

HRM AND PUBLIC SERVANT'S HEALTH: EPISTEMOLOGICAL AND METHODOLOGICAL POSSIBILITIES

GESTÃO DE PESSOAS E A SAÚDE DO SERVIDOR PÚBLICO: POSSIBILIDADES EPISTEMOLÓGICAS E METODOLÓGICAS

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Abstract

The objective of this theoretical essay is to reflect and present epistemological and methodological possibilities about the processes of health, illness and normality in the human resource management practices adopted by the Public Administration in Brazil. The Circle of Epistemic Matrices was used, with its dimensions of technical, practical and emancipatory interest. The analytical approach adopted allowed the identification of alternatives for each of these dimensions, besides discussing the new arrangements of service delivery due to the Covid-19 pandemic, in face of the implementation of telework and the use of new technologies in people management.

Keywords: People management. Telework. Managerialism. Public Administration. Cycle of Epistemic Matrices

Resumo

O objetivo deste ensaio teórico é refletir e apresentar possibilidades epistemológicas e metodológicas sobre os processos de saúde, doença e normalidade nas práticas de gestão de pessoas adotadas pela Administração Pública no Brasil. Foi utilizado o Círculo de Matrizes Epistêmicas, com suas dimensões de interesse técnico, prático e emancipatório. A abordagem analítica adotada permitiu identificar alternativas para cada uma dessas dimensões, além de discutir os novos arranjos de prestação de serviços devido à pandemia de Covid-19, diante da implementação do teletrabalho e do uso de novas tecnologias na gestão de pessoas.

Palavras-chave: Gestão de pessoas. Teletrabalho. Gerencialismo. Administração Pública. Ciclo das Matrizes Epistêmicas

Introduction

The pandemic scenario of Covid-19 lit a kind of alert, especially regarding the processes of health promotion and care (Jackson Filho et al., 2020). Thus, among the various categories of workers, it is important to highlight studies that have the Public Administration as a focus, in view of the importance that public servants have in the implementation of the most distinct government actions (Siqueira & Mendes, 2009).

It has been observed that Human Resource Management (HRM) in Public Administration is increasingly using new technologies, seeking efficiency and better conditions in the relationship between workers and new service delivery models (Kim, Wang & Boon, 2020). The adoption of teleworking presents itself as one of these possibilities, showing positive and negative aspects, so that at the same time it can contribute to greater productivity, but at the same time, it can cause a weakening of human relations (Lhuilier, 2013).

In this context, there is a growing interest in the topic of public servants' health, due to the weakening of labor relations. In view of this, studies are being developed with the objective of identifying how the health of public servants is, such as the research by Borges et al. (2023), which investigated the mental health of federal education workers in Brazil, so that the results indicated that the current working conditions are not the most adequate and present themselves as antecedents of illness.

Furthermore, discussions about Public Administration generally revolve around issues such as size, legitimacy, efficiency and performance of the State (Filardi, Castro, & Zanini, 2020). However, public servants, responsible for the implementation of the most diverse public policies, at the same time, have to live with embarrassing and derogatory situations, having their work capacity questioned (Traesel & Merlo, 2014).

Instead of developing healthy organizational practices that promote workers' health (Souza & Drummond, 2020), what we see is the adoption of managerial models, such as the New Public Management (NPM). It brings with it practices from private organizations, producing intense psychological pressure on workers, which can reverberate directly on workers' health (Gaulejac, 2010).

HRM policies and practices, in this context, act directly on the work demands imposed on civil servants (Costa, Demo & Paschoal, 2019). In addition, by adopting elements of NPM, the Public Administration assumes elements of three periods of public management: patrimonialism, bureaucracy and the managerial model (Pereira & Ckagnazaroff, 2021), which leads to complex and challenging actions.

It is important to highlight that the activities developed in the public service are governed by a rigidity of rules and prescriptions that cannot be found in the private sector (Monteiro et al., 2021). This scenario becomes fertile for the most diverse work-related diseases to be triggered among public servants (Souza & Reis, 2013).

In Public Administration, given its diversity, it is necessary to have a broad view of the phenomena that develop in this space, contributing to become the processes more fluid and for workers to overcome alienating structures. The Circle of Epistemic Matrices, proposed by Paes de Paula (2016), contributes by analyzing the technical, practical and emancipatory interest of organizational actions, overcoming the instrumental rational logic to explain the phenomena of reality (Silva & Santos, 2022).

Alienation should be understood in the opposite sense of human rationality, presenting itself as an interest of a minority that controls the modes of production (Habermas, 2009). Emancipation, on the contrary, aims to overcome this process, so that workers are seen as social and organizational actors (Mozzato & Grzybovski, 2013).

The emancipatory process aims precisely to overcome the difficulties presented (Paes de Paula, 2016). In view of what is presented here, it is about the strategies that workers use to overcome alienating and possibly sickening processes. This reality meets the concept of normativity, which deals with how the body adapts to the new reality, avoiding the harmfulness of the activity (Canguilhem, 2009).

It is important to consider such aspects in understanding the processes of health, illness and normality of federal civil servants in Brazil (Araújo & Freitas, 2022). Thus, the question that guides this theoretical essay is: what contributions can the circle of epistemic matrices bring to the understanding of the processes of health, disease and normality of the federal public servant?

Thus, this theoretical essay aimed to reflect and present epistemological and methodological possibilities on the processes of health, disease and normality in the health care policy of the civil servant, given the people management practices adopted by the Public Administration of Brazil.

Besides this introduction, this article is structured in five parts. Initially, it seeks to reflect on people management practices in the Brazilian Public Administration (BPA), tracing its historical path and presenting possible impacts on public servants. Next, the managerial practices in the BPA will be explored, indicating the practices used and the novelties in the ways of working. Next, a discussion on health, work and normality will be conducted, in which aspects related to the processes of illness and health production in the work environment will be covered. In the next item, the Cycle of Epistemic Matrices, presented by Paes de Paula (2015), will be presented as a proposal to overcome cognitive incompleteness and understand the phenomena discussed in this study. Finally, epistemological and methodological perspectives on the processes of health, disease and normality in the health care policy of the civil servant will be presented, in view of the managerialist practices of people management adopted by the PBA.

About Human Resource Management Practices at Public Service

Initially, when outlining a definition about HRM, a recurring concept is that it is the ability to manage people, through policies and practices, in order to achieve competitive advantage (Mathis et al., 2016). In turn, due to its dynamic nature, it also acts to create a context that can generate identity with the organization and a sense of trust for workers (Aquino, 2019).

HRM practices must be understood from different perspectives, that is, from the one who is the author or active in the action and from the one who is the recipient (Oliveira, Pérez-Nebra & Tordera, 2022). This indicates that a critical reflection must be carried out, in order to interpret reality as it presents itself, overcoming possible actions that do not contribute to emancipatory practices.

The interest in People Management in the public service has been gaining great visibility, due to the interest in creating its own identity, instead of using private sector practices (Boselie, Van Harten & Veld, 2021). Allied to this, the area has also gained prominence in the face of the Covid-19 pandemic, since it is a strategic policy in the coordination of actions for the promotion and prevention of workers' health (Amorim et al., 2023).

HRM has a strategic role, developing capabilities so that workers can achieve the best results (Demo, Fogaça & Costa, 2018). However, it is not possible to simply state that these practices are restricted to descriptive procedures of the way an organization works, fitting to People Management, equally, the role of ideological production and subjectivity (Aquino, 2019).

People management in the public sector is a policy of great importance, given this reality, having as one of its functions the direction of workers' behavior in the organizational context (Allen & Wood, 2021). In this sense, it contributes to the structure of service delivery processes, going beyond the pressure for productivity, creating an environment in which workers' desires and organizational goals can go hand in

hand (Biron et al., 2021).

The act of reflecting on the practices of HRM in the Brazilian Public Administration must consider its socio-historical character, in order to better understand the current reality, with challenges and possibilities imposed by changes in the modes of service delivery brought about by the adoption of new practices, such as telework (Leite & Lemos, 2021). Likewise, people management policies have an important role in health promotion (Souza & Drummond, 2020).

Tracing a historical line, the public service began to embrace, instead of one, several management models. Thus, it begins with a patrimonialist state, later characterized as bureaucratic and finally managerialist, as stated by Bresser-Pereira (1998). In this scenario, HRM becomes extremely challenging, which can have negative impacts on public servants (Carmo et al., 2018).

The HRM practices that should contemplate the demands of the current world of work, such as adjustments and use of new technologies, begin to focus their actions around performance management (Carmo et al., 2018; Costa, Demo & Paschoal, 2019). Such reality proves to be incompatible with the new arrangements, which seek, in addition to productivity, aspects related to well-being in the work context (Vilarinho, Paschoal & Demo, 2021), so that public servants, faced with a sense of insecurity, may have the process of mental illness accelerated (Ramos & Januário, 2013).

As for HRM actions, they play a fundamental role in relation to practices related to workers' health, and this relationship should be better investigated (Demo, Fogaça & Costa, 2018). The development of people management in the public sector, therefore, must guarantee, at the same time, the desired results, as well as the promotion of health of public servants (Siqueira & Mendes, 2009).

About managerialist practices at Federal Public Administration

Managerial practices dominate the ways in which organizations start to direct their actions, highlighting those that value an objective logic focused on numbers, which Gaulejac (2017) calls quantophrenia. This paradigm is embraced by the Public Administration, even though it presents dysfunctional and meaningless demands, which can lead to the disorganization of psychological processes and the sickening of workers (Gaulejac, 2014).

To reach this point, managerial options were made, so that it is possible to highlight the adoption of the NPM by the Brazilian Public Administration (Pereira & Ckagnazaroff, 2021). Such model emerges in Anglo-Saxon countries and assumes that bureaucracy, which to this day is part of managerial processes, is deficient, with its main guidelines focused on efficiency, effectiveness and competitiveness, using management tools from private organizations (Cavalcante, 2019).

This managerialist model is grounded in themes of disaggregation and competition, which can promote the inability to solve social problems, which is the purpose of public service, as organizational processes become more complex (Gaulejac, 2010). A consequence of this reality is the impact on the psychological level, as workers begin to feel insecure, causing mental suffering, exhaustion and psychosomatic disorders (Gaulejac, 2014).

Thus, the NPM presents itself as an unsustainable model, so that other practices arise, aiming to meet this need (Cavalcante, 2019). Accordingly, in the international context the Digital Era Governance (DEG), which was proposed by Dunleavy et al. (2005), brings advances with the use of Information and Communication Technologies (ICT), implying several organizational changes, reflecting directly in the provision of services, making administrative processes faster (Silva & Santos, 2022), impacting on HRM processes.

Traesel and Merlo (2014) when investigating the experiences of public servants, found that NPM disregards the cultural contexts and the specificities of the Public Administration, so that economic

efficiency has become an end rather than just a means. The needs of this category of workers are disregarded, so that tasks become overvalued, leaving people at the mercy of job insecurity (Monteiro et al., 2021).

Table 1.

Main features of the NPM and DEG

New Public Management (NPM)	Digital Era Governance (DEG)
It aims to overcome the bureaucratic model (Cavacante, 2019)	Aims to overcome New Public Management (Dunleavy et al., 2005)
Focused on efficiency, effectiveness and competitiveness (Pereira & Ckagnazaroff, 2021)	Greater speed in administrative processes (Silva & Santos, 2022)
Uses management tools from private organizations (Cavacante, 2019)	Extensive use of technological resources (Margetts & Dunleavy, 2013)
Considers a plural state, in which several interdependent actors contribute to the provision of public services (Pereira & Ckagnazaroff, 2021)	Greater integration with society, based on its needs (Silva & Santos, 2022)

Source: elaborated by the authors

Table 1 shows that both models have fundamental characteristics for the Public Administration to achieve its objectives, but the DEG, by appropriating more recent technological tools, becomes a management practice with great possibilities of overcoming the negative points of the NPM (Silva & Santos, 2022). In the Brazilian reality, this has already been materializing, through Normative Instruction 65/2020 of the Ministry of Economy, which implements the Management and Performance Program (PGD in Portuguese), which, among other measures, officially establishes teleworking at the public service.

By opting for DEG, the Public Administration starts to focus on reintegrating activities, providing holistic services to citizens and implementing deep digital changes in the administration (Dunleavy et al., 2005). So far, the changes in Digital Age Governance have adapted well to austerity pressures, while the main elements of NPM have been reversed (Silva & Santos, 2022).

Therefore, although the functionalist perspective is still predominant in Brazilian Public Administration (Pereira & Ckagnazaroff, 2021), it is possible to realize that as a DEG, new approaches must be used. It is imperative that workers and society are protagonists, participating and intertwining public policies with the State (Margetts & Dunleavy, 2013; Silva & Santos, 2022).

Concerning HRM, it is clear that, by adopting this option, Public Management begins to see other possibilities in relation to service delivery processes (Silva & Santos, 2022). Although many elements of the NPM are still observed, such as the search for efficiency, evidenced by the PGD, there is still a concern about seeing work beyond the numbers, which can also be a source of pleasure and health (Dejours, 2004).

About worker health, disease and normality

The discussion on health is quite broad and can be seen from various aspects. Therefore, the initial consideration is that this phenomenon should be understood from a perspective that emphasizes social and personal resources and that adopts the negative perspective, that is, that goes beyond the concept of absence of disease (Souza & Reis, 2013).

However, it is necessary to raise a point when dealing with the concept of health, which is precisely what Almeida Filho (2018) considers to be like a "blind spot" in the health sciences and, specifically, in Collective Health. This means that there is no consensus among the different models that can explain

the phenomenon, be it the biomedical, the Natural History of Disease (NHD) or the Social Determination of Disease (SDD) (Puttini, Pereira Jr. & Oliveira, 2010).

Health, then, should not be understood as a natural state, but rather as a social and intentional construction, considering work as an essential dimension in this process (Dejours, 2004; Souza & Reis, 2013). The comprehension of this phenomenon is permeated by a series of relationships, whether interindividual, which acts in the dimension of the relationship with the other, or intersubjective, which acts in the field of work, being a process of elaboration that depends on the collectivity (Almeida Filho, 2018).

Due to the complexity of a definition, health must be understood in the face of health-disease processes as a social and political demand (Almeida Filho, 2018). Thus, given its cognitive incompleteness, i.e., the impossibility of explaining the entire phenomenon in the organizational and social environment in which it occurs (Paes de Paula, 2016), it is important that investigations in this context advance (Demo, Fogaça & Costa, 2018).

Oppositely, the medical definition of health is related to a positive biological basis of the concept of "disease" (Canguilhem, 2022). For the French physician, pathology does not mean absence of norms, but the presence of them in a vitally inferior form, which makes the fullness of life impossible (Almeida Filho, 2018). It is clear, thus, that illness is the contradictory of disease.

Canguilhem (2022) broadens the discussion of the health and disease process, overcoming the drug model, as well as the view of normal and pathological, bringing the notion of normality (Neves, Porcaro & Curvo, 2017). This concept assumes that the disease is a form of adjustment between the body and the environment in which it is inserted, through norms, which can present themselves as new behaviors, so that what appears as a disease can be the harbinger of other ways of facing reality (Safatle, 2011).

Work presents itself as an extremely relevant factor, considering that it is from and within it that the process of socialization and exchange of subjectivities occurs (Lacaz et al., 2020). Consequently, in the face of an impoverishment of this type of relationship, such as the precariousness of work, the process of illness and non-health becomes a constant and no longer an exception (Araújo & Freitas, 2022). What is verified, therefore, is that suffering becomes trivialized, or as Canguilhem (2022) states, it is presented as a state of "normality".

Therefore, it is possible to affirm that normality is a state of equilibrium, to remain stable and present an apparent situation of control in the search for health maintenance (Dejours, 2004; Araújo & Freitas, 2022). In the workplace, it is inevitable that these conflicts between health and disease present themselves and have direct reflexes on the processes of construction of subjectivity and, consequently, reflect on the development of diseases (Gaulejac, 2014).

The HRM presents itself as a practice of great importance in the process of health and illness of workers, considering that it is responsible for building the ways in which work is experienced, promoting health and preventing illness (Siqueira & Mendes, 2009). In view of this, it is necessary that People Management develops actions, aiming to multiply moments, places and means with the goal of generating subjectivity and reflection on the activity (Aquino, 2019).

About the Cycle of Epistemic Matrices

Given the reality exposed so far, it is necessary that the health and disease processes of public servants be understood from a critical perspective, which should be seen as the confrontation of the social fact with its own concept (Horkheimer & Adorno, 1973). Thus, the Cycle of Epistemic Matrices contributes precisely in this direction, by making new arrangements that can be constantly rethought

through theoretical incompleteness in its dynamics with reality.

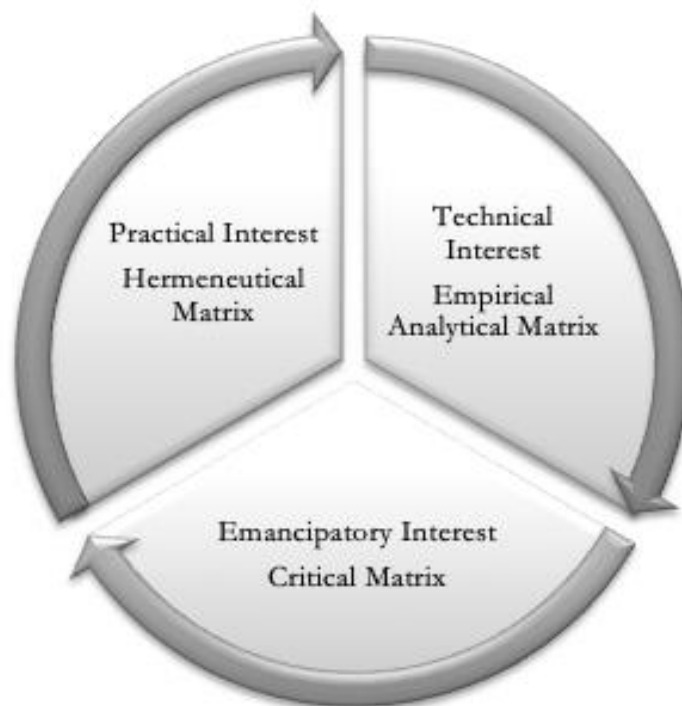
Within this process of evolution, a transition is necessary, overcoming the functionalist paradigm, which gives little space to the production of workers' subjectivity (Guerreiro Ramos, 1989). Hence, knowledge is moving towards explaining phenomena that are faced with incompleteness, i.e., the deficiency in explaining social facts that directly impact organizational actions (Paes de Paula, 2016).

The construction of knowledge about Public Administration, in its epistemological and methodological perspectives, contradictions, must be part of this process, since the purpose of public activity contemplates diverse interests, feeding possibilities of solutions to real problems (Silva & Santos, 2022). Thus, in order to better present answers to incompleteness, epistemic matrices, through their dimensions of technical, practical and emancipatory interest, can contribute immensely to this purpose (Paes de Paula, 2016).

Thus, the technical interest is coated with logical practices, in the face of an empirical-analytical matrix, having as a component three elements: positive philosophy, formal logic and technicality (Paes de Paula, 2016). This indicates that there is a close relationship with the functionalist and interpretivist approaches (Silva & Santos, 2022). Regarding the practical interest, it is possible to affirm that it is linked to a hermeneutic matrix, that is, to interpret reality, in view of its interaction with society (Habermas, 2009). This indicates that there is a mobilization of cognitive interests, going beyond logical practice, moving towards a science of the spirit, that is, of subjectivity production (Paes de Paula, 2015).

Likewise, the critical matrix is configured as the emancipatory dimension, which, unlike the technical interest, makes use of a negative philosophy, using dialectical logic (Paes de Paula, 2016). Thus, there is a concern to investigate the interconnections of social phenomena, through a relationship with the historical facts in which it is occurring (Tenório, 2016).

Figure 1. Cycle of Epistemic Matrices



Source: elaborated by the authors, according to Paes de Paula (2015)

According to Figure 1, it is possible to verify that the direction of a cycle, in the form of a circle, is purposeful, considering that such format represents a whole that aligns knowledge, through an integration of knowledge, in order to fill what Paes de Paula (2016) calls cognitive incompleteness. Therefore, there is no hierarchy between interests, they are only linked to different logics and approaches, but they have the same meaning, which is to develop epistemologies and methodologies that can better contribute to filling gaps and explaining social phenomena (Paes de Paula, 2015; Silva & Santos, 2022).

Epistemological and Methodological perspectives of research

The Public Administration has its particularities, since, at the same time that it seeks its own identity, it assumes aspects of the private initiative (Siqueira & Mendes, 2009). It must seek better conditions so that public servants can better develop their work activity, contributing to the feeling of well-being, especially when there are debates, such as the administrative reform of the State (Peci et al., 2021).

Thus, in view of the complexity of the topics addressed, namely, workers' health, disease and normality and human resources management practices in the federal public administration, it is suggested that studies with qualitative and quantitative approaches be developed. It should be considered that there are several interests to be achieved, be they technical, practical or emancipatory, so that the scope of the investigations cannot be restricted, at the serious risk of not understanding the social phenomenon.

Table 2.

Epistemological and methodological possibilities in light of the Epistemic Matrices

Phenomenon	<i>Empirical-Analytical Matrix</i>	<i>Hermeneutical Matrix</i>	<i>Critical Matrix</i>
<i>Servant Health</i>	Epidemiology	Gadamer's Philosophy	Social Determination of Disease
<i>Public Policies</i>	Use of indicators	Constructivist or Comprehensive Approach to Health Assessment	Multiple Streams Model
<i>Managerialist Practices in Human Resource Management</i>	State-centric and New Public Management Currents	Digital-Era Governance; Methodology Multicriteria Decision Aid	New Public Service; Critical Theory of Technology

Source: elaborated by the authors

From the Cycle of Epistemic Matrices, Table 2 presents a variety of possibilities, so that there are numerous epistemological and methodological alternatives aimed at better understanding the phenomena described here. Furthermore, it is necessary to emphasize that as there is no hierarchy or overcoming between the matrices, there is an organicity of thought, which contributes to the construction of a flexible and barrier-free knowledge (Paes de Paula, 2016). Thus, in view of the list indicated, from now on we will demonstrate the epistemological and methodological possibilities that can contribute to the field of HRM and the promotion of public servant health.

Epidemiology

In the field of studies on health, disease and normality of the worker some possibilities can be found. With regard to the empirical-analytical matrix, it is possible to highlight the use of epidemiological techniques, whose focus is the health and disease process before a collectivity, using statistical tools (Rouquayrol & Silva, 2018). However, because there is an interaction with social aspects, it is essential for studies in Public Health, also finding shelter in the critical matrix.

It is important to highlight that the transformations in the methods of public service provision, with

the widespread adoption of telework, have caused impacts on the health of public servants and on the forms of performance management (Appel-Meulenbroek et al., 2020). In this regard, the epidemiological approach recognizes the historical and natural facts of the health-disease process, contributing to better understand the phenomena of the transformations in the world of work (Fonseca & Pérez-Nebra, 2012).

Recommendation 1. Moreover, under circumstances where changes in work patterns are occurring at a rapid pace, largely due to the Covid-19 pandemic, it is necessary to highlight the importance of work as a determinant of health (Eisen, Elser & Picciotto, 2022). Thus, with the aim of giving more visibility and opportunity for workers to talk about the problems they experience, as well as promoting well-being and a sense of identity with work, epidemiology can contribute to HRM and labor relations to identify possible risk situations and, consequently, find mechanisms to improve this reality (Elser et al., 2019).

Gadamer's Philosophy

In turn, regarding practical interest, in the hermeneutic matrix, the study of Gadamer (2006), a German philosopher who contributed to the field of health by giving an ontological and universal meaning to the understanding of phenomena, is quite rich. He went beyond the technical aspect, proposing an existential stance, investigating the hidden propositions of health and the art of healing (Mascaro, 2020).

Gadamer's proposal is based on ethical and human interest, breaking with instrumental methods, such as performance evaluation metrics. Instead, methods that interact with historical processes should be used, contributing to a dialog between social and historical facts (Araújo, Paz, & Moreira, 2012). In fact, for the philosopher, when discussing health, three skills must be involved, that of doing, that of wanting and that of practical responsibility, which must contribute to creating a structure that supports decisions, considering evaluation, planning and execution (Gadamer, 2006).

In fact, it is important to report that although Gadamer states that health is associated with a state of equilibrium, he did not indicate methods to be used in his investigative processes. As identified by McCaffrey et al. (2022), three perspectives can be used in the process of better understanding the phenomenon: Participatory Conversations, which brings the central idea that it is necessary to create a space for dialogues in order to broaden the understanding of the phenomenon (Greenhalgh, A'Court & Shaw, 2017); Reflective Spaces, which indicates the need to create physical and temporal spaces so that people can reflect on work processes (Caputo, 2018); Paying Attention to Alterity, which deals with the need to remain open so that people who are experiencing some kind of suffering can open up and feel welcomed (Xiao et al. , 2018).

Recommendation 2. As for HRM policies and practices, Gadamer's philosophy can contribute notably regarding aspects related to workers' health and quality of life, which are topics that should be further explored (Demo, Fogaça & Costa, 2018). In addition, given the changes in service delivery methods, with the widespread adoption of teleworking in Public Administration, collective discussion spaces have been extremely vilified, so that it is up to management to create new possibilities to be developed, aiming at maintaining sanity and the production of subjectivity at work (Amorim et al., 2023).

Social Determination of Disease (SDD)

In the critical matrix, which uses dialectical logic, historical issues must be considered, making its character emancipatory (Paes de Paula, 2016). Thus, the model of Social Determination of Disease (SDD) is a possibility (Breilh & Granda, 1986), because here the discussion of social class is extremely relevant, requiring an epidemiological exploration of the collectivity, dwelling on the knowledge related

to the causes of the social reproduction of diseases and health (Puttini, Pereira Jr. & Oliveira, 2010).

Moreover, specifically with regard to public health care policies, the SDD has an important role, considering that health care is influenced by the actions and formats adopted by organizations and governments (Braverman & Gottlieb, 2014). Likewise, because it is an approach that considers social aspects, such as structural racism and income distribution, health and disease processes should investigate these dimensions, so as not to focus only on biological aspects (Ahmed, Scretching & Lane, 2023).

Recommendation 3. Therefore, HRM policies and practices aimed at promoting the health of workers in the public administration should break with a narrow and rational view of organizational processes, and should start from a perspective where human, historical and social aspects are taken as reference (Sage, Vitry & Dainty, 2020). The management, thus, starts to have a much greater responsibility, not only in the sense of seeking the result, but of developing a space for work to be a fundamental element in the health-disease process (Amador, 2014).

Use of indicators

In the field of Public Policy (PP) analysis, a theoretical and methodological pluralism has been widely used, based on an epistemology of social constructivism (Secchi, 2016). Initially, with regard to technical interest, there was a wide adoption of the positivist philosophical model, with the use of indicators, which led to the conception of information and knowledge from the ex-post implementation, that is, after the implementation of the PPs (Jannuzzi, 2013).

Recommendation 4. In fact, the use of indicators is a widely used practice in HRM, so that in the search for effectiveness, behavioral patterns are investigated, highlighting that individual, group and organizational aspects should be considered (Dhoopar, Sihag & Gupta, 2023). Similarly, it is important that in the act of construction and validation of management indicators, the organizational processes must be considered, highlighting the individual differences and the aspects that are proper to the organization (Kurcgant et al., 2009).

Constructivist or Comprehensive Approach to Health Assessment

Regarding the practical interest, of hermeneutic logic, there was a great advance, and the constructivist or comprehensive approach stood out with regard to the evaluation of health actions (Furtado, 2001). This model stands out for overcoming some impasses arising from the evaluation of technical logic, such as the need for political reorganization, in addition to greater contact with interactive aspects with society, since in the construction of indicators there is this lack (Serapioni, 2016).

About individual cognitive frameworks, we highlight here the fact that there are tensions in any organization, which generates the need for workers to adjust to preserve possible damage to their emotional integrity and health (Hahn et al., 2014). Thus, HRM has the function of identifying workers who have greater conflict resolution skills, for example (Bush, 2020). In turn, with regard to the creation of collective dominant structures, there is the action of creating an organizational ecosystem, in order to make workers act in a similar way, using certain strategic outcomes (Poon & Law, 2022). Finally, the elaboration of development strategies concerns the need to adopt innovative responses to deal with tensions, in order to interact with aspects not only organizational but also with social dynamics (Bush, 2020).

Recommendation 5. Thus, HRM practices, despite being largely focused on performance and results, should also be directed towards sustainable management, which seeks the well-being and health of workers (Zaugg, Blum & Thom, 2001). In order to create a more comprehensive and welcoming health-promoting reality, three processes can be implemented: activation of individual cognitive frames, elaboration of development strategies, and the creation of collective dominant frames (Poon & Law, 2022).

Multiple Streams Model

As for the critical matrix, it is possible to highlight the Multiple Flows Model, proposed by Kingdon (2003), whose focus is to understand the decisions and definitions of PP agendas by governments, through indicators and debates with the community, culminating in emancipatory interest. Thus, the interest is in the macro-political environment, analyzing the organized political forces that determine support or opposition to an agenda item and changes in the top management of the government (Capella, 2012).

Especially regarding public policies aimed at public servants' health care, this model can bring a number of possibilities, especially in situations caused by dramatic events, attracting public attention (Béland & Howlett, 2016). Thus, the great contribution of this approach is to perceive the problem and develop solutions, in order to involve several spheres of power, whether social, political or organizational (Kingdon, 2003).

Recommendation 6. Actions aimed not only at achieving organizational objectives, but above all at developing a work environment that provides a sense of well-being should be developed. Therefore, HRM practices should be aimed at understanding how organizational political arrangements work, in order to direct the guidelines to the collectivity, benefiting everyone.

State-centric and New Public Management Currents

From the empirical-analytical perspective, it is possible to state that the State-centric and NPM currents align themselves to the functionalist approach, given that while the first is structured in Public Administration based on meritocracy, the second is focused on precepts of private enterprise, in which the search for results is what moves the actions (Andion, 2012). In this scenario, the search for metrics that indicate the performance of public servants, from indicators, is still very present (Andrade & Cordeiro, 2022).

Recommendation 7. Regarding HRM practices in the field of Public Administration, the analysis based on the empirical-analytical Matrix is of great importance, in view of the impacts that government actions have on society (Silva & Santos, 2022). Facing a scenario of constant administrative reforms, with the Constitutional Amendment Proposal (PEC) 32/2020, guided by four principles: serving; valuing people; agility and innovation; efficiency and rationality (Peci et al., 2021), also permeated by constant technological developments in organizational processes (Margetts & Dunleavy, 2013), it is imperative that the State has access to various forms of epistemological and methodological analysis.

Digital-Era Governance and Methodology Multicriteria Decision Aid

The DEG model can be identified with the characteristics of the practical matrix, based on hermeneutics, due to the use of technological tools, notably in the period of health emergency resulting from Covid-19 (Silva & Santos, 2022) and the PGD. This model has greater participation of society, since there is the possibility of democratizing access through the use of technologies (Margetts & Dunleavy, 2013). Another example of a constructivist-based method that can also be used is the Multicriteria Methodology for Decision Assistance - Constructivist (MMDA-C), which seeks to develop knowledge in the decision-making process, based on understanding the consequences of organizational decisions (Perez et al. 2022).

Recommendation 8. This paradigm shift towards an e-HRM seems to be a path with no return, due to the creation of value for the organization and for the social actors in this context, but even so, it has not yet managed to deliver the expected benefits (Chowdhury et al., 2023). Thus, it is necessary that the use of Artificial Intelligence (AI) in the workplace should also be viewed with great caution, so that management should constantly monitor the impacts that this new format can cause in the

organizational environment (Varma, Dawkins & Chaudhuri, 2023).

New Public Service and Critical Theory of Technology

Critical interest, which starts from an emancipatory approach, can also be widely used, based on the New Public Service (NPS) (Silva & Santos, 2022). It starts from the premise that the Public Administration is a co-producer of the public good, based on democratic theories (Abreu, Helou & Fialho, 2013). Another possibility is that of the Critical Theory of Technology (CTC), proposed by Feenberg (2017), whose objective is to discuss and propose a technocratic and rational view of management models that adopt new technologies, but that are not bound by a view focused on efficiency (Souza & Paes de Paula, 2022).

Recommendation 9. Therefore, HRM has a fundamental role, especially when it comes to develop analyses that are not only technical about organizational changes, as a result of the use of new technologies, such as the DGP, but that also contribute with ethical reflections on this new reality (Varma, Dawkins & Chaudhuri, 2023). In the current global context, in which we are still recovering from a traumatic event that is the Covid-19 pandemic, people management in Public Administration, in addition to its role as co-producer of the public good, must also be prepared to create a more humane and welcoming environment, so that the machine is a means and not the end of the activity (Bergeron, 2023).

Discussion

Considering what has been presented so far, a question arises: what is the applicability of these epistemological and methodological possibilities? Well, initially it should be considered the wide use of teleworking by the Brazilian Public Administration that, in the first year of the pandemic alone, according to the Ministry of Economy (2021), there was a decrease of R\$ 1.4 billion in expenses related to the development of activities, such as energy expenses, displacement of civil servants and payment of daily rates. This is in harmony with the growing debate on issues such as the size, legitimacy, efficiency and performance of the State (Filardi, Castro, & Zanini, 2020).

In turn, it is expected that people management policies and practices will act to mitigate side effects of this type of initiative, considering that possible damage to health may occur (Morilla-Luchena et al., 2021). Thus, organizational interventions should be developed, with the aim of caring for people, based on social exchanges, seeking occupational health (Van Beurden et al., 2020).

Technical, practical and emancipatory interests are of great importance, in order to better provide a sense of well-being, so that HRM can and should use the possibilities that the Cycle of Epistemic Matrices can offer. In addition, as already informed, there is no hierarchy between them, but what is expected is that an environment is created where the relationship between the worker and the activity is regarded with care, in addition to making it possible to break with linear and alienating practices, so that the critical matrix can contribute a lot (Mozzato & Grzybovski, 2013).

Among the public policies for the care of the federal public servant, the Integrated Subsystem for Health Care of the Federal Public Servant (SIASS in Portuguese) stands out. Its function is to carry out health promotion and monitoring actions, in addition to developing disease prevention, expertise and assistance actions (Martins et al., 2017), with influence from Collective Health in its objectives (Souza & Reis, 2013). One of the ways to evaluate its effectiveness is precisely with epidemiological indicators, as it must compile, organize and provide information on the health of this category of workers (Schlindwein & Morais, 2014).

The fact is that it is necessary to create what Saks (2022) calls caring human resource management, i.e., practices that aim to make workers perceive safety and warmth, leading to greater engagement and

perception of well-being. This meets the constructivist proposal, of practical interest, so that what is sought is collective participation in decision making (Holland, Cooper & Sheehan, 2017).

Such examples make the importance of emancipatory practices in HRM more evident, especially when we are faced with so many (r)evolutions in the world of work. It is necessary for organizations to create alternatives in order to encompass a broad spectrum of actions capable of contributing to aspects related to life and health, mitigating future adversities (Long & Cooke, 2023).

Although this is not such a recent discussion, considering that the interest in HRM is quite broad, both in terms of management and mental health care (Oliveira, Pérez-Nebra & Tordera, 2022), there is still much to evolve. Regarding the other epistemological and methodological possibilities mentioned here, either they have not yet been developed or they are more focused on other areas of knowledge, such as education and collective health.

Thus, the Cycle of Epistemic Matrices presents itself in a very useful way for the area of people management, considering that from it, it is possible to develop a dialog with other branches of knowledge. By itself, this fact makes it possible to create an environment where a conflict of ideas occurs, generating new knowledge, a situation that gives traction to critically reflect on work, making emancipatory processes possible (Mozzato & Grzybovski, 2013).

Finally, as already indicated, emancipatory practices in particular can contribute greatly to health and disease processes in organizations by ensuring that they reflect on and participate in work management (Voegtlin & Greenwood, 2016). Thus, it is necessary that actions are developed in order to allow workers to (re)gain control over their own activity.

Final Reflections

In accordance with the search for better working conditions in the Public Administration that, at the same time, can contribute to the health-disease process of public servants, but also allow services to be provided in the most effective way, several people management practices and policies have been proposed. Actions such as the establishment of teleworking and the PGD are examples of such efforts.

In Brazil, there is a growing search for new forms of service delivery, with HRM acting as a mediator between the desires and needs of workers and the objectives of the organization. However, the scenario requires the development of new methodological and epistemological possibilities to better implement and evaluate actions. Therefore, it is necessary to use innovative practices, providing greater understanding of the phenomenon and supporting decision makers in relation to organizational policies.

However, it is worth noting that, in the Brazilian case, the methods and techniques employed are still quite pragmatic; this fact may contribute to a lack of progress in the scientific field, especially when it comes to the critical perspective. Thus, the Cycle of Epistemic Matrices is also a methodological innovation in the investigation of the themes presented here, contributing to HRM actions becoming much broader.

As this is a theoretical essay, there is no claim to exhaust the discussions on the topics addressed here. Fortunately, there is still much to be explored about HRM and its relationship with the health-disease processes of public servants, which can contribute to the search for better practices and theories, contributing greatly to the creation of a "culture" capable of encompassing the complexity and specificities of management in the public service. It is also necessary to emphasize the importance of a constant evolution in the knowledge of the people management area, especially in scenarios with scarce financial and human resources and changes in working modes.

Finally, considering what has been presented, there is a vast possibility of investigations to be carried

out in the field of Public Administration, based on the matrices presented here. Thus, it is important to explore themes related to managerial practices and their impacts on health and the production of subjectivity. Moreover, as a suggestion, research using other possibilities presented here can be developed, considering that especially in the field of management they are still quite scarce.

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