

The implementation of the Environmental Agenda in Public Administration (A3P) from the perspective of the workers of the Women's Secretariat of Pernambuco



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Kevin Ferreira Corcino

Doctorate in Administration Institution: Universidade Federal de Pernambuco (UFPE) E-mail: kevin.corcino@ufpe.br

Gesianny Crispim de Azevedo

Graduate student in Administration Institution: Centro Universitário Uninassau E-mail: gesianny.azevedo@hotmail.com

Fernando Matheus Ferreira Tributino dos Santos

Graduate student in Administration Institution: Centro Universitário Uninassau E-mail: f96matheus@gmail.com

Thales Fabrício da Costa e Silva

Doctorate in Administration Institution: Universidade Federal de Campina Grande (UFCG) E-mail: thalespsic@gmail.com

Luiza Cristina Jordão Braga Vilaça da Rocha

Master's in Production Engineering Institution: Universidade Federal de Pernambuco (UFPE) E-mail:luiza.vilaca@ufpe.br

Marilia Nunes Valença

Master in Hospitality and Tourism Institution: Universidade Federal de Pernambuco (UFPE) E-mail: marilia.valenca@ufpe.br

ABSTRACT

Sustainable development has become evident in both the public and private sectors, requiring greater engagement from organizations and their members in policies and programs related to environmental issues. Therefore, the objective of this article is to evaluate the perception of the staff of the Women's Secretariat of the state of Pernambuco regarding the socio-environmental actions proposed in the Environmental Agenda in Public Administration (A3P). This is a case study, with data collected through the application of a structured questionnaire to 25 public agency employees. The results indicate that the employees perceive low applicability of A3P, given the existence of specific actions that focus on the axis of proper waste management and on the axis of sustainable procurements. The research reveals that there is little communication about the existence of A3P in the Women's Secretariat and that the lack of awareness-raising and capacity-building actions for the employees hinders the implementation of all the axes of A3P. It is concluded that adherence to A3P must be accompanied by systematic implementation, with effective awareness-raising and communication at all levels of the organization.

Keywords: Public Administration, Environmental Agenda in Public Administration, Sustainable Development.

1 INTRODUCTION

Environmental management refers to the practices adopted to manage and monitor natural resources, reducing the negative environmental impacts caused by industrial and Urban Development. It involves both the prevention and correction of environmental problems, aiming to ensure environmental sustainability. Over time, awareness of environmentally responsible management has become a primary factor for business and social survival. Under this aspect, the Public Administration



in Brazil has been fundamental to propagate actions that effectively contribute to environmental management.

Among the public actions for Environmental Management, the creation of environmental laws stands out, which established a regulatory framework and principles to be followed for the preservation of Natural Resources and the environment. These laws have a breadth that includes legal aspects, environmental impacts, environmental education and other important elements for environmental preservation (Salviano et al., 2022).

Some actions take the form of public policies, which can be implemented through the adoption of environmental management systems, sustainable production and consumption practices, and public awareness of the importance of environmental preservation (Ferreira; Paes-De-Souza, 2019).

In the field of public policies, the environmental Agenda in Public Administration (A3P) program was created in 1999, an instrument of the Ministry of the environment to disseminate and encourage the Public Administration, in all spheres of government, the development of practices aimed at environmental sustainability. The A3P Agenda is a program that aims to incorporate principles of socio-environmental responsibility in the all spheres of Public Administration in Brazil, stimulating actions in six axes: rational use of Natural Resources and public goods; adequate management of waste generated; quality of life in the workplace; sustainable public procurement; sustainable construction; and awareness and training of servants (Ministry of the environment, 2009).

At this juncture, it is important to understand how public agents perceive, understand, engage and evaluate these programs, considering that they are one of the pillars in their implementation. In this regard, public administration professionals and public managers should seek greater integration of natural and social sciences to develop new approaches that consider modern environmental problems (Almeida; Scatena; Luz, 2017).

In the state of Pernambuco in Brazil, the women's Secretariat (SecMulher-PE) has excelled in improving its performance regarding environmental impact, having been the first brazilian state agency to be certified, in 2014, with ISO 14001, which, according to the International Organization for Standardization, is a set of technical and administrative standards that establishes parameters and guidelines for the implementation of an Environmental Management System (EMS) for companies in both the public and private sectors, aiming to minimize environmental impact. As for A3P, SecMulher-PE was one of the first public agencies in the state to adopt the program, which reinforces the organization's interest in the topic.

In light of this institutional effort, academic research can contribute to expanding knowledge and practice in the area of environmental management. However, considering the reality of SecMulher-PE, no study has been identified that addresses the implementation of A3P in this agency. Therefore, the objective of this article is to evaluate the perception of the staff of the Women's Secretariat of the



state of Pernambuco (SecMulher-PE) regarding the socio-environmental actions proposed in the Environmental Agenda in Public Administration (A3P).

2 ENVIRONMENTAL MANAGEMENT AND PUBLIC ADMINISTRATION

Environmental issues have demanded great attention and new forms of development in environmental management worldwide. The impacts arising from the strong degradation of the environment have driven managers from all areas to broaden their administrative approaches, fostering practices that reconcile social, environmental, and economic interests. In this sense, the aim is to integrate into organizational management the use of techniques and practices to reduce the use of natural resources, minimizing impacts.

Through the federal Law No. 6.938/1981, the Brazilian state reinforced the integration of environmental management into national legislation. The law established the National Environmental Policy, whose objective focused on the preservation, development, and protection of environmental quality, seeking to reconcile economic development and ecological balance (Brazil, 1981). Added to this, the text presented by the Federal Constitution of 1988, which, among other aspects, presented the inherent duty of public authorities and society to defend and preserve the environmental matters (Brazil, 1988). These legal milestones, in particular, represented the growing awareness of the importance of environmental preservation in Brazil (Santos et al., 2017), which have been expanded by a series of provisions that make up the current Brazilian legal framework on the subject.

A body of legislation that deals with the environment is a fundamental piece for the formulation and implementation of public policies that drive the new environmentally sustainable Public Administration (Dias, 2014). Therefore, it is essential to know the main laws that make up the Brazilian legal framework, in order to equip public managers in decision-making. Table 1 gathers some of these legislations.

Legislation	Year	Objective
Law 6.938	1981	Provides for the National Environmental Policy, its purposes, and mechanisms
		for formulation and application.
Federal Constitution (art. 225)	1988	States that everyone has the right to an ecologically balanced environment, a
		common good of the people and essential for a healthy quality of life, imposing
		on the government and the community the duty to defend and preserve it for
		present and future generations.
Law 7.735	1989	Creates the Brazilian Institute of the Environment and Renewable Natural
		Resources (IBAMA).
Law 8.171	1991	Provides for agricultural policy and defines that the government must regulate
		and supervise the rational use of soil, water, fauna, and flora.
Law 9.433	1997	Water Resources Law, which establishes the National Water Resources Policy
		and creates the National System of Water Resources.
Law 9.605	1998	Environmental Crimes Law, provides for criminal and administrative penalties
		arising from conduct and activities harmful to the environment.
Law 9.795	1999	Establishes the National Policy on Environmental Education.

Harmony of Knowledge Exploring Interdisciplinary Synergies

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Law 10.257	2001	Regulates Articles 182 and 183 of the Federal Constitution and establishes
		general guidelines for urban policy (City Statute).
Law 11.284	2006	Public Forest Management Law.
Law 11.445	2007	Establishes the National Basic Sanitation Policy.
Law 12.187	2009	Establishes the National Policy on Climate Change.
Law 12.305	2010	Establishes the National Policy on Solid Waste.
Law 12.349	2010	Includes the Promotion of Sustainable National Development as an objective of
		bidding processes.
Law 12.462	2011	Institutes the Differentiated Regime of Public Procurement.
Law 12.651	2012	Provides for the New Forest Code.
Law 14.119	2021	Establishes the National Policy for Payment for Environmental Services.

Source: adapted from Luiz et al. (2013); research data (2022)

It's important to highlight that there has been a gap in the last decade concerning the formulation of legislation on environmental issues in Brazil. This data cannot be assessed without considering the country's political and governmental context during this period, especially under the Bolsonaro administration, which is marked by a process of deregulation of state environmental institutions and intensification of environmental damage and violence against rural and forest populations (Cordeiro; Novaes; Barcelos, 2022). This trend was already evident during his electoral campaign, running counter to the environmental agenda built in Brazil since at least the 1980s, which, to a large extent, followed international parameters (Scantimburgo, 2018).

In this sense, we share the same concern as Luiz et al. (2013), who point out that the public power is the main manager of the environmental sustainability process and that its posture reflects on the performance of organizations and the population. Therefore, legislating and complying with proposed legislation can positively influence the behavior of organizations and their members. Besides legislation, another way to guide and regulate this pro-environment behavior is the development of management programs, such as A3P.

2.1 ENVIRONMENTAL AGENDA IN PUBLIC ADMINISTRATION (A3P)

Established in 1999, the A3P program is an initiative of the Ministry of the Environment (MMA) to promote and encourage public administration across the three levels of government (federal, state, and municipal) and the three branches of power (executive, legislative, and judiciary) to adopt practices aimed at environmental sustainability. The program is voluntary and aims for the institution to promote environmental preservation while optimizing the use of public resources (MMA, 2023).

Currently, the A3P program is based on six thematic pillars: 1) rational use of natural resources and public goods; 2) proper management of generated waste; 3) quality of life in the work environment; 4) raising awareness and training of public servants; 5) sustainable public procurement; and 6) sustainable constructions (MMA, 2023). However, at the time this research was conducted, A3P was based on the first five pillars.



According to the MMA (2009), the axis "rational use of natural resources and public goods" aims to reduce the consumption of water, paper, wood, electricity, and other office supplies, avoiding waste. The "proper management of generated waste" is based on the 5 R's policy—Rethink, Refuse, Reduce, Reuse, and Recycle—and primarily seeks to reduce consumption and combat waste. The "quality of life in the work environment" axis aims to implement actions for personal and professional development, facilitating and meeting the needs of the worker within the organization. The "raising awareness and training of public servants" seeks to create and consolidate civic awareness of social and environmental responsibility among public servants. And the "sustainable public procurement" axis focuses on the acquisition of sustainable products and services, with better cost-benefit in the medium or long term.

Although it does not have a mandatory character, A3P necessarily engages in dialogue with Brazilian legislation on the environment, especially because it articulates various principles of Environmental Law, among them: the principle of human dignity; of sustainable development; of full reparation; of prevention and precaution; of cooperation; of prohibition of setback; of information; of social participation; of the social and environmental function of property; of cooperation among peoples; and of intergenerational solidarity (Arruda, 2014).

The implementation of A3P has been the subject of various Brazilian studies, with distinct results regarding the process of adherence and implementation by public organizations. One of the most common outcomes points to the partial implementation of the agenda (Almeida et al., 2022; Araujo; Ludewigs; Carmo, 2015; Bilmayer; Borges; Oliveira, 2019; Luiz et al., 2013; Santos, 2017; Santos et al., 2017; Silva; Aragão, 2017), which may be a reflection of its voluntary nature.

As the program prioritizes the awareness of public managers and the labor community regarding the importance of sustainable practices in public agencies, research shows that even with partial adoption of A3P and in few institutions, there are social and economic benefits for both implementing agencies and society (Luiz et al., 2013; Oliveira; Santos; Cabral, 2021; Santos et al., 2017; Silva; Aragão, 2017). Thus, as advocated by Ferreira and Paes-de-Souza (2019), A3P permeates the construction of a new institutional culture in public agencies and entities focused on sustainability.

In this regard, the contributions of Schwingel et al. (2022) are revisited, arguing that for the development of an organizational culture oriented towards sustainability, it is necessary for management to raise the discussion on the subject and, in this way, be able to appropriate institutional actions in the establishment of their own objectives. Therefore, the development of research that assesses how public organizations are implementing sustainability policies and how this has been perceived by their members is relevant.



3 METHODOLOGY

This research is configured as an exploratory and descriptive case study. This methodological characterization was due to the absence of studies on A3P in SecMulher-PE, aiming for the search for new and little-explored knowledge (Yin, 2005).

SecMulher-PE began its activities in 2007, initially as a Special Government Secretariat, with a staff of 23 in 2011, it was formalized as a State Secretariat, having its staff expanded to more than a hundred professionals, with capillary action throughout the state of Pernambuco.

The data collection involved the application of a structured questionnaire composed of sociodemographic data and a four-point Likert scale. The questionnaire was made available through an internet form, where respondents accessed it anonymously. At the end of the collection, excluding incomplete questionnaires, 25 questionnaires were validated in the final sample.

The scale was composed of 11 statements that participants were to evaluate using the following options: "Strongly Disagree," "Somewhat Disagree," "Somewhat Agree," and "Strongly Agree." The questionnaire aimed to assess the employees' perceptions of the implementation of the first five axes of A3P in the organization and consisted of the following statements: my organization is dedicated to reducing water consumption in the workplace; my organization is committed to reducing electricity consumption in the workplace; where I work, there is separation of recyclable waste; I reuse printed material, when possible; my organization is dedicated to my professional development; I feel motivated to go to work; my organization promotes trainings focused on environmental issues; in my organization, there is a department dedicated to environmental management; in my department, we have printers that print double-sided; we use recycled paper when printing documents; I am familiar with the Environmental Agenda in Public Administration (A3P) program.

The data analysis was carried out through descriptive statistics, and the interpretation of the data was based on the available theoretical framework.

4 RESULTS

The participants of this research were generally characterized by the following sociodemographic data: 64% (n = 16) were in the age range of 51 to 60 years, followed by 24% (n = 6) aged between 41 to 50 years. Regarding the level of education, 60% (n = 15) of the participants had at least a completed higher education. From the data presented, it is noted that the research sample was mainly composed of older workers with a higher level of education.

For the analysis of the perception about the implementation of A3P in SecMulher-PE, the data will be presented and discussed, divided into each of the five researched axes.



4.1 RATIONAL USE OF NATURAL RESOURCES AND PUBLIC GOODS

To measure the perception on the thematic axis "Rational Use of Natural Resources and Public Goods," two statements were developed in relation to the consumption of resources, water, electricity, and paper: a) my organization is dedicated to reducing water consumption in the workplace; b) my organization is dedicated to reducing electricity consumption in the workplace.

For the first statement, 48% (n = 12) of the workers responded "strongly disagree" and 28% (n = 7) "disagree" with this statement. Therefore, employees perceive that SecMulher-PE is not committed to reducing water consumption. As for electricity consumption, 40% (n = 10) strongly disagree and 36% (n = 9) disagree that SecMulher-PE is dedicated to reducing electricity consumption.

In this axis, the research indicates that the employees do not perceive the organization's actions positively in terms of the rational use of natural resources and public goods. This may suggest that awareness-raising actions among organization members on the subject have not yet effectively impacted the behavior of the organization. It is important to reflect that the rational use of resources has been highlighted as one of the most important actions concerning sustainability (Dotto et al., 2019; Schwingel et al., 2022), indicating the need to direct actions to this axis within the scope of SecMulher-PE.

The rational use of natural resources by public management bodies is essential to ensure the environmental, economic, and social sustainability of a nation. As Schwingel et al. (2022) emphasize, public management, as the entity responsible for administering collective goods and interests, has the ethical and legal duty to ensure that natural resources are used responsibly, avoiding actions that convey a lack of commitment to sustainable development. Therefore, a public administration committed to the rational use of natural resources can strengthen public trust, serve as a model for private initiatives, and elevate the image of public management as a leader in sustainable practices.

4.2 PROPER WASTE MANAGEMENT

The second axis investigated concerns the management of solid waste generated by agencies and administrative units; for this, two statements were used to measure the degree of agreement: a) where I work, there is separation of recyclable waste; b) I reuse printed material, when possible.

Upon investigating the existence of any waste separation action by the public agency, 56% (n = 14) disagree and 44% (n = 11) agree about the existence of this action. This result may indicate a paradoxical data point: while the mentioned action exists, a significant portion of the workers are still unaware of it. This reinforces the importance of disseminating information about sustainability programs, as advocated by Santos and Silva (2017) and Schwingel et al. (2022), whether through training, capacity building, continuing education, courses, advertising campaigns, educational



material, among other forms of communication, aiming for the diffusion of knowledge at all organizational levels.

Regarding paper reuse, 60% (n = 15) of the surveyed employees agree that there is paper reuse at SecMulher-PE, which demonstrates that this is an action that has been adopted as a form of environmental sustainability.

The proper management of waste generated by a state department is of utmost importance not only for the maintenance of the health of employees, the public, and the environment but also for operational efficiency, transparency, and government accountability. The Women's Secretariat of Pernambuco, given its magnitude and scope of operations, generates a variety of waste, ranging from papers and office materials to obsolete electronic equipment. The way these wastes are managed can have significant budgetary, administrative, and health implications.

Waste management should be encouraged by organizations because, as Moraes; Cappellozza; Meirelles (2011) point out, investments in information technology have not led to a reduction in paper consumption as was imagined. Therefore, it is necessary the adoption of other paper reduction strategies in organizations.

4.3 QUALITY OF LIFE IN THE WORKPLACE

To address these aspects, the research included the following statements: a) my organization is dedicated to my professional development; b) I feel excited to go to work. For the first statement, 44% (n = 11) of participants responded that they strongly disagree, 28% (n = 7) disagreed, 16% (n = 4) agreed with the statement, and 12% (n = 3) strongly agreed. These data reveal that the majority of employees perceive SecMulher-PE as an organization not dedicated to the professional development of its staff.

For the second statement, 48% (n = 12) of SecMulher-PE employees disagreed with the statement, and 20% (n = 5) strongly disagreed. Employees who agree with the statement make up 20% (n = 5), and 12% (n = 3) strongly agreed. Therefore, the majority of participants indicate that they feel unmotivated to go to work.

These data constitute indicators of low quality of life in the work environment, a fundamental aspect for life in/for the organization. Although the quality of life at work is a construct that is difficult to assess, there are various categories that can reveal it, such as professional development and motivation (Forno; Finger, 2015), which for this research suggests a deficit in the organization. Despite some researchers (Ferreira; Vasconcelos, 2016; Nogueira; Moura-Leite; Lopes, 2019) pointing out that A3P can be a path for the adoption of policies and programs that influence quality of life, in SecMulher-PE the adoption of A3P has not yet been sufficient to achieve this status, requiring greater attention from management.



Quality of life at work is a multidimensional concept that refers to the well-being, satisfaction, and health of workers in the work environment. As pointed out by Forno and Finger (2015), although it is a complex and sometimes subjective construct, there are certain categories or indicators that can help elucidate the perception of quality of life at work among employees.

In this research, the indicators suggest a deficit in terms of professional development and motivation, which could signal that the organization needs to reassess its HR policies and practices. A deficit in these areas could lead to a series of issues, including high turnover rates, low productivity, dissatisfaction among employees, and, in extreme cases, burnout. Therefore, it is crucial for the organization to continually invest in the assessment and improvement of Quality of Life at Work, considering these and other relevant categories. By doing so, not only is a healthier and more productive work environment promoted, but talent retention and long-term organizational success are also ensured.

4.4 RAISING AWARENESS AND STAFF TRAINING

Three assertions were used to address staff training: a) my organization promotes training focused on environmental issues; b) I am familiar with the Environmental Agenda in Public Administration (A3P) program; c) in my organization, there is a department dedicated to environmental management.

The first assertion involves the availability of training focused on environmental issues in the Women's Secretariat; of the total respondents, 60% (n = 15) answered "strongly disagree," 24% (n = 6) "disagree," 8% (n = 2) "agree," and another 8% (n = 2) "strongly agree" with the statement.

These findings demonstrate that a large portion of the staff is not aware of, or do not believe in, the organization's commitment to environmental issues. This highlights a possible gap in communication or action regarding sustainability and environmental responsibility within the organization.

Regarding the second assertion, 36% (n = 9) strongly disagreed, 36% (n = 9) disagreed, 20% (n = 5) agreed, and 8% (n = 2) strongly agreed, indicating that the majority are not familiar with A3P. Similarly, the majority of participants (80%, n = 20) are also unaware of the existence of a department dedicated to environmental management, as only 20% (n = 5) claimed to be familiar with this sector.

The data highlight a deficiency in communication about the program and various existing initiatives. As already discussed by Santos and Silva (2017) and Schwingel et al. (2022), disseminating information about sustainability programs is crucial. Santos (2017) notes that a lack of training and communication among team members are some of the challenges in implementing A3P, signaling an important aspect for organizations to consider.



This clearly indicates that there's room for improvement in terms of both raising awareness about sustainability and environmental management initiatives within the organization, and actual implementation of such programs. The lack of awareness not only hinders participation but may also contribute to skepticism or apathy toward sustainability efforts. Hence, management should focus on improving communication strategies, organizing more training sessions, and creating clear channels where information regarding such initiatives can be easily accessed by all members of the organization.

Effective communication is a central pillar in the successful implementation of sustainability programs. In many cases, a lack of communication or inadequate dissemination of information can limit the potential impact of these initiatives. Organizations aiming to promote sustainability should, therefore, prioritize communication to ensure that all involved members clearly understand the objectives, benefits, and procedures associated with the program in question.

According to studies by Santos and Silva (2017) and Schwingel et al. (2022), it's evident that a lack of communication not only hampers the efficient execution of initiatives but can also result in misunderstandings, misalignment of objectives, and even resistance to change on the part of the team. Specifically, Santos's (2017) mention of A3P highlights the challenges associated with implementing sustainability programs in organizational environments. Inadequate training and ineffective communication can create barriers to the adoption of sustainable practices, even when the benefits of such practices are widely recognized.

4.5 SUSTAINABLE BIDDING

Biddings are the forms of commercial relationships that the government has with private entities, a practice of acquiring products from suppliers that involve aspects of environmental sustainability and have a strong impact on the economy and the environment. For this axis, the research sought to identify the level of awareness of actions aimed at sustainable biddings within SecMulher-PE, involving two statements: a) in my department, we have printers that print double-sided; b) we use recycled paper when printing documents.

For the first statement, 36% (n = 9) said they agree, 28% (n = 7) completely agree, 16% disagree (n = 4), and 20% completely disagree (n = 5). For the second statement, 52% (n = 13) completely disagree, 28% (n = 7) disagree, 16% (n = 4) agree, and only 4% (n = 1) completely agree.

The data indicate that there is adoption of some sustainable practices in biddings, such as purchasing printers that print double-sided and recycled paper. However, this is not a unanimous perception among all participants. Therefore, the adoption may only exist in certain sectors, or a portion of employees may be unaware of the existence of these materials. Moreover, this data is not sufficient to claim that all biddings processes adopt sustainable features, something that needs to be on the management agenda.



Costa et al. (2016) found that, even though environmental concerns are linked to greater economic benefits, Public Administration is still not prepared to carry out sustainable biddings procedures, nor does it do so. This illustrates what is happening with SecMulher-PE, as even what already exists is not known to all employees, making it unfeasible to use in an ecologically viable manner.

5 CONCLUSION

Public Administration bears a great responsibility in environmental management as a significant driving force in an economy and as a steward of public goods. Therefore, the responsibility to foster and promote public policies focused on environmental management should be a constant objective and practice of government power. Accordingly, investigating how public bodies manage economic, environmental, and social aspects is important for advancing knowledge in Administration. This is what this article aimed to do, by evaluating the perception of employees from the Women's Secretariat of the State of Pernambuco regarding the socio-environmental actions proposed in the Environmental Agenda in Public Administration (A3P).

Although it is a public agency that has been noteworthy for having constituted a Sustainability Committee in 2011, for being the first state public agency to achieve ISO 14001 certification in 2014, and for having subsequently implemented the A3P, this research reveals that there has been a discontinuation of activities focused on sustainability. Also, the A3P has not progressed as expected. This is reinforced by the fact that 80% of the survey participants are unaware of the existence of a department focused on environmental management, and 72% are unaware of the A3P program.

The data underscore that a significant weakness in the implementation of A3P in SecMulher-PE was communication. The lack of disclosure of actions, absence of training, courses, and any other type of ongoing education for its employees limits the implementation of the program's core areas. The only axis that showed positive results was the one involving proper waste management, as the majority of employees are aware of the separation of waste generated in the workplace and the use, whenever possible, of reprinted paper.

This research has some limitations in data collection. The first is the small number of participants. The second is the fact that only a questionnaire was used for investigation among employees, which limits the gathering of information. To overcome these limitations, it is suggested that future research adopts other data collection techniques, such as interviews and focus groups, and involve more workers at all levels of the organization.

Despite these limitations, the research contributes to the understanding of the topic and, more importantly, for the organization itself to assess its performance in the context of A3P. The perception of the employees revealed in this study shows the ineffectiveness in applying the actions that make up



the program's axes. This adds to the various challenges in the implementation of A3P that had already been flagged by Santos (2017), such as the lack of effective training, lack of interest and full acceptance by the employees, and the cultural transformation within organizations.

These elements obtained in this study and previous research can reinforce the conclusion of Araujo, Ludewigs, and Carmo (2015), when they point out that A3P is still not strong enough to stimulate long-term socio-environmental responsibility practices capable of shaping the identity of organizations. Therefore, the conclusion of this research is not intended to denounce, but to signal to the managers of SecMulher-PE the need to rethink their environmental agenda, considering the positive track record it had been showing over the years but has not maintained up to the present. This should be seen as motivation for the new formation of an active and engaged environmental management department from an intersectoral perspective, aiming for the implementation of responsible management with both the environment and society, realizing the role of Public Administration as multipliers of good environmental practices.



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