The Perception of Organizational Identity of NGOs in Partnership Processes between the Belo Horizonte's City Hall and the Third Sector

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Abstract

This article approaches the partnership between non-governmental organizations (NGOs) and municipal city halls and has the objective of analyzing the perception that NGO's representatives have of these institutions' identities in the partnership established between Belo Horizonte's City Hall and the NGOs in agreement. The intention was to evaluate the importance of this partnership to the mentioned institutions, as well as if the representatives of the NGOs consider them public or private institutions. The work's theoretical grounding was based on revising the Organizational Identity Theories, and on the history and characteristics of the Non-Governmental Organizations, as well as in the relationships between the State and Non-Profit Organizations, in the perspective of considering various author's opinions about the matter. In order to reach the suggested aims, qualitative research has been made, which consisted of a case study and used five Entities of Shelter for Children and Teenagers in partnership with the City Hall as units of analysis. For collecting the data, research techniques like the analysis of documents and interviews made with representatives of the NGOs were adopted. After collecting the information, the data was submitted to an analysis of its content. The reached conclusion was that the NGOs are related to religious and community movements and the identity of these organizations is accordingly to the law, whereas some of the NGOs representatives think the partnership is important and others are not sure about the public or private identity of the organization they represent.

Introduction

The global economic scenario has undergone enormous changes in recent years. Experts generally put special weight of these transformations the globalization of markets. This time complex business environment and society generated increased competition, changes in strategic positioning, new forms of interaction for organizations, society, and government (TEIXEIRA FILHO, 2000).

Estivalete, Pedroso and Begnin (2008) state that the changes lead organizations to adopt initiatives that cut across individual dimension through cooperative relations that enable the fulfillment of several needs that cannot be undertaken. In the present scenario, the speed of change that characterizes the new technology conforms an environment in which the innovation process depends crucially on the coordination of multiple agents' productive skills (MAZZALI, 2005).

To Veiga and Maciel (2006), the political and organizational arrangement established between the government and associations or private entities in the implementation of public policies is called partnership. Also, according to the authors, the partnership is a model for process improvement and consolidation. How is a new and innovative trend, its spread requires specific studies to assess its political and technical feasibility and its potential to improve the provision of public social services.

Due to the relevance and scope of the role of social assistance in a country the size of Brazil, there is the need for this function to be performed by both public institutions and private entities, which may or may not perform their duties contribution of public financial resources. NGOs that receive public funds are called connected. (CENSO SUAS, 2010).

The theme identity has been quite emphasized in studies of contemporary social phenomena and has given emphasis on its relationship with the culture and with the symbolic sphere. Both from a personal point of view, the organizational, identity is important for a better understanding of natural or legal practices, triggered today (MACHADO, 2003).

In this sense, it is worth highlighting the constructivist design, for which social groups are defined from historical references, relations between groups and do so at their difference in the symbolic order, related to culture, faith, the discourse between others. Have tried to understand how the symbols and organizational values, together with external influences, are used as resources in the construction of identity and how it should be designed externally (HATCH; SCHULTZ, 2000).

According to Teodósio (2003), the third sector organizations face the tension of being between the public and the private, between professionalize and not work through the logic of the other sectors. This question brings significant problems for managers of both the Municipality and for those responsible for NGOs, hampering their relations. Over the years has been very important the partnership between civil society and government, in order to face the challenges that arise in an unequal and society full of social problems. According to Jacobi (2000), an impressive growth of NGOs number in the country, which deal with various themes and are funded by the government, in order to effect social policies.

Teixeira (2002) points out that observe the relationship between the state and NGOs is important to the extent that these entities are involved in the formulation of public policies, assuming responsibilities that are the state. The importance of partnerships and intersectoral strategic alliances lies in the fact signify forms of political solution in search of the reversal of social. Given these considerations, as well as the need to better understand how those involved in partnerships between NGOs and City Hall Belo Horizonte perceive the question guiding this study is: what is the perception of representatives of Non-Governmental Organizations on Organizational Identity of NGOs studied at the partner process with the Municipality of Belo Horizonte?

In order to answer the question raised, the main objective of this research is to analyze the perception of the representatives of the accredited non-governmental organizations with the Municipality of Belo Horizonte on the organizational identity of the institutions surveyed in the established partnership between them and the PBH.

To achieve this main goal, we defined the following intermediate goals:

• Identify the elements of the organizational identity of NGOs object of this study according to the vision of its managers.

• Analyze, from the perspective of managers of these NGOs, the partnership with the Municipality of Belo Horizonte from the performance of each NGO before and after convenient.

• Consider whether the representatives of these NGOs perceive their organizations as public or private and the consequences of this perception.

Theoretical Work

To theoretically justify the research, the themes are addressed: Organizational Identity, non-governmental organizations, and the relationship between these organizations with public authorities.

An organization is defined by a mode of social relationship, founded on mutual identification between her and the society in which it operates, as well as the emotional ties and functional relationships in that participation in collective objectives is marked by sanctions and rules. Thus, the organization defines a specific subject position, as it introduces, in the life of each of its members, significant fractioning - time to work x bedtime; achievement of organizational x reaches individual goals objectives; time devoted to company x time devoted to family. This break is not done, however, at once. The organization is being built progressively, a process of decisions that the subjects are taking through an evaluation, which should be weighed individual interests and organizational interests (Goulart; Vieira, 2007).

Organizations are therefore mini societies composed of diverse groups of stakeholders with different values and worldviews. Organizations also have characteristics that differentiate them from each other, i.e., the set of these characteristics is the organizational identity (Goulart; Lanza, 2007).

Identity is understood as constructed in the establishment of equality and difference relations. For individual identity means the permanent construction of being throughout his life, through a dialectical relationship between the biological, psychological, and social factors. Professional identity is an aspect of personal identity, made up of the set of professional roles that the person takes during their working lives. Collective or organizational identity is also a historical construction and dialectic established in a territory,

between individuals and groups that organize your everyday life developing similar activities, from a set of shared values (Habermas, 1990; Berger; Luckman, 1983).

The organizational identity is formed by a process of inter-organizational comparisons and reflections on it over time. Questions about identity arise in organizations particularly in times of their training; loss of a supportive part of the identity; grounds of review to be the organization; of rapid expansion; change in the collective status; reduction of expenses. In such situations organizations are likely to change identity or to take a double or multiple identity (Albert; Whetten, 2005).

Andion (2005) notes that the identity of an organization, which involves the creation and characterization, cannot be built considering only the institutional dimension of the organization, relegating factors related to inter-subjectivity of individuals, as organizations with social objectives are based on these components. The author notes that the way the organization behaves before the system institutions with which it interacts, especially the financiers, can mean a challenge to their autonomy and legitimacy.

According to Goulart and Lanza (2007), organizational identity is manifested through the culture of the organization, which makes it a different organization from the other due to the diversity of their values, beliefs, rituals, behaviors undertaken by its members and adopted language. The organizational identity follows, therefore, self-perception and self-image of the members, which converges to a consensus on an internal image of the organizational identity. This identity can be considered derived from the shared representation of the organization's members in the face of those with whom it interacts (Machado-Da-Silva; Nogueira, 2001).

According to Caldas and Wood Jr. (1997) and Elsbach and Kramer (1996), the organizational identity is two-dimensional; one that is perceived by its members, due to their self-perception or self-image, that is, what they believe to be their central, distinctive, and enduring attributes; and external identity, due to the way the organization is perceived by those with which it interacts, such as customers and suppliers. Goulart and Lanza (2007) quoting the symbolic interactionist, point out that, by the middle of the twentieth century, has migrated from the subject's vision seen as the owner of a fixed and stable identity, for the design of subjects with unfinished identities and fragmented. This view can be extended to organizations, may be admitted thinking of identity as something unchanging and static becomes an error on the changes experienced over the life of the individual within a group or an organization within a context.

It is noticed that there are several definitions for the subject identity, and Van Riel (2003) highlights four types of identity:

I. The perceived identity means the collection of attributes seen as typical for members of the organization: what is the essence of the organization, which distinguishes it from other and what remains over the years.

II. The projected identity is the self-perception of the organization, ie how the organization announces its key attributes to their internal and external stakeholders through communication and its symbols.

III. The desired identity is the "figure of dreams" of senior management, which she believes the organization should become from his leadership.

IV. Applied identity consists of the signals through the behavior of members of the organization, consciously and unconsciously transmitted to all levels of the organization.

Carrieri (2001) states that the interaction with the environment, individuals, groups, and organizations are induced to internalize symbols, values, symbols, myths and stories which confirm or reinforce a culture and identity. In this sense, the social sciences, some authors who consider identity as a phenomenological process and its arguments converge to a definition of identity seen as a building process, formed, and sustained through social interactions (GIOIA, 1998).

Non-governmental organizations (NGOs), according to theoretical support of the work, are inserted, from a formal point of view, in the Third Sector. They first appeared in the context of the United Nations (UN), just after the Second World War, distinguishing itself by being supranational and International. Juridically, every NGO is a civil association or a private foundation, that is, has no own legal form provided for in legislation, but according to the Brazilian Association of Non-Governmental Organizations (ABONG, 2007), not every civil association or foundation is an NGO. NGOs are

characterized by being organized social groups with formal structure and nonprofit and against for taking great autonomy in the exercise of its socio-political function, geared especially for solidarity actions (RIBEIRO, 2007).

The defining characteristics of NGOs do not fully account for their differences in relation to other Civil Society Organizations (CSOs). Tude and Rodrigues (2007) seek to understand them better describing what they are not. For these authors, NGOs do not represent the particular interest of a specific group to work for causes universally treated, not only act through philanthropy and charity, seeking social justice and values in which they believe and want to spread; being politicized organizations, have no commercial purpose, but seek to work professionally to make social change.

IBGE conducted a study between 1996 and 2002 for which defined the group of entities / organizations called Foundations and Associations nonprofit. These entities were characterized based on the following criteria: a) be private; b) did not profit; c) be legally constituted; d) be self-administered; e) are made by voluntary association among people. This research identified the significant growth of these entities, from 105 to 276 entities in the country. The study explains the huge diversity of NGOs, preventing general statements about the role of those in advocacy, the democratization of decision-making processes and improving the provision of social services.

For Bittencourt et al., (2012), the organization is active in the formation of public policy in the community, even depending on and taking leveraged its shares with proceeds of intersectoral relationships, solving public problems by viewing these shares one of his reasons for being. The authors advocate the idea that third sector organizations are faced daily with the task of setting broad social programs to limited income, often originating from private donations and agreements with the government. The authors also claim that the intersectoral approach allows the expansion of impacts when there deal with social issues, enabling sustainable development, the promotion of social justice and poverty reduction.

To Teodósio (2001), the economic and financial sustainability of the third sector happens from state strategies as guarantor and sponsor certain activities, through the market that also provides resources in their social responsibility and social investment and through philanthropic donations (financial) and voluntary (hand labor).

To Sampaio (2004), the internal differences of the Third Sector organizations components are no obstacle to analysis, given the existence of common elements. There are different organizations composing the State and the Market. If we consider the legal personality, for example, are components of the concept of state organs of direct and indirect administration, and in the latter are public companies, joint stock companies, government agencies and foundations. Comparing a mixed capital company to a body of the direct administration, the contrasts are striking, both in personnel hiring system is in the interest of profit distribution partners, whether in accounting and management procedures, but these differences do not generate questions to management scholars regarding the validity of the concept of State as a sector covering such different organisms. This is the same with the market category.

Maciel and Veiga (2006) claim that the issue of public-private partnerships is gaining prominence from the 1990s Many experts point to changes in the pattern of relationships between the state and the profit and non-profit sectors for the production and distribution of goods and social services, taking advantage of grants, subsidies, exemptions and instruments agreement or contracts. The civil society organizations and nonprofits incorporate the public sphere to safeguard social rights, contributing to the democratization of access to social protection policies, especially given the fragmented and poorly articulated social assistance character.

According Teodósio (2002) and Teixeira (2002), NGOs can play different roles in their relationship with the state, society, and business, which are manifested by their actions and are influenced by their interests, ideas, and ideologies. The types of relationship with the state does not follow a single pattern, occurring mixtures or alternating form of interaction.

Management of Social Services is governed by the Basic Operational Norm of Social Welfare, Organic Law for Social Assistance, and the supplementary trade legislation under National Policy. The new forms of organization bring significant changes in management can be exemplified with the division of powers and responsibilities between federal, relationship with governmental and nongovernmental

entities. The implementation of the Unified Social Assistance redraws new basis for the relationship between the state and civil society in the field of public policy social assistance, among them the construction of networking, bringing benefits to all involved.

The management contract signed between the government and social organizations facilitates the formation of a partnership for financing, execution, and control of certain non-exclusive public activity. The management contract is therefore the instrument that must govern the relationship of Social Organizations with the state, formalizing the commitment of these organizations in achieving certain goals in exchange for greater financial security and flexibility in management. Defined therein expected results for the public policy objectives are achieved with performance standards to ensure quality and effectiveness of services provided to the public. Thus, the State ceases to be the executor or direct provider of non-exclusive services and strengthens its position as regulator and provider or promoter of these (BRAZIL, 1997).

For Carvalho (2005), the alliance and the partnership consist of perennial networking opportunities and empowering for the third sector that can improve their performance organizations, optimize designs, increasing and diversifying funding, enhancing their performance with the company.
According to Teixeira (2002), partnerships involving continuous exchange of knowledge and financial resources, human, methodological, technological, and informational. The partnership can turn into capturing the organization of the third sector by the state. In relation to the state can be set to "outsourcing" the provision of public services and that possibility becomes more likely when the government transfers funds to avoid burden of direct execution of social programs (TEODÓSIO, 2002).

Bittencourt et al. (2012), state that both the strategic alliance and partnership are important concepts in the analysis of relationships between configuration of surveyed organizations and the state. In addition, intersectoral action has benefits such as increased operational efficiency intervention of third sector organizations, defined as the acquisition of skills and competencies, overcoming gaps, needs resolution, sustainability assurance actions and enhanced use of resources. The authors also claim that the list of nonprofit organizations with the government in any of the three levels, provides increased efficiency and or effectiveness of the performance of organizations and subsidizes with a significant percentage their actions. It also clarifies that the maturity of government relations leads to the development of new skills, know-how in building the relationship in improving the image of the organizations, reducing physical and emotional exhaustion in fundraising, and improving the organizational climate.

For Teixeira (2004), before the third sector and the increase of its importance for the development of a new field of social initiatives growth, it is essential to research and analysis by scholars of management, so that we can better define them and characterize them.

Methodological Procedures

In order to achieve the proposed objectives, a qualitative study was developed, which can be characterized as exploratory and descriptive. Exploratory in order to provide greater familiarity with the problem, aiming to build hypotheses for new research and descriptive because it describes, records, analyzes and interprets current phenomena in order to understand their functioning in the present. It is also a case study since it was intended conduct an empirical investigation of a contemporary phenomenon within its real-life context. (YIN, 2005)

There, in the city of Belo Horizonte, contracted out by the PBH, 18 NGOs that receive children and adolescents in socially vulnerable or had their rights violated and they bring together 43 units. In this research, were intentionally selected five of these NGOs, which have 18 units. When making the choice of entities, we considered the diversity of sizes, the number of employees and welcomed and location within the municipality.

Were research subjects' representatives of each of the NGOs selected and selected those with greater knowledge about the institution. Data collection began with the collection of documents available in the city of Belo Horizonte as the NGOs analyzed, which were subjected to analysis. To investigate the perception of managers of NGOs on the partnership they have with the City Hall, semi-structured interviews were used whose script was built based on the theoretical framework of this work and set

specific goals. This type of strategy is to understand the phenomena from the perspective of the subjects, that is, the participants of the situation under study.

The desk research allowed to characterize the context of the study, ie the Municipal Assistant Secretary for Social Assistance, Management responsible for the direct monitoring of the institutions and non-governmental organizations conveniadas object of this study and even brought information about the history of each. Interviews conducted by the researcher were recorded, transcribed, and subjected to content analysis, as proposed by Bardin (2007).

After reading the available documents and interviews, we proceeded to the encoding of the material, and were identified the following categories of analysis that served to guide the interpretation of the entity's history, identified values of NGOs and that endure over time, differential characteristics of each NGO, performance before and after the partnership with PBH, perception that NGOs and public or private organization and evaluation of the partnership.

Analysis And Interpretation of Results

The following are the categories analyzed in this study are presented:

Category 1: Entity History

The analysis of available documents and interviews made it possible to define the history of NGOs and can be seen that they were the result of relationships between groups of friends, share of people who had religious bond, community associations movement. The first NGO analyzed - the Boys House - originated in finding the reality of children without family, who sought the parish house asking for food or a place to sleep. Priest José Lopes Caneda and the parish community of Lindéia and Regina neighborhoods decided to build the house in 1997 for receiving children who had or not a street course and needed a place to receive education and dignity denied them. Therefore, the start of the Home Boys entity is associated with a religious work, based on a Christian orientation, maintaining connection with the Parish work.

The second NGO - Home of the Fraternity Brother Fabio - resulted from the initiative of a group of friends, who performed volunteer work. Chaired by Maria Lucia Sanchez, in May 18, 1993 was founded the organization, in order to house up to fifteen (15) children and adolescents. In the beginning, there was no paid staff, getting the care of children and adolescents under the responsibility of social mothers who lived in the house.

Only in the year 1994 that the first official under the Labor Code was admitted. At the beginning of 2010, Maria Lucia invited a new group of volunteers to work with the shelter and this collaboration continued until August 1, 2010, when Maria Lucia turned away from the direction and this new team, under the chairmanship of Henry Pereira, started to coordinate and direct the house. The adequacy of the new guidelines the house has housed 12 children distributed by age and sex, with 04 children under two years of age regardless of sex, four girls 03-06 years and four boys 03-06 years. For officials, the house complied with the standards required by CONANDA, hiring 09 social educators, 01 cook, cleaner 01, 01 folguista, 01 social workers and 01 coordinator.

The Company has an agreement with the Municipality of Belo Horizonte and the monthly amount granted is responsible for major expenses such as food and paying employees. Other expenses such as clothing, overtime of the employees, walks with children, reform of physical space, among others, are sought by employees. This NGO seeks partnerships with higher education institutions, professionals, social projects, among others, that can provide with their volunteer work to children received dental treatment, counseling, sports, sightseeing, entertainment, and other important activities.

The third NGO - Ministry Happy Child Program - arose from an initiative of the Central Baptist Church of Belo Horizonte - IBC BH, as a project designed to reach children and adolescents with history of life on the streets in Belo Horizonte. The project was called Center for Solidarity, affectionately called "Casa Nova", to be the new care home in the city of Belo Horizonte. Started from the proposal to develop, on the premises of the church, a set of activities that would provide an effective intervention of support and

solidarity with children and adolescents living on the streets in the city, from not only the city, but other cities the metropolitan region of Belo Horizonte, cities in Minas Gerais and even from other states in Brazil.

The shares initially proposed consisted in providing outreach, recreational and cultural activities, complemented with the provision of meals and space for personal hygiene, and in 01 years, were about 330 attended a daily average of 30 to 40 children in the project. From this project, a double from YWAM missionaries - Youth with A Mission (missionary organization that operates in several countries, through various fronts), started a new social institution in Belo Horizonte.

Legally organized in 1993 by John Bosco and Sarah de Carvalho, the Ministry Happy Child Program - MPCF starts its activities with the support of IBC - BH, City of Belo Horizonte - PBH, Compassion International and Holy Trinity Brompton Church of England. Through a systematic approach work on the streets, in September 1993 the new entity took over the shares previously developed by IBC-BH in the "Casa Nova", consolidating a systematic service, open-label, dedicated to children and adolescents with life trajectory on the streets.

The activities were developed relying on the support of psychologist, lawyer, pastors, and members of the IBC-BH, which, voluntarily contributed to the structuring of the MPCF intervention proposal. In 1994 was inaugurated the "Farm of Ravenna", organized as a shelter unit, providing temporary housing and provided a return to formal school. They were developed for pedagogical support activities, agricultural and discipleship, associated with a systematic work to support the family and the inclusion of met in professional activities. In 1995, due to the increase of children and adolescents was opened a new unit, called "Casa Emmaus", structured as assistance in temporary hostel modality for boys, where they were greeted by a maximum of 03 months, in the evening periods, weekend and holidays, and their developed socio-educational activities, discipleship and other different referrals.

In 1996, began the activities of the "Casa Lar das Meninas", providing reintegration into formal school and participation in socio-educational activities and discipleship, and also made referrals to family and actions for inclusion in semi-professional activities. Since then, the organization has sought to expand the scope of its activities and conducts trips to expand their work in Recife, Pernambuco and Mozambique in Africa.

Since 2003, the "Farm Ravenna" unit extends the service for more 05 teenagers, totaling 20 students, and deploy eco-education program, developing creative activities with wooden workshops, bonsai, ornamental nursery, and bichoterapia (play workshops using animals in order to work the emotional and affective children). That same year, started an eco-educational proposal, called Fair Eco-education, when they are presented in the entity's products developed entrepreneurship workshops, and also provided the partnership accounts and presented the results of work that began on the premises of the church.

In 2004, the MPCF extended the service to 36 more children through partnership signed with the Government of the State of Minas Gerais, through the Social Development Secretariat of Minas Gerais - SEDESE, opening three more houses' Homes in Blue Sky neighborhoods, Santa Branca and Plateau. Was also inaugurated the "Women's Youth Happy Republic", in partnership with Mission Amen, centralizing, in the same building, its administrative headquarters. In July of the same year, also in partnership with PBH (through the Family Support Unit - PAL in the Pampulha region) and with the support of Strada Vehicles concessionaire, "1st Summer Camp Happy Child" was held in order to meet 60 children and adolescents from Vila Santa Rosa in Belo Horizonte. Through a lending with Shopping Del Rey, opened the "Social Space Happy Child", providing moments of socialization and the development of entrepreneurial vision with adolescents treated in an area of 200 square meters, where teens interact with educators and with the public, reaching a total of 10,000 visitors.

In 2005 he was initiated partnership with Ponteio Home Shopping for the installation of the new "Social Space Happy Child", with the same proposal and encouraged goals in Shopping Del Rey, being structured, from this space, the department of "Funding and Development resources "of MPCF. Also in 2005, by conducting new agreement with the Government of the State of Minas Gerais, was opened another house home in Jardim Leblon neighborhood, then being received 12 teenagers.

In 2006, the MPCF held its 1st fundraising through for Children and Adolescents Fund - FIA with 06 (six) projects approved by the State Council for the Rights of Children and Adolescents of Minas Gerais - CEDCA-MG, providing a differential in attendance to children and adolescents sheltered at the clinics. In

the same year, in partnership with the Baptist Church of Rio Doce, in Olinda, Pernambuco, through its president, Pr. Nilson dos Santos, and with the sponsorship of Happy Child, opened the first unit of care outside the state of Minas General. The "Casa Hogar de Olinda" which began serving 12 children presenting early on, actual results in the protection, defense and promotion of the rights provided by the Children and Adolescent - ECA.

In 2007, at the call of the Council for the Rights of Children and Adolescents of Belo Horizonte - CMDCA BH, the project "I'm Coming Home" was approved, with funds raised through the Municipal Fund for Children and Adolescents of Belo Horizonte - FMDCA BH, a project that was structured based on innovative methodology for the implementation of the ECA - Education of Children and Adolescents - in relation to guarantee the right to family and community life. The project gained national recognition to participate in the contest "A Change Destination" promoted by the Brazilian Magistrates Association - AMB, having been among the seven finalists and the only project selected from Minas Gerais. Also in 2007, through the raising of funds for implementation of the approved by the FIA - Fund for Children and Adolescents, the MPCF purchased the building where she worked one of its services units and could thus reduce monthly costs.

From 2009, with the headquarters being moved to a larger space, the creation of a new "social space" was made possible in permanent location, enabling the creation of a library and the structuring of a digital project initiation. In 2010, teams of health care units in nursing homes-houses won strengthened with the signing of an exclusive technical for each unit and another property was purchased with funds raised through the FIA - Fund for Children and Adolescents, reducing monthly expenses rent. In 2011 was inaugurated one more unit of service, located in the Blue-Sky district, dedicated to the care of babies and children up to 06 years.

In 2012, while completing 10 units of service, the MCF began to serve 150 children and adolescents. Opened three units for adolescent health care: Gilead (male adolescents); Izmir (female adolescents) and the "House Ways to Emmaus", to meet children of both sexes, aged 7-12 years.

Over the years, the Eco-Educational fairs continued to happen and has held the tenth fair. The entity has been shown to be committed to the professionalization of the team members and the consequent qualification of service. This institution, which originates from a religious movement, significantly detailed his history, it is possible to identify those made partnerships, expansion of activities and the maintenance of missionary and evangelical character of work.

The Association House Novella, Wednesday searched entity, has its roots in Catholic social teaching, specifically in Communion and Liberation Movement, which comprises Novella Ravaglia, inspiring the House of Safe Haven Novella, and its founders - the priests and Luigi Valentini Pierluigi Bernaregi, the nurse Rosa Brambilla and pediatricians Marco Matos.

Novella Ravaglia got the job host that inspires House Novella, born in Italy in 1949, receiving children and youth with serious family problems, drug users and alcohol, in your own home. For that, had the support of a group psychiatrists, a therapeutic community, and an association of host families. In 1996, opened a bigger house and more suitable for the accommodation of persons of high social vulnerability. Soon after, died early in an automobile accident. His work continues today, in Italy, under the leadership of his great friend Adelle Tellarini.

The Italian nurse Rosa Brambilla arrived in Brazil in 1964 and in the 1980s worked in a small health center on the outskirts of Belo Horizonte and was involved with the housing problems faced by the population. His first big question was involved, along with the priest Pierluigi Bernaregi, the formation of the Association of Residents Rent (Amabel), to claim public funds to buy lots in the slum and build houses. Achieved the claim, the houses were built in task force schemes and the locals called the new Happiness Garden neighborhood. Then Rosa began to devote himself to the education of children, working in the health center and began to devote himself to take care of the children whose mothers had nowhere to leave them to go to work and ended up locking them indoors. Along with the people of the clinic, built a room of 36 square meters, with bathroom and kitchen, to accommodate these children. He spent literate boys and girls who had problems at school and developed cutting and sewing courses for women and so started nurseries Garden Happiness, Dora Ribeiro and Etelvina Caetano de Jesus and the Socio Alvorada Center,

serving currently about 800 children and adolescents, including, children sheltered in the House of Safe Haven Novella.

In the late 1990's nursery Creche Etelvina Caetano de Jesus gave way to a center of Safe Haven, which served during the day a group of children from families at risk. This was the first attempt to respond to a community demand that during the years of service of kindergartens, was clear: children who came with signs of abuse, often victims of their parents.

The involvement of Don Luigi Valentini, the Giggio with the construction and maintenance of nurseries began in 1980, during a fire in a slum in Sao Paulo. He was a social work in the state periphery and rescued three children were in a shack on fire. They had been locked up by their parents, so they would be protected, as they worked, this fact awakened in Giggio priest urgency to help and protect those families and children. Thus, began to invest in the construction of a day care center at that location and, later, seven new spaces in several cities in Brazil.

James's story, a newborn boy was attended by pediatrician Marco Matos, in the northern region of Belo Horizonte, is associated with the creation of the House Novella. The boy, who initially showed healthy in consultations Health Center, started from the sixth month, to present themselves sick with ear infections and diarrhea and third-degree malnutrition. The pediatrician, concerned about the child's condition, proposed that it be left in the Nursery Garden of Happiness, and, with the mother's consent, the coordinator of the daycare took the child to recover at home. This was a first family friendly act and at the same time, the initial impetus for the installation of Safe Haven Novella home in 2001. The funds for the construction came from the Emergency Project - Centro Di Accoglienza per Bambini in Situazine di rischi, the Embassy Italy, and the dell Prevenzione 'abbandono, accoglienza and family reinserimento di Bambini in situazioni di rischio, the Commissione per le Adozioni internazionali. Construction of the second unit came from an invitation of the Municipality of Belo Horizonte, through the Municipal Assistant Secretary for Social Welfare, made on December 21, 2012. There will be a welcome new house, the House of Safe Haven Father Gigio.

The fifth NGO under study was the Partner Membership Center Project and -A Shares House Mary of Nazareth - Life Care Center, was founded on July 15, 2005, Mrs. Maria Magdalena de Araújo. The initial design of the house was intended to meet children aged 0 to 6 years originated in the state of Minas Gerais, economically disadvantaged and arriving in Capital to seek treatment of oncological diseases. These children and their escorts were sent to the house through the Social Service of referral hospitals and were received during the time of treatment.

However, due to the low backlog, because there is already another house with the same objective proposed, the President, through its network of personal relationships, was informed that there was a great demand of children who were experiencing personal risk situations and / or social and therefore needed to stay away from their homes and need a place that acolhessem during this período. Ela enthused by the proposal to meet these children and made an agreement with the Municipality of Belo Horizonte for resources financial intended for maintenance of work that came to be called Casa Mary of Nazareth - Protection Center to Life. The organization welcomes children from 0 to 6yr, who had ties with the broken family, due to violation of rights guaranteed by the Child and Adolescent (ECA).

In 2010, due to financial difficulties, the House Mary of Nazareth - Protection Center Life, has detached itself from Association Home Teresa of Jesus and in January 2011, another institution took over the unit. Currently, Home Institutional Partnerships is maintained by the Center for Projects and Actions - The Proação and the unit became known HOUSE CHILDREN OF NAZARETH, which continues with the same purpose, serving the same public. Their goals and actions also remain the same. In 2012 was inaugurated the Unity House Hands of Mary hosting up to 12 children aged 0-1 year. This NGO "Proação" seeks partnerships with various segments of society, in the belief that this is for the Entity important contribution to the practice of social responsibility.

After the account of the history of NGOs, one realizes that the identity of organizations is built on establishing equal relations and differences that manifest in society. The exposure of these historic confirms that organizational identity is a historical building and established dialectic in a geographic space, between individuals and groups engaged in similar activities from the share values as stated by Berger and Luckmann (1983).

Category 2: Values Identified by the Entity

When interviewing representatives of NGOs was possible to verify the Boys House identifies equity in the treatment of welcomed as their principal amount; the representative of the entity made the commitment, seriousness, engagement with the work as values that endure over time and mark the organization. Home of the Fraternity Brother Fabio values out as love, respect, solidarity and ethics and the representative presented the institutional care as the value that endures over the years of operation of the entity. The representative also pointed out that the search for results in the care, commitment and responsibility have marked their actions from the beginning to today. The representative of the Ministry Happy Child Programme stated that their values are accountability, transparency, love, excellence, dignity and non-discrimination. The House Novella points as values positivity, credibility, increased self-esteem and leadership, community living, host and gratuity and considers that the formation of equipee improvement, transparency in management are values that endure. The PROAÇÃO institution shows how their values ethics, child rights guarantee excellence in childcare and family care and good organizational climate.

Analyzing these interviews, it can be concluded that, using different words, representatives of the institutions surveyed define the values and characteristics that endure over time as the promotion of education of the beneficiaries, the involvement of new volunteers and employees in a work of construction which aims to transform into reality the "organizational dream", that is, what is defined as "imaginary organization".

Category 3: Features that Differentiate the Institution of the Other Segment

Identity is also incorporated with the differences between the institutions. All representatives stressed that they do not know well other actors and preferred to report what they consider branding their identity. In this sense, the House of Boys points have no sponsor unless the PBH.

Home of the Fraternity Brother Fábio points as differential construction, monitoring, and evaluation of an annual action plan for each welcomed the emphasis on educational development and the strict monitoring of health in children, in addition to stimulating the extra homeless living.

Both values as the objectives of MPCF were considered as his representative in the differential service provided, plus the entrepreneurial perspective in the development of work with children and adolescents treated. According to him, the aim is to provide for the construction of a life project and employability, especially with adolescents. Also highlighted as a differential, the presence of elements of an eco-ducativa proposal, which seeks to instill values for a good relationship and closeness to nature.

In Pool House Novella, was highlighted that the Units have the distinction of partnership with the community of the neighborhood. Unity House of Nazareth Children still have as a partner Solidarity Day of the newspaper Estado de Minas and this partnership makes the structure is different, including the staff.

The Proação emphasized as the distinguishing feature the establishment of partnerships and how to maintain the employees who work in NGOs. It could be observed that despite being in the same segment, the entities do not know the reality and the characteristics of other NGOs. In this sense, it is necessary closer and knowledge between them so they can exchange experiences and improve their ways of working and therefore best results.

Category 4: Role of NGOs before and after the partnership with PBH.

The statements made in this regard are transcribed to facilitate the reader's understanding. The representative of the House of the boys said: When the beginning of our work was very rudimentary, we served only adolescents aged 12 to 18 years with street history, was a service not north and commitment.

The representative of the Home of the Fraternity Brother Fabio gave this account: This division accounts for three years the house and in an earlier study, we found that the partnership before the house staff were characterized by social mothers, volunteers living in the institution and providing the service.

These two entities point improvement in knowledge of the service network, the role of managers organs, as well as legislation. In this regard, the State has strengthened its position as regulator and not exclusive service provider, as stated by Brazil (1997). It was also highlighted the best preparation of leaders to invest financial resources and professionalism of the staff. Thus, this speech confirms the assertion Costa (2006), which states that since 2000 the nonprofit organizations began to address important issues such as strategic planning, setting objectives and targets to be achieved and search for better results.

The representative of the Ministry Happy Child made a report in which it stated the organization's operation occurred only after the partnership with the City: Historically, the organization has partnered with the PBH from the beginning of their work. In 1993, through the initiative of Mayor Celio de Castro, begins the "Miguilim Program" program aimed at assisting children and adolescents with history of life on the streets. As can be seen in MPCF history, the institution started its activities in the same year, integrating the service network proposed by Miguilim Programme, and its also atravésparcerias development with the state, through the SEDESE.

The other representatives mentioned the actions that develop without making a real difference with those of other entities.

Analyzing the forms of action of NGOs after conveniamento, it appears that all started to act differently, highlighting the following changes: The House of Boys says that he got to know the network of service and children's rights guarantee invested in the qualification of people came to attend courses and can hire a professional to coordinate the unit. He stressed that the partnership also provided improvements in care of children, getting to know the rules and laws that guide this service, providing a performance within legal parameters.

The representative of the Home of the Fraternity Brother Fabio stressed the industry's professionalism, the condition of acting within the legal requirements, the receipt of foodstuffs, which are sent by the PBH in accordance with guidelines and monitoring of a nutritionist. The Ministry Happy Child Programme noted that abandoned street approach and open house, organizing themselves in under institutional model. The House Novella stressed that became part of the residential care service in the city and also happened to be accompanied by experts from various areas of PBH. The PROAÇÃO pondered the importance of partnership for the maintenance of daily activities and also to modify the operative modes, considering that had several areas of professional guidelines.

It is noticed that after conveniamento entities now have greater support from PBH and started to follow and comply with the relevant legislation in this area. In addition, have become more supervised both methodologically and in the administrative and financial relations.

Category 5: Perception of NGOs and Public or Private Organization

The third sector comprises private non-profit public purpose, so NGOs face the dilemma of being among the public and the private. Andion (2005) argues that the way the organization behaves before the system institutions, with which it interacts, especially the financiers, could mean a challenge to their autonomy and legitimacy.

The external public believes we are a public entity. Many do not know this partnership. But we conclude that we are an outsourcing of the prefecture, which gives us a resource for us to do a job that the municipality is responsible. But accountability and collections revolve around a public organization. (S1) House of Boys.

The answer of this representative of the Boys House indicates the perception of NGOs as an outsourcing of City Hall, but associate's accountability to what is proper to a public organization. In this sense, we can see the S1 interviewed dilemma, confirming the assertion of Theodosius (2003), whereby the third sector faces the tension of being between the public and the private. Another subject, in this case representative of the Home of the Fraternity Brother Fabio gave a more complex response, which shows clear understanding of the situation of NGOs, highlighting the affiliation to the third sector, private organization for the public good.

No, the difference between NGOs and public organization is remarkable mainly with regard to the principles of its creation as:
   • Formally constituted: formalization level of rules and procedures, to ensure its permanence.
   • nongovernmental Basic structure: are private, i.e., not institutionally linked to governments. Not preventing partnerships.
   • Self-Management: performs its own management.
   • No profit and non-profit purposes: to generate profits or surplus funds should be fully reinvested in the organization.
   • Volunteer work: There is no compensation for the leaders, their actions have the voluntary character.

   There is the feeling of being a public organization in the administrative view, but in the sense of inclusion of service for the public good, through a new form of participatory management. We follow the guidelines of the Third sector, private organization for the public good. (S2) representative of the Home of the Fraternity Brother Fabio.

   The response of the subject 3, which represents the Happy Child Ministry indicates that it admits that the NGO that represents is the result of nationalization, which leads to the conclusion that it is closer to a public organization. As stated by Teixeira (2002), the partnership can become captures the organization of the third sector by the state.

   The S4 representative of Casa Novella made it clear that the NGO is not seen as a public, knowing the limits of each entity in the partnership and your institution has clearly defined its objectives and its reason for being. No. We do not live it because we make it clear what is our role, our mission and partnership. We know how far the partner should go and how far we should go. (S4) House Novella.

   The subject S5, representative of Pro-action, mentioned that it would be the responsibility of the municipality residential care and the role of NGOs would only support and stated that the municipality forget it, which keeps the dependent NGOs. This speaks of the subject S5 meets the thought of Theodosius (2002), which states that the relationship between NGOs and state can set up an outsourcing the provision of public services and it becomes more likely when the government transfers funds to avoid the burden of direct execution of its social programs.

   Sometimes there's an oversight on the part of public agencies, NGOs are private. The work done by the Institutional Home Units would be responsibility of the city and NGOs would be a support, but now the opposite happens. The resource dependence makes the units feel totally dependent. (S5) Core Partner Membership in Projects and actions. Then he added: We must remind our public agencies and our politicians who, in a world where insecurity is growing and the hope is dying and the media shows violence in 3D on TV our homes, NGOs and their Social Projects cannot be seen as an organization that aims to "save" the youth crime, vagrancy and drugs. But rather as an alternative in the fight against crime. Many projects are developed precariously by lack of resources, encouragement, and effective participation of public agencies in the design and development, which makes them unattractive and disseminated.

   The analysis of this category leads to the conclusion that, in general, the surveyed NGOs have clarity about the fact that they are private organizations, but complain of dependence on City Hall, the difficulty of release of funds by putting up as public organizations, performing a work that is the responsibility of government. It should be noted the importance of complementarity of the two sectors for the implementation of activities; thus, both the City needs to make clear the rules governing the relationship between nonprofit organizations and the public sector, the NGOs need to know and follow these rules strictly, to have access to resources that guarantee their survival.

Category 6: Evaluation of a Partnership

   This category was intended to analyze how the representatives of NGOs object of this study evaluate the partnership between PBH and their nonprofits. The first representative considers that the partnership is only beneficial to the City Hall and states who are supervised, and stress that it is the municipality's responsibility to the care and protection of these children and adolescents. The representative of the Boys House observed: In my assessment this partnership is beneficial only to the city,

as the responsibility is the city. However, it prefers to keep these agreements with the entities. The most annoying part is that we are all supervised the fear by the city, by the prosecution, the child protection agency. (S1) House of Boys.

The other representatives admitted that the partnership has positive character and felt that everyone wins with her. The speech of the representative of Home Fraternity Brother Fabio is clear:

For PBH: is an excellent partnership since it is the duty of the Government to maintain institutionalization homes. The NGOs accumulate a wealth of resources, experiences and expertise with innovative ways of coping with social issues, which qualify them as partners and stakeholders from government policies. For the NGO, the partnership is necessary and essential for the maintenance of the institution, although the term partnership, most of the time, does not apply. We found that some situations, PBH acts only as regulator, maintaining a higher rank. Decisions sometimes unilateral without consensus or negotiations. (S2) Home of the Fraternity Brother Fabio.

The representative of the Ministry Happy Child Program put it this way: Overall, always the partnership between civil society and government is positive, since the character and the nature of the partnership is not the perspective of "buying service or outsourcing the same. Everybody wins, especially if the work is to reference the search for improvement of quality of services built collectively, not only with the participation of all, but with the acceptance and construction of proposals that promote understanding, respect, and not to impose, by the Government, the views and individualized interpretations, but guided in a collective understanding of the rules and guidelines to be established. (S3) Ministry Happy Child Programme.

Speaking for the Association Casa Novella, the representative made the following comment: I think it is a very good relationship. Transparency and respect. I believe that for all she's good. Us because we have more financial stability and executive professionals dialogue adding value to entity. And because the city can count on an institution that seeks continuous improvement. (S4) Association House Novella.

In turn, the representative of Proação, who said: This partnership between the Authority and the PBH is critical because without the agreement the units would have to develop the activities. This partnership is good for PBH, then, being the work of the Home Units, which is responsibility of the city, NGOs are as support and the PBH takes not alone. For NGOs is important, particularly for resource, but sometimes we are seen as a public organization and not as private and place unnecessary charges that hinder our work. It would be extremely important that NGOs were aware of his autonomy and that both the entity and PBH really realize the partnership as financial. As for society is good because it has someone to take up the cause. (S5) Core Partner Membership in Projects and actions.

In conclusion, it can be said that the partnership is viewed positively by NGOs, although some of them claim a position of public authority. It should be remembered also that the presence of NGOs in the lives of many young people at social risk and life is say that "society" is the recognition as citizens, in the absence of anything that does not have the opportunity to have.

Concluding Considerations

The aim of this article is to analyze the perception that NGOs contracted out by the city of Belo Horizonte, represented by people responsible for its operation, have their identity and their assessment of the established partner with PBH.

The first specific objective was to identify the elements that constitute the identity of NGOs according to the vision of its managers. This goal was achieved by description of the background of each entity and also the words of each representative. The analysis of interviews with representatives of organizations concluded that all NGOs have clearly defined their values and they are presented as their perceived identity.

Analyzing the interviews, it appears that all entities emerged movement originated at a meeting of friends or religious groups components. This ethical and religious influence becomes even in the enunciation of values that the NGO and expressed in reference to the values it wants to preserve over the coming years. That NGOs be realized not changed its identity throughout its existence nor after agreement

but had to adapt to legal requirements and the evolution of society, so that they could develop with quality and professionalism institutional purposes.

The second specific objective was related to organizational identity and was intended to verify that NGOs are perceived as public organizations and the consequences of this perception. The responses of the NGO representatives showed that while they understand the entity as private, aspire greater involvement of the public partner and demanding operating conditions similar to those of public institutions.

The third specific objective was to verify the importance of partnership with the Municipality of Belo Horizonte from the performance of each NGO before and after agreement. Few NGOs have or have had previous partnerships to today have with the City of Belo Horizonte and most consider this important partnership. They have survived and played a role in quality due to the partnership with the City and which matched against, play a role if the government play, which is the care of children and needy and vulnerable adolescents in some sense.

This study used a non-probabilistic intentional sample, and although the authors believe that the responses and characterize the thought expressed in other NGOs agreement, cannot generalize these results, since it comes from specific case studies.

As a suggestion for future research, it is proposed to be considered agreement other entities not only with the Municipality of Belo Horizonte, but also with other public agencies and check what the expectations of the representatives of such organizations. In addition to this, it would be interesting a study on new ways to care for children and adolescents, thus diversifying the forms of action in this mode and thus bringing better results for all concerned. It would be appropriate to follow up the work of some of these organizations, which probably would infer guidelines for managers of the public body that establishes partnership with them.

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