMA DE GARANTIA DE
DIREITOS DA CRIANÇA
E DO ADOLESCENTE
DE FLORIANÓPOLIS

AGOSTO/2015

http://www.icomfloripa.org.br/wp-content/uploads/2016/04/agenda_online-1.pdf

RESULTS – Meso Scale

Analysis permits to capture the issues around which policy managers, and children and adolescents mobilize and engage.

Policy makers showed a great concern for the policy management and operation. The main controversies raised by them were:

- Low participation of the city government as part of the CMDCA
- Lack of coordination between the actors of the network and between policies
- Asymmetry in the relationship between the city government and the nonprofits
- The absence of an accurate research about the situation of children and adolescents living in the city
- Lack of transparency in the Childhood and Adolescence Fund; and
- Low degree of involvement of the legislative power in the SGDCA.

RESULTS – Meso Scale



How to ensure greater quality and sensitivity of medical care toward children and adolescents?

Focusing on a more humanistic medical training, caring for the context in which the patient is inserted without only aiming at the profit.



How to improve the police approach to the adolescent offender?

Promote lectures and generate opportunities to discuss these issues with the policemen. Mutual respect. Less resistance of the approached youngster and more police patience.

How to ensure a greater appreciation of prevention about children and adolescents' diseases cure?

Through more directed communication about diseases and prevention made for children and adolescents.



How to include the issue and look for support about violence and bullying at the school?

Developing projects at schools like anti-bullying-violence campaigns including principals, students, professors, psychologists, employees and families.



How to create spaces where children and adolescents can talk about their rights, obligations, freedoms and prejudices?

Through students that participate of the pre-conference and incentivize the creation and strengthening of students' union at schools



How to ensure students the right to express at the school and a closer relationship with principals, professors and other students?

A more horizontal relationship between students/directors. Students' union strengthening. Greater coverage of the unions. More integration between students/teachers. More "voices" for the pupils.

RESEARCH DESIGN AND METHODOLOGY

MICRO:
Ethnography
Child
Protection
Agency
(Conselho
Tutelar)

Conselho Tutelar is a permanent and autonomous institution called to act whenever there is a threat to or a violation of rights. One of the main roles of *Conselho Tutelar* is to remove from the judiciary system those cases that do not require, *a priori*, a judicial decision and can be solved in the community or administratively (Assis et al., 2009).

Ethnography: Three times a week from February to June 2015 participating on daily activities

RESULTS – Micro Scale

The “field of experience” of the child protection agency (*conselho tutelar*) is marked by a deep precariousness of conditions to work on solving the problems faced.



They have a high demand and a low service capacity and resoluteness.

Although the Conselho Tutelar role is to negotiate and resolute conflicts, avoiding the judicial processes, in order to guarantee rights, in practice their professionals end up acting as promoters of the judicial cases.

FINAL CONSIDERATIONS

Challenges and lessons learned

Observing the SGDCA performance in Florianópolis allow to better understand the experience and feelings of the actors involved with the “problematic situations” targeted by the public action. It was possible to observe the wide **gap between the legal and institutional framework and the consequences of this action that seems to result in the opposite of what is intended: a connected network that promotes the integral protection of children and adolescents**

In this sense, the consequences of the policy is not the right guarantee, but, in many cases, the stigmatization of children/teenagers and families that are beneficiaries of this policy.



Thank you!

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