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THE WORK OF THE PUBLIC MANAGER IN THE BOLSA FAMÍLIA PROGRAM

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Summary
In developing this research, it was possible to present the performance of the public manager in the Bolsa Família program. With a vast field of activity, the public manager collaborates based on his/her professionalism in the construction of a fair and egalitarian society, promoting values that enable a quality of life, such as accessibility to social projects, educational programs and inclusion. The Bolsa Família program seeks to have an important social meaning, where the families assisted and accompanied by the public manager, where the performance of the same can enable accessibility, clarity and commitment to the users. The program contributes not only with income transfer in order to overcome poverty and extreme poverty, but reinforces basic social rights, allowing these families to go further, being able to have a better future through education and health. The presented research brings together a framework of reflections on the theme, analyzing theorists on the respective subject from a constructive and informative approach. The methodology of the referred work is the result of readings and reflections based on different theorists on the respective theme.

Keywords: Public Manager, Mission, Bolsa Família, Society.

Abstract
In the development of this research, it is possible to present the performance of the public manager in the Bolsa Família program. With a vast field of activity, the public manager collaborates rates based on his/her professionalism in the construction of a fair and egalitarian society, promoting values that enable a quality of life, such as accessibility to social projects, educational programs and inclusion. The Bolsa Família program seeks to have an important social meaning, where the families assisted and accompanied by the public manager, where the performance of the same can enable accessibility, clarity and commitment to the users. The program contributes not only with income transfer in order to overcome poverty and extreme poverty, but reinforces basic social rights, allowing these families to go further, being able to have a better future through education and health. The presented research brings together a framework of reflections on the theme, analyzing theorists on the respective subject from a constructive and informative approach. The methodology of the referred work is the result of readings and reflections based on different theorists on the respective theme.

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INTRODUCTION

Brazil is a country with great potential for development, but it still has structural problems such as social inequality, poverty, misery and unequal income distribution. Given this reality, it is possible for public bodies and the government to create and implement welfare programs and public policies that have directly contributed to the eradication of poverty and extreme poverty in our country. Based on this assumption, the identity of the public manager is linked to this function, to benefit, monitor and meet the demands of the Bolsa Família program. In this vast area of research, several theorists and researchers on the subject address contexts of social inclusion and quality of life through this government action.

Among these popular and government programs, the Bolsa Família Program contributes not only with income transfer in order to overcome poverty and extreme poverty, but also reinforces basic social rights, enabling these families to go further, enabling them to have a better future through education and health. In this perspective of social improvement through these actions, the role of the public manager is of singular importance for the development of these governmental and social actions. The role of the public manager is above all:

but above all to promote unity and development among public sector users, especially families and people who need this benefit the most. The public manager should not be compared to

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a "social worker", but he is not oblivious to the various realities that occur in everyday social life. His mission is to contribute to the development of a fair and egalitarian society, in various structural aspects in which he is responsible for carrying out his function.

This research aims to present the role of the public manager in the government's Bolsa Família program. The theorists cited take an approach based on cohesive and important reflections, such as the relevance of data also promulgated. This work has an informative, reflective and bibliographical character, identifying the importance of the public manager and the fulfillment of the conditions of the Bolsa Família Program by the beneficiaries. The reflections presented are based on current contexts, how the government faces the distribution of this program, and what forms of accessibility that families can receive.

1-**THE PUBLIC MANAGER AND HIS MISSION.**

The contemporary scenario presents a set of changes that have occurred in the work system in different spheres, in which the transformations that have occurred in society and the production system have significantly altered the work process, so these changes in the work system have also directly affected the public sector (FERNANDES, 2016). This sector moves in line with changes in society and must adapt to any change, creating laws that will guide and direct the work system according to social and economic needs.

In Brazil, public administration has undergone several transformations over the years. In its early days, it followed principles based on a Patrimonialist perspective, and later adopted a Bureaucratic perspective, which is based especially on the search for efficiency and impartiality (FERNANDES, 2016).

Given the complexity inherent to the public sector, it is necessary for professionals to be prepared to face all challenges, so the training of these professionals becomes fundamental, as the public manager must have the ability to manage and coordinate a team, but in addition to the basis on public administration, the manager must not dissociate his participation in society, in which strategies aimed at quality of life and efficiency of public services must be established with purposes in public sciences and policies (SANTOS; LAIMER; LAIMER, 2016).

In this context of Public Management, the Public Manager professional is responsible for administering public policies and the resources that will provide the execution and maintenance of these policies, in addition to working towards the development of the country or region that acts as a manager to promote the well-being of the population, and for this it is necessary that they haveability to plan, organize, coordinate and control activities and projects.According to Fernandes (2016), the performance of the Public Manager today should not be understood solely from traditional models, which gave him legitimacy in his work method through legal rational power, based solely on technical competence.

Regarding the training of professionals to work in the area of management and public administration, some institutions follow administrative methods that encompass planning, direction, control and evaluation as elements that contribute significantly to achieving better results in the quality of service provision and also related to social interest in decision-making and its application (SANTOS; LAIMER; LAIMER, 2016). Still regarding the management education process, verticalized structuring is predominant, "with the same hierarchical intensity as organizations with a public, but bureaucratic, structure" (SANTOS; LAIMER; LAIMER, 2016).

The authors Grohmann*et al.* (2010) three important characteristics for better management development, being knowledge, skills and attitudes, which must be worked together so that attitudes can be exercised coherently according to the needs of each institution in organizational development.

Regarding public service, Denhardt and Denhardt (2000) bring a concept referring to what would be the New Public Service (NSP) that is based on and reaffirmation of the values of democracy, citizenship and the public interest.

According to Fernandes (2016) the New Public Service suggests a transformation in public organizations, whichis based on the logic of substantive rationality, with management focused on emancipatory values such as solidarity and commitment, so that they can thus promote increased solidarity and commitment among individuals in their workplace (GUERREIRO RAMOS, 1989).

The authors also emphasize that, in order to achieve leadership based on these principles, it is necessary to foster relationships of mutual interaction between managers, their teams and other interest groups, in a

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system of relationships that prioritizes cooperation between all those involved in management processes, since to achieve successful public management it must not only take into account effective performance, but also the capacity for social transformation (FERNANDES, 2016).

With a different view to that cited, Santos and Serva (2013) highlight that the logic of substantive rationality in the context of public management has few studies, and its interdisciplinary nature requires more investigations and studies.

According to Denhardt (2000), substantive rationality proposes that the New Public Service (NSP) has an approach focused on emphasizing democratic management with citizen participation, in which the public manager has the predominant role, however, he must be considered as a citizen-worker or citizen public manager, that is, a manager who works for the benefit of citizenship.

In the context of administration itself, rationality is also talked about.instrumental or functional, which is typical of administrative action, and directs action according to rules, laws and regulations based on utilitarian calculation, which is predominant in formal organizations, in which substantive rationality cannot be worked on (GUERREIRO RAMOS, 1989).

Regarding public administration, Denhardt (2012) highlights that it is necessary to rescue the substantive value, through dialogue and understanding, so that its fundamental values can be recovered. Thus, Fernandes (2016) highlights the importance of transforming the public service into an environment in which isonomy and substantive rationality are present, so that all managers and employees involved work driven and influenced by democratic values and service to the citizen.

The author Chanlat (2002) highlights that some public organizations use methods used in private institutions, however they end up introducing instrumental rationality into their actions, causing public management to not have the desired scope and ending up distancing the main focus of their work from their attributions, which is the public interest, as public administration must have as its primary interest promoting common well-being.

This author emphasizes that the use of practices from the private sector in the public sector can cause harm to public administration, disregarding values that are indispensable for public management, as public administration must be impartial, provide equal treatment for all and, above all, always act ethically in favor of the common good (CHANLAT, 2002).

For Denhardt (2012), the new public service model, administrative actions are constructed through participatory processes that enable more effective and responsible work, in which the public servant plays a fundamental role as an active citizen in management, since public servants must also be ready to meet the demands necessary to meet the needs of the common good. In addition to having technical knowledge and skills, public servants must have their actions guided by citizenship. The author also emphasizes that the public sector must have a democratic performance, based on understanding, consensus, communication and involvement of all those who constitute this sector.

For Santos and Serva (2012), the public servant within this context is not just a citizen or employee of a certain sector, he assumes a role of citizen, that is, he must be seen and act as a citizen who works for citizenship.

On this topic, Denhardt and Denhardt (2000) discuss the role of public managers, which cannot be restricted to just making decisions about the policies that best suit a given situation, or conducting the implementation of this policy. These professionals must work towards general interests, interacting with different groups so that they can build concrete relationships of trust, respect and companionship.

It is necessary for public managers to be open to change and redefine their role, so that it is not only oriented towards results and innovations in public organizations, but is based on new skills, which can allow changes in the manager's profile, without limiting it to knowledge traditional management practices, acting in a way that aims to promote the public interest, so that it becomes a organizational citizen or public manager citizen (ANDION, 2015).

In order to train a good public manager, it is necessary to develop some skills that are fundamental for this professional. Paiva and Melo (2008) cite some skills: intellectual, technical-functional, behavioral, ethical and political skills. For these authors, political competence is a foundation of inclusion, as it is focused on the levels of power present in organizations.

An individual's competence is perceived through practice, qualification is not a determining factor in defining their competence, for the public manager their competence is observed and validated based on

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your ability to carry out an action, in which in certain situations you make correct decisions, even in a dynamic and unstable environment (ZARIFIAN, 2001).

Within this context, Virtanen (2000) presents five areas of competence that, according to his understanding, are important for the public manager: task competence; professional competence in the domain of substantive policy; professional competence in administration; political competence; and ethical competence.

In research carried out by Júnior*et al*. (2017) on the competence of the Public Manager, the authors concluded that it is necessary to develop in these managers, in addition to technical and managerial competences, value competences, ethical competence, political competence, which have their principles focused on the commitment to social responsibility, democracy and citizenship, pointing out four managerial competences necessary for the good functioning of the public sector, namely: Institutional Development Management, Behavioral Management, Organizational Environment Management and Political Management.

2 THE BOLSA FAMÍLIA PROGRAM AND THE PARTICIPATION OF THE PUBLIC MANAGER

The government program Bolsa Família has been changing the reality of countless low-income Brazilian families for years, created by Law 10.836, of January 9, 2004, with the purpose of promoting social inclusion and income redistribution for the poorest Brazilian families (ORTIZ; CAMARGO, 2016). The creation of this program promoted changes in the scenario of income distribution in Brazil, contributing to the country's development and to the reduction of the number of families in situations of extreme poverty.

The Bolsa Família Program emerged through the unification of some existing programs, created in past administrations, including:Bolsa-Escola, Bolsa Alimentação and Auxílio-Gás (BICHIR, 2010). To implement this public policy of direct income redistribution, it was necessary to unify the actions of the federal, state and municipal governments (BICHIR, 2010). Each government sphere has attributions that allow the execution of the project, requiring the commitment, dedication and integrity of each one, so that the families that really need the assistance of the program benefit.

In which the federal government would be responsible for coordinating the implementation, supervision and execution of the Single Registry program, which must be done for families to participate in the program, the states provide technical support and supervise the municipalities, which in turn must plan the execution of the registrations, transmit and monitor and update the Single Registry database, and provide support and information to low-income families about registration (BICHIR, 2010; BRAZIL, 2007).We thus understand that municipalities will be responsible for direct contact with families, and therefore must carry out meticulous work to check the information declared by beneficiaries, so that no irregularities occur within the program.

Regarding the role of the municipal manager in the Bolsa Família program, Filgueiras (2007, p.58) highlights that:

> At the local level, the PBF manager and interlocutor with families is the municipal government. Municipalities have a series of responsibilities, including: structuring a multisectoral local coordination team and providing the conditions for its operation; ensuring the provision of essential health, education, and food and nutritional monitoring services to beneficiary families; facilitating the provision of complementary actions; publicizing the program to potential beneficiary families; promoting conditions for validating the selection of families; coordinating the processes of registration, selection, renewal, suspension, and termination of families; encouraging and mobilizing families to comply with the conditions; periodically informing those responsible within the federal government of data on compliance with the conditions; training professionals involved in registration, program management, and home visits; evaluating the performance of the PBF in the municipality; and
> support municipal councils in order to guarantee social control (FILGUEIRAS, 2007, p.58).

According to Filgueiras (2007, p. 70), the federal manager within the context of the program “must closely monitor everything related to the implementation of the program at the local level and contribute to informing the municipal government and the institutions that are part of the public inspection network of any irregularities”. The author also highlights the risks of manipulation of registration data within the program, in which the federal manager must seek to promote the regulation of the program by carrying out audits (FILGUEIRAS, 2007, p. 70).

According to Campello and Neri (2014, p. 13), the “Program aims to collaborate with the in-

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social inclusion of humble families, with the aim of providing improvements in health and education". This shows the multidisciplinary nature of the program, which is not limited to income distribution, but also the commitment to offering fundamental services to society.

For Rocha, Mattos and Coelho (2018), the Bolsa Família Program can be configured as an income distribution mechanism, and for its adoption the state had to use an interventionist and promoter model in the economic and social area, which has impacts on different aspects of society, such as food, housing, health and education, thus facilitating access to basic citizenship services (ORTIZ; CAMARGO, 2016).

What allows families benefiting from the program to have access to the aforementioned services are the conditionalities of the Bolsa Família program, and regarding the conditionalities we can state that:

> The PBF conditionalities are defined as commitments between the government and beneficiary families to strengthen access to basic social rights. These commitments consist of keeping children and adolescents in school and monitoring pregnant women (prenatal care), nursing mothers (postpartum care) and children (development/growth). All beneficiary families must be monitored by the health, education and social assistance areas within the scope of the Program's conditionalities, with a view to strengthening the right of access to these universal policies. Monitoring allows families in situations of greater vulnerability to be identified. Registration and management of benefits, as well as the provision of basic health, education and social assistance services and the coordination of complementary programs, occur in the municipalities, based on the provision of local authorities (LICIO; MESQUITA; CURRALERO, 2011, p.463).

In research carried out by Ortiz and Camargo (2016), on the efficiency of the program, the initial results indicate that the objective of the social program, which was to reduce extreme poverty in the country, had to adopt a resource transfer policy, in which municipalities must be committed to helping with the redistribution of income, as well as the states, where they observed that families included in this program obtained an increase in their income, in addition to enabling young people and children to have access to education and health.

According to research carried out by Soares*et al.* (2010), the Bolsa Família program really contributed significantly to the reduction of inequality and poverty in the period from 2004 to 2008, however, it went through and still goes through an imperfect targeting process, which can weaken the results of numerous studies, as there may beexclusion of eligible families and the inclusion of ineligible families in the program.

According to Bichir (2010), it is essential to use good targeting strategies so that the poorest families are actually served by income distribution policies, as well as by other social policies. For this reason, it is also important to control conditionalities.

In the research carried out by Silva and Ferreira (2024) with the aim of analyzing the economic dynamics municipal in the Northeast Region in relation to GDP and the Bolsa Família Program, found that the program had a good effect on economic activity in the municipalities of the region studied, also indicating an impact on the consumption of families located on the outskirts of the largest areas and on the labor market itself (SILVA; FERREIRA, 2024, p.28).

The Bolsa Família program is not the only means of combating social inequalities and situations of poverty and extreme poverty; there are also other programs that can also benefit the population with a better quality of life.

1- METHODOLOGY

To ensure the quality of knowledge production andsimultaneously its production, a literature review was carried out on studies carried out and published on the topic, with the aim of reflecting and identifying the skills and characteristics necessary for the training of a public manager and their role in society.

The study covers a second theme, in which the objective of the theoretical essay was to carry out a review of the government program Bolsa Família.

According to Gil (2008), developing questionnaires essentially involves converting research objectives into concrete questions. The answers obtained for such questions will provide

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subsidies to outline the characteristics of the population studied or the verification of the hypotheses formulated during the study planning.

Gil (1999, p. 43) also makes an analysis of exploratory research which, for him,

> A study is exploratory in nature when it involves a bibliographical survey, interviews with people who have had (or have) practical experience with the problem being researched, and analysis of examples that stimulate understanding. It also has the basic purpose of developing, clarifying, and modifying concepts and ideas for the formulation of subsequent approaches. Thus, this type of study aims to provide the researcher with greater knowledge about the subject, so that he or she can formulate more precise or create hypotheses that can be researched by subsequent studies.

Thus, the method used for the research was qualitative, exploratory, in which bibliographic research related to public administration and the skills of the public manager were used as a data source, in which the content was analyzed for subsequent interpretation of the texts, to contextualize the theme in an objective manner.

To construct the literature review, scientific articles available in electronic journals and those available in the SciELO database, as well as books, documents from the Ministry of Health and Google Scholar were also consulted. The sources consulted cover works from different periods and are descriptive in nature, based on information and facts that were examined, analyzed and interpreted without the author having to intervene.

In this way, the study provides greater knowledge for the researcher about the presented theme, so that he/she can obtain more precise knowledge about the role of the public administrator as a mediator of interests, able to resolve conflicts and encourage the inclusion of society in decision-making.

2- DISCUSSION OF RESULTS

Through this research, it was possible to see that the Bolsa Família Program is an income redistribution program that is effective to a certain extent and has improved the realities of many humble Brazilian families, as other income redistribution programs had previously been implemented on a small scale but did not achieve good results.

In this context, it is essential that government agencies are active in confronting and combating poverty, through effective measures to minimize the problems associated with families living in unfavorable conditions.

The results found in the research that supported the literature review show us that the reduction in poverty due to the implementation of the Bolsa Família program was significant, and many families will be able to escape the poverty line.

Through this program, access to services such as health and education was also increased, because for the family to be entitled to the benefit, young people and children had to be duly enrolled and attending the school of their choice.

Thus, public policies to combat poverty have proven to be efficient so far. However, it is worth noting that to solve this problem there must be an interdisciplinary solution, in which several political hierarchies must be involved, and most importantly, states and municipalities must be committed to contributing to government programs to combat poverty, transferring the funds in full so that there are no problems in the distribution of resources.

They must also strive for ethics in classifying families eligible for the program, so that resources are not unduly directed to families who do not need them. Therefore, impartiality in classification will influence the good management of the program, which must serve those who truly qualify.

The public manager, within his municipal position, is responsible for the development and actions that enable improvements in the lives of a local population. Its function is inherent to the Bolsa Família program, which is directly responsible to the Ministry of Citizenship.

To obtain good results in relation to the above, it is essential that the public body that carries out the classification has specialized technical support with a multidisciplinary team of good professionals, above all ethical and committed to citizenship.

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public traction and the role of the public manager in society, as well as the skills that a good public manager must have to carry out his work efficiently.

3- FINAL CONSIDERATIONS

Given the framework of information and arguments about the Bolsa Família program presented in this paper, we can see the hard and significant work of the public administrator inherent in promoting this government action. The demand from users is growing, and oftentimes it becomes more difficult to access and follow the procedures to benefit. It is worth noting that, given the above, it is clear that the project must be implemented in an integrated manner, with the effective participation of federal, state and municipal management, which must be attentive to the work being carried out within their management.

To this end, it is essential that public managers monitor the activities that are being carried out within the program, as well as supervise the work carried out by the teams of professionals responsible for all procedures for implementing the Bolsa Família program. It is also important to note the actions of the families who use this project, and the various realities that are met with this government aid, especially investing in the fight against hunger.

Above all, it is essential that the manager be attentive to intergovernmental negotiations, focused on income transfer and organizational demand, performing his/her functions strategically. Thus, it is necessary that all political parties involved seek to improve their duties, overcoming existing challenges and difficulties, as the program is an important and necessary tool for regional and local development, so intergovernmental issues must be well coordinated.

Within this context, the program identifies the social demands of each area of activity, especially the most needy areas, enabling the efficient application of the resources available to each federative entity, and subsequently municipal ones, consolidating its actions in a strategic manner so that it can meet the decisions and conditionalities of the program.

However, due to this allocation of functions to various public bodies at different levels, it is necessary to always be aware of the functionality of each body, as this fragmentation can also cause deficits in the implementation of the program, if any of the sectors is not performing its functions in a coherent manner, supervising the performance of each body is therefore essential. This is important, because we perceive the unity and procedures that make the difference between the bureaucratization process of the execution of the program.

Therefore, the program's control and evaluation strategies must seek to minimize the margin of error in its implementation, as well as reduce the possibility of irregularities and fraud. In addition, it is necessary to have strategies to act in such situations. And the public manager must be the main agent in strengthening the program's control, acting jointly, management at the federal, state and municipal levels.

In the anthropology course, this theme is necessary and productive, in the search for learning about the aforementioned program, and its social and governmental context, in which it is part of the administrative area of human resources and public management. This program is a reality and method of action of populist governments, a characteristic present in much of the government action in Brazil.

In this context, it is clear that the training of public managers must be interdisciplinary, seeking knowledge about all government programs offered to society, as their understanding must be broad and critical, understanding what the benefits and deficits that each program can cause in the short and long term will be. These programs offered by the government must, above all, ensure the rights of each citizen, valuing justice and equality, and favoring especially those who are more vulnerable.
needy.

This public management course provided us with the opportunity to develop critical and constructive thinking, with the ability to intervene in existing realities and create innovative administrative models. The difference in the professional field and the qualification of the service occurs when the public manager favors adapting to the times and reality. In addition to their rights and duties that must be promoted, there is also a large part of the population that uses their work, for which they must promote the rights and accessibility of these people for a better quality of life.

The public manager must also have administrative support from his team, to build a management

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with technical and legal security, which results in decision-making that affects social life. However, the manager must be attentive and actively participate in the work being developed by his teams, participating in his government projects as a citizen-manager, valuing the collective interest, putting into practice his governability and management capacity, mediating, executing and evaluating actions and projects that aim at social well-being.

This entire approach reflects on the daily actions of the professional public manager, who is a direct representative of the Ministry of Citizenship. Therefore, we public managers need a solid base of knowledge and skills, combined with a consistent political direction, which allows us to adequately unravel the conjunctural plots of society, the various cruel realities that affect the right to a quality of life. It is in this space of interaction between structure, conjuncture and daily life that our practice takes place.

The realization of this theoretical research provided reflections on the respective theme, within the theoretical concepts of government action, the execution of work, and even the unique function of the public manager in the Bolsa Família program. The thinkers and their theories transcribed in this work, above all, sought to express a reflective and argumentative thought between the lines, the importance and accessibility as a citizen's right to the Bolsa Família program.

I reiterate that this program does a lot of good for those in need. We do this without any selfish or partisan actions. There are many people who live only with this assistance in the midst of a capitalized society. This program is not intended to meet the needs of the needy, much less to eradicate poverty. Rather, it is intended to “eradicate extreme poverty” that is so widespread in our society.

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