FGV EBAPE

Article

The (re)production of sociomaterial entanglements in municipal governments transition

Franciane Ribeiro Malavasi [1]

Alfredo rodrigues Leite da Silva [1]

[1] Universidade Federal do Espírito Santo / Programa de Pós-graduação em Administração, Vitória – ES, Brazil

This study aimed to understand the (re)production of sociomaterial entanglements in the practice of transition between municipal governments. Using the approach of Practice-Based Studies (PBS), with a focus on knowing-in-practice, qualitative research was conducted through documentary research, semi-structured interviews, and interviews with role-doubles, conducted with twenty retired career civil servants from four municipalities. The data were interpreted and organized through spiral analysis. The results highlighted four key movements in the (re)production of elements within sociomaterial entanglements in government transition practices: defending previous knowledge during transitions; defending the transformation of knowledge during transitions; seeking security in transitions; and maintaining political neutral behavior in non-neutral environments. Together, these findings revealed a process in which knowing in practice refers to a form of knowledge that constitutes the transition practice itself, shaped by a variety of heterogeneous factors.

Keywords: public administration; government transition; practice-based studies; knowing-in-practice.

A (re)produção de entrelaçamentos sociomateriais na prática de transição entre governos municipais

O objetivo deste estudo foi compreender a (re)produção de entrelaçamentos sociomateriais na prática de transição entre governos municipais. Fundamentada na abordagem dos Estudos Baseados em Práticas (EBP), com foco no saber na prática, foi realizada uma pesquisa qualitativa, por meio de pesquisa documental, entrevista semiestruturada e entrevista com o dublê, com 20 servidores municipais efetivos aposentados de 4 municípios. Os conteúdos produzidos foram interpretados e organizados com base na análise espiral. Os resultados evidenciaram quatro movimentações básicas na (re)produção de elementos em entrelaçamentos sociomateriais na prática de transição entre governos: a defesa do saber anterior nas transições de governo; a defesa da transformação do saber nas

ISSN: 1982-3134

CC BY

DOI: https://doi.org/10.1590/0034-761220240392x
Article submitted on November 09, 2024, and accepted for publication on October 13, 2025.
[Translated version] Note: All English quotes were translated by this article's translator.
Editor-in-chief:
Alketa Peci (Fundação Getulio Vargas, Rio de Janeiro / RJ – Brazil)
Associate editor:
Gabriela Spanghero Lotta (Fundação Getulio Vargas, São Paulo / SP – Brazil)
Reviewers:
Marcelo de Souza Bispo (Universidade Federal da Paraíba, Joao Pessoa / PB – Brazil)
One reviewer did not authorize the disclosure of their identity.
Peer review report:
The peer review report is available at this link https://periodicos.fgv.br/rap/article/view/94498/88086

transições de governo; a segurança nas transições de governo; e o comportamento político neutro em ambientes não neutros. Em conjunto, elas revelaram um processo no qual o saber na prática remete a um saber que constitui a prática de transição entre governos, diante de uma variedade de fatores heterogêneos.
Palavras-chave: administração pública; transição de governo; estudos baseados em práticas; saber na prática.

La (re)producción de entramados sociomateriales en la práctica de transición entre gobiernos municipales

El objetivo de este estudio fue comprender la (re)producción de entramados sociomateriales en la práctica de transición entre gobiernos municipales. A partir del enfoque de los estudios basados en prácticas (EBP), con un énfasis en el *knowing-in-practice*, se llevó a cabo una investigación cualitativa mediante investigación documental, entrevistas semiestructuradas y entrevistas con el doble, con veinte funcionarios públicos de carrera jubilados de cuatro municipios. Los contenidos generados fueron interpretados y organizados con base en un análisis espiral. Los resultados evidenciaron cuatro movimientos clave en la (re)producción de elementos en entramados sociomateriales en la práctica de transición entre gobiernos municipales: la defensa del conocimiento anterior en las transiciones de gobierno; la defensa de la transformación del conocimiento en las transiciones de gobierno; la seguridad en las transiciones de gobierno; y el comportamiento político neutral en ambientes no neutrales. En conjunto, estos hallazgos revelaron un proceso en el cual el *knowing-in-practice* remite a un conocimiento que constituye la práctica de transición entre gobiernos, frente a una variedad de factores heterogéneos.
Palabras clave: administración pública; transición de gobierno; estudios basados en prácticas; conocimiento práctico.

1. INTRODUCTION

Government transition in public organizations is commonly studied in terms of standardization and organization to ensure the administrative continuity principle (Campos et al., 2017; Cruz et al., 2017; Drumond et al., 2014; Nascimento, 2020). This article engages with these previous studies, which highlight the importance of reflecting on transitions between governments given their potential impact on society. However, it diverges from the paths they adopted, which ignore the relevance of adopting a practice lens in these reflections. Given this gap, this study focuses on the following research problem: how are sociomaterial interweavings (re)produced in the practice of transition between municipal governments?

Studies on government transition tend to highlight the role of tenured public servants in this process, due to their job security, which favors administrative continuity (Guarido et al., 2021; Nascimento, 2020; Tiago & Rohm, 2019) and the continuity of service provided to citizens (Campos et al., 2017). Among the aspects most addressed in studies on government transition, knowledge stands out. It is commonly treated from a functionalist perspective, predominant in the field, where knowledge can be manipulated and shared as something rational, objective, and concrete during the government transition (Campos et al., 2017; Cruz et al., 2017; Pereira et al., 2018; Seixas, 2013; Souza & Bachtold, 2020). Public administration would advance as this object was better addressed through improvements in knowledge management (Corrêa et al., 2021; De Angelis, 2015).

These authors treat knowledge as a resource from a perspective in which the idea of practice, when it arises, is limited to addressing what people do. This is common in studies that use the idea of practice but do not recognize its epistemological character in the production of knowledge, a stance already criticized in several studies (Corradi et al., 2010; Gherardi, 2006, 2009a, 2009b).

Thus, the gap left by previous studies on the transition between governments is noticeable: they are limited to contributions from the objectivist perspective of knowledge. Studies focused on relational and reflective aspects, as well as on the production of knowledge during the transition, are lacking.

This article helps fill this gap by treating the transition between governments as a practice (Gherardi, 2006, 2009a, 2009b, 2013, 2016, 2018).

The author's proposal is part of different perspectives that make up the so-called Practice-Based Studies (PBS) (Bispo, 2020; Gherardi, 2019, 2022). In this approach, humans and non-humans intertwine in a collective and situated doing, in co-constructions between action and knowledge, a knowledge in practice. The noun knowledge, in its sense per se, gives way to the verb knowing (Orlikowski, 2002), in the sense of knowing (developing skills, knowing how), inseparable from knowing (experiencing the unknown) and always in process. Knowledge is part of maintaining sociomaterial relations. Therefore, it is treated as part of the action, being constituted and constitutive in multiple interactions situated in and of practice (Agrifoglio et al., 2021).

The adopted practice approach helps meet the demand for new perspectives and studies on public management (Andion, 2012). Some studies have already followed this path, articulating the practice approach in different ways in research on public management and showing its relevance in the field (Alves & Bispo, 2022; Blijleven & van Hulst, 2021; Pancotto, 2017; Poubel & Junquilho, 2015).

When analyzing these studies, we identified a lack of those adopting this approach to address transitions between municipal governments as a specific manifestation of public management. By adopting these contributions to this topic, this article helps to fill this gap. Based on them, this study highlighted the knowledge in practice of the interweaving of heterogeneous elements, including municipal public servants as practitioners, in transitions between governments situated historically, socially, and culturally in the practice of transition relative to each municipality at a given time. This perspective offered the potential to understand hidden aspects, not understood, dysfunctions that are inexplicable or superficially explained due to the gap left by studies limited to the functionalist objectivist view.

Part of this gap was addressed by this approach, which enabled us to achieve the objective of this article: to understand the (re)production of sociomaterial interweavings in the practice of transitioning between municipal governments. To this end, qualitative research was carried out, producing its content based on documentary research and semi-structured interviews – focusing on the production of narratives – and with a double, involving 20 retired municipal servants from 4 municipalities, using spiral analysis to interpret and organize the content (Creswell, 2013; Freitas, 2018; Nicolini, 2009).

From this methodology, the result showed the process in which heterogeneous elements (laws, processes, information technology, documents, secretaries, mayors, servants, feelings…) intertwine in the production of knowledge in practice that, reflectively, produces these interweavings situated in different ways in two different times: that of the previous government and that of the new government. This refers to interrelated movements in practice: the defense of prior knowledge in government transitions; the defense of knowledge transformation in government transitions; security in government transitions; and neutral political behavior in non-neutral environments.

To offer these contributions, after this introduction, studies addressing the following themes are discussed: public servants and other elements in government transitions, and the articulations between practices, knowledge, and the public sector. Next, the paths taken to conduct the empirical research, the results regarding the knowledge in practice of effective municipal public servants in government transitions, and the final considerations of the study are presented.

2. PUBLIC SERVANTS AND OTHER ELEMENTS IN GOVERNMENT TRANSITIONS

In 2002, the government transition in the federal executive branch was regulated by Law No. 10,609, of December 20, 2002 (Lei nº 10.609, de 20 de dezembro de 2002), establishing rules and procedures for the process. Over the years, at the federal level and in several states, specific procedures for organizing government transitions have been disseminated, something still rare at the municipal level (Cruz et al., 2017).

Records from oversight and external control bodies confirm the difficulties new municipal governments face in accessing information and preparing for the start of their administration, especially in municipalities (Cruz et al., 2017; Pereira et al., 2018; Seixas, 2013). However, there are ways to ensure the continuity of public service, even in the face of a lack of cooperation between the old and new governments. In recent years, external control bodies have implemented measures to guide and prepare public bodies for government transitions. One example is the guide from the Court of Auditors of Espírito Santo (Tribunal de Contas do Espírito Santo [TCEES], 2019) on the transition between municipal governments. These laws, regulations, guidelines, as well as access to or obstacles to information from a new government, mayor, and new secretaries, are part of a broad set of heterogeneous sociomaterial elements that make up the transition.

Another element is the tenured public servants; one of their roles is to access information to maintain the government machinery during this process (Tiago & Rohn, 2019). They assist in the government transition, which involves teams composed of tenured public servants from a sector and potential future commissioned public servants, working together (Seixas, 2013). In this phase, the element of insecurity is embedded in the transition. It arises, in part, from the inclusion of practitioners from different, unknown people, who become part of the relationships between the transition teams, working together despite their differences (Garcia & Carvalho, 2003).

Generally, when teams include people with opposing political and ideological positions related to the previous and new governments, these relationships are tense and disruptive (Nascimento, 2020). Collaboration involves articulations and influence games among practitioners, public servants, and managers, in their personal and political relationships and in how they deal with other sociomaterial elements in the transition, including work routines and legal/specific aspects of the public service (Junquilho, 2004).

The public service is any activity carried out by the State, directly or indirectly assigned by law (Di Pietro, 2023). It is provided by public servants, people who have the role of ensuring assistance to society, working in public bodies of direct and indirect administration (Constituição da República Federativa do Brasil de 1988; Garcia & Carvalho, 2003).

Statutory public servants are tenured employees, governed by statute, and occupy career positions, having passed competitive examinations and enjoying job security (Ribeiro & Mancebo, 2013; Silva, 2021). Stability ensures that tenured public servants are protected from pressures stemming from patrimonialism, a legacy of pre-capitalist regimes (Bresser-Pereira, 1996). Public servants can be: public employees, governed by Brazilian labor law and holding public jobs; temporary public servants, performing functions linked to career positions, with a temporary employment relationship; or they can perform positions of trust, positions designated by executive managers without a permanent link (Di Pietro, 2023).

Among public servants, in studies on transitions between governments, the focus falls on those with permanent tenure, because of an element associated with them, with implications and relationships in the transition: stability. The discussion about stability in public positions was one of the contributions of the bureaucratism of the Getúlio Vargas government, when there was a concern to create a body of public servants with permanent tenure to maintain the government machinery (Marcelino, 2003; Secchi, 2009).

Later, the managerialism movement in the public service began to advocate for the modernization of management processes, arguing for greater agility, efficiency, and service quality, which became part of the relationships in public management and the way it treats public servants (Ribeiro & Mancebo, 2013). This discourse, which has existed for decades, is part of management and still coexists with another it condemns: the excess of formalism in bureaucracy (Bresser-Pereira, 2022).

Criticisms of this and other elements of public management are part of movements advocating for the modernization of public management, and one proposal is to review the job security of public servants in contemporary public administration (Drumond et al., 2014). Those who advocate for stability emphasize that, without it, there would be a breakdown in the networks of relationships necessary for the continuous maintenance of public services, thereby compromising the continuity of services provided to citizens (Campos et al., 2017; Cruz et al., 2017). The public servants immediately brought in with the new administration, who are commonly not tenured servants, bring with them new elements to public management. However, these may be incompatible with other elements in sociomaterial interweavings in the production and practice, such as the legal framework, procedures, and timelines defined by it (Souza & Bechtold, 2020).

In the transition practice, some of these elements have already undergone several changes of government, such as existing laws and guidelines, and tenured public servants. At the same time, other sociomaterial elements are being incorporated into the transition practice with the new government, such as new equipment, procedures, public servants, and new laws. The interaction between both and other elements is part of the (re)production of this practice. To investigate this production, we adopted a specific approach within the PBS. It differs from the proposals adopted in the field of study on government transitions in that it enables articulating practice, the knowledge related to it, and public management.

3. ARTICULATIONS BETWEEN PRACTICE, KNOWLEDGE, AND PUBLIC MANAGEMENT

Commonly, studies that deal with the practices of public servants see knowledge as something to be treated instrumentally, transferred, and modeled rationally (Corrêa et al., 2021). Practices are seen as something to be remodeled through instrumentalization, aligned with the desired changes at a given moment (Souza & Bachtold, 2020). The focus is on creating, preserving, and adequately transmitting knowledge through its rational management in the context of public service (Corrêa et al., 2021; De Angelis, 2015).

These approaches have their contributions limited to an objective view of knowledge and practice. Given the predominance of this perspective in the field of study, a gap arises in the lack of research that advances the analysis of subjective aspects, such as the relationships between elements in the transition between municipal governments. To help fill this gap, here we examine Gherardi's

work (2006, 2009a, 2009b, 2016) among the perspectives included in the so-called PBS (Bispo, 2020; Corradi et al., 2010).

In the 2000s, the author stood out in this field with a conceptualization of practice as: a collective, relatively stable way of establishing coherent orderings among sets of heterogeneous elements, socially recognized and situated in time, space, and history, in a relational dynamic involving people and artifacts (Gherardi, 2006). From this perspective, the collective and situated doing that makes up the practice mobilizes knowledge in practice through a network of people and materials in embodied, ethical, emotional, and aesthetic interactions, thereby incorporating it into practice. Therefore, it is not a possession of the people; they experience it in practice, and it is inseparable from doing.

The practices of a community produce the collective subject by being the locus of knowledge. "Knowledge, therefore, is not an 'asset' of the community, but rather an activity (a '*knowing*'), and an activity that itself constitutes the practice ('*knowing-in-practice*')" (Gherardi, 2009c, p. 523, emphasis added). The author's focus on materiality and the agency distributed between humans and non-humans leads to the understanding that knowledge is also an activity distributed among them (Gherardi, 2009a, 2009b).

Throughout the 2010s, the author developed this focus by exploring sociomateriality and, subsequently, proposing a post-humanist approach (Bispo, 2020). She addressed the obstacles to dealing with the empirical dimension of sociomateriality, post-humanism, and the collective production of knowledge in practice, adopting qualitative and post-qualitative paths to access affects; artifacts; languages; interactions and routines of practices, such as mapping sociomaterial networks, ethnographic research, narrative interviews, among other possibilities, including creations, variations, and combinations of methods (Gherardi, 2019).

This post-qualitative approach is focused on agencement, the dynamics of interweaving elements in the (re)production of practice, and formativeness, interweavings in an agency distributed among humans, non-humans, and more-than-humans, inventing ways of doing while doing (Gherardi, 2016). The more-than-humans are natural or artificial elements and ecosystems in performative and situated arrangements, in which they co-produce practice and gain agency within a sociomaterial relational agencement in a network of relationships. They refer to interweavings that involve research in an always-situated way, in which the researcher, research subject, and object of study are inserted among other elements (Cozza & Gherardi, 2023).

From this perspective, according to Gherardi (2019, p. 10), "bodies – human, non-human, more-than-human – materialities, knowledge, and discourses are inside a practice and constitutive of it," in a relational post-humanist ontoepistemology of knowledge in practice and social organizing. Organizational phenomena are studied as a continuous becoming of practice (Gherardi, 2022). In outlining her proposal, the author distances herself from PBS approaches, with some vestige of humanist alignment, thereby delimiting her post-humanist approach (Bispo, 2020).

In this article, we do not intend to assume this framework. Therefore, we affirm that we adopt the author's approach, assuming her conception of knowledge in practice, but with a limited emphasis on the rigor required by her most recent publications for the approach to be recognized as post-humanist and post-qualitative.

Despite this article's attempt to move away from a humanist emphasis and towards post-humanism, in investigating transitions between various municipal governments, we encounter manifestations of the past in the present, in narratives and documents, within a longitudinal framework. This highlights limitations of this study in relation to the author's approaches, which rigorously adhere to the post-humanist perspective (Gherardi, 2019). For example, as we do in this article, the author discusses the use of narratives and interviews with the double to address sociomateriality in practice, but indicates the relationship of this technique with a focus on the human subjects interviewed and emphasizes the coherence of complementing the method with others, such as Gherardi's observation (2019), which was not done in the longitudinal framework of this study.

Recognizing these limitations, based on the author's contributions, we assume in this article that practices are interweavings of heterogeneous elements (human, non-human, more-than-human, knowledge, discourses, technologies, among many others) in situated activities, in which the social is (re)produced (Gherardi, 2018). They are located in time, space, and a community, as they are practices of a community (Gherardi, 2009b). In this article, the community of heterogeneous elements is intertwined during the transition between governments. To access these practices, we turn inward, as a perspective that envisions how the activity is carried out (Gherardi, 2009a).

Among the various approaches to PBS, the perspective adopted here is close to those that treat practices as a way of seeing, associated with knowledge in practice (Corradi et al., 2010; Orlikowski, 2002). Practices are sustained, learned, and refined socially through a set of interactions involving practitioners, objects, instruments, and taste (Gherardi, 2013, 2016). Knowledge is collective as it involves multiple human, non-human, and more-than-human experiences (Gherardi, 2019). They refer to knowledge in practice, which constitutes practice and involves bodies, feelings, senses, artifacts, and technologies, among other sociomaterialities (Gherardi, 2009a, 2018). It is a dynamic from which practice and knowledge are in motion, in a continuous becoming (Gherardi, 2022). From this perspective, we will examine the transition between governments as a practice.

Other approaches to PBS have already been used in studies on public management in areas distinct from the one adopted here, but which reveal their potential to go beyond the objective and rational face of public service practitioners (Alves & Bispo, 2022; Poubel & Junquilho, 2015). This potential has enabled an examination of how practitioners are inserted into a network of sociomaterial relations in an environment with political rules and institutional norms that both limit and enhance multiple elements and activities in practice (Blijleven & van Hulst, 2021). The perspective on knowledge in practice adopted here allows us to emphasize how situated knowledge related to the practice of public service is produced, going far beyond the training received by public servants (Pancotto, 2017).

This perspective enables a path with the potential to address subjective, complex aspects of the (re)production of the practice of transition between municipal governments. To this end, empirical research on the topic was carried out and is described below.

4. PATHS TAKEN

We conducted qualitative research to highlight the dynamics of the elements in practice (Gherardi, 2019; Nicolini, 2009). The content was produced through documentary research and semi-structured interviews, focusing on narrative production with the double, between the end of 2023 and the beginning of 2024.

The documentary research was limited to municipal documents on organizational structures, servant profiles, and other aspects of the transition of government.

The interviews were used to produce content on sociomaterial elements, including experiences involving practitioners, artifacts, stories, experiences, relationships, and actions in the transition (Liubertė & Feuls, 2022). The semi-structured interview focused on narrative production and was script-based to guide the interactions, without being limited by it or using it to interrupt the narrative. Starting with a theme addressed in the script, we encouraged interviewees to narrate stories about the investigated practice freely and without interruption, highlighting manifestations of agency distributed across the practice's sociomaterial elements.

The interview with the double has been used in studies of practices because it allows the production of a descriptive narrative of practices from within (Nicolini, 2009). It is a projective technique (Gherardi, 2019). For its operationalization, interviewees were asked how the researcher should act in the day-to-day work – the interweavings involving humans and non-humans – during transition periods, if it were their double, so that other practitioners would not notice the exchange between them (Freitas, 2018).

Initially, several municipalities were invited to allow their servants to participate in the screening. However, no one was allowed, citing the proximity of the municipal polls.

Alternatively, retired public servants were sought through surveys conducted by the Municipal Pension Institutes and through documents on transparency portals. Invitations were extended to retirees. Among those who agreed to participate in the research, an initial group of 10 participants was interviewed based on the following criteria: having been a tenured municipal public servant, having worked in the administrative area, and having experienced more than one government transition. These participants indicated others until the content related to the topic at hand was repeated. In total, 20 participants from 4 municipalities were enrolled, characterized as shown in Boxes 1 and 2 below. To preserve their identity, they were assigned codes such as S01, S02, and so on. Before starting the interviews, they signed the Informed Consent Form and authorized the recording.

BOX 1 PARTICIPANT PROFILE

Code	Gender	Municipality	Length of service at the city (years)	Have they held an appointed position?	Have they had a political involvement?
S01	Female	A	27	Yes	No
S02	Female	A	Over 30	Yes	No
S03	Male	B	26	No	No
S04	Female	B	31	Yes	Yes
S05	Female	A	34	Yes	No
S06	Female	A	28	Yes	No
S07	Male	C	36	Yes	No
S08	Female	B	34	Yes	No
S09	Female	B	27	Yes	No
S10	Male	B	26	Yes	No
S11	Female	C	25	Yes	No
S12	Male	C	30	Yes	No
S13	Female	A	26	Yes	No
S14	Female	B	34	No	No
S15	Male	D	39	Yes	Yes
S16	Male	C	33	Yes	No
S17	Female	B	34	Yes	No
S18	Female	B	30	Yes	No
S19	Female	D	32	No	No
S20	Female	D	25	No	No

Source: Research data.

BOX 2 CHARACTERISTICS OF MUNICIPALITIES

Municipality	Years since municipal emancipation	Completed government transitions	Current total number of public servants	Current total number of tenured public servants
A	Over 30	6	1,112	448
B	Over 100	35	1,308	609
C	Over 100	36	610	315
D	Over 30	9	1,876	899

Source: Research data.

After transcribing the interviews, the content was analyzed using Creswell's (2013) data spiral analysis to identify themes that would allow the organization of the study of the dynamics of sociomaterial elements in the practice of transitioning between municipal governments. Consecutive readings of the contents enabled theoretical and empirical confrontations in reflections and notes, identifying ideas and keywords that guided subsequent readings, until detailed descriptions of four basic themes were reached.

Through the hermeneutic spiral and marked by the key concepts adopted in this study (Box 3), we sought manifestations related to the unit of analysis adopted here – practice – and the dynamics associated with it.

BOX 3 CONCEPTS FROM PRACTICE THEORY THAT MARK THE INTERPRETATIONS IN THE ANALYSIS

Key guiding concepts	Description of key concepts	Guidance in the interpretation process of the analysis
Practices	Interweaving of heterogeneous sociomaterial elements in situated activities, in which the social is (re) produced (Gherardi, 2018, 2019).	Search for elements of the sociomaterial relations involving the community of municipal public servants in the practice of transition between municipal governments.
Community practice	Practice is produced in knowledge situated in time and space, within sociomaterial relations in the community in which it is experienced (Gherardi, 2009a, 2009b, 2009c).	
Knowledge in practice	Knowledge in practice constitutes practice and is constituted by it, in interactions that potentiate the maintenance or change of its sociomaterial interweavings (Gherardi, 2006, 2009c).	Search for the dynamics of knowledge that maintain or change interactions in the practice of transition.
Formativeness	Doing invents doing in practice, in a reflexive sociomaterial (re)production (Gherardi, 2016).	Search for the description of activities evidencing the reflexive (re)production in the government transition.
Agencement	Dynamics of an agency distributed among the interweavings of sociomaterial elements in the (re) production of practice (Gherardi, 2016).	The interviews present the interviewee as central. In the analysis, we sought to go beyond this centrality, focusing on manifestations revealing the agency of other sociomaterial elements, even when conveyed by an interviewee.
Power signifiers	Elements of practice that mark the embodiments related to it and situate the actions (Gherardi, 2022).	Search for power signifiers manifested in the practice of transition.

Source: Research data.

The key concepts described in the box guided the interpretation process of the analysis. They helped identify the four empirical categories in the data and their interdependencies. The empirical category "defense of prior knowledge in government transitions" is linked to the dynamics of maintaining practice and the routinized reproduction of its elements. By allowing this dynamic to be articulated, these concepts associate it with another: that of change, of new production. They address different mechanisms that lead to it, evidenced in the second category identified: "defense of the transformation of knowledge in government transitions."

The third category, "security in government transitions," was identified based on the theme of public servant security in transition practice. This stood out as something that permeates the simultaneous articulation between maintenance and change in practice, addressed in the key concepts and in the two previous categories. The reproduction of practices associated with public servant security occurs concomitantly with changes in other practices in transition practice.

The fourth empirical category, "neutral political behavior in non-neutral environments," stood out for its power signifier element: politics (Gherardi, 2022). It marks the embodiment in the practice of transition between municipal governments, in the dynamics of maintenance and change, and in the sense of security for the public servant. In other words, this last category manifests the interrelation between the other three in the movements presented below.

5. THE DEFENSE OF PRIOR KNOWLEDGE IN GOVERNMENT TRANSITIONS

In the practice of transitioning between governments, we observed interactions among a series of heterogeneous sociomaterial elements in relationships situated in two distinct times: those of the previous and new governments. Knowledge in practice occurs in a production that includes the confrontation between experiences in these two times (Corradi et al., 2010; Gherardi, 2009c). In the new government, elements are intertwined in practice with the dynamics of changes in the city hall's management, as S02 and S07 narrated.

> Sometimes, people, especially secretaries, when they enter management [...], most of the time, they are unaware of the legislation, they are unaware of the process, so they want things to happen the way they think they do in the private sector (S02).

> When the mayor had a technical vision, everything worked more easily, but not when the mayor was imposing and, with all due respect, sometimes lacked [...] knowledge, because it takes years to [...] acquire the knowledge (S07).

In these excerpts, interweavings emerge in practice between various heterogeneous sociomaterial elements: the practicing tenured public servant, the new practicing secretaries who enter management as new managers, the legislation, the processes, the form of the public sector, the form of the private sector, the mayor with a technical vision, the technical vision, the imposing mayor without knowledge, the impositions, and the knowledge. It is essential to highlight that there is a sociomaterial relationship in which interactions between elements produce others. For example, the non-human legislation relates to the human mayor in the knowledge of the practice of transition, producing two aspects of practice: mayors with technical vision or without knowledge.

The interweaving of these sociomaterial elements produces conflicts in the practice of transition between governments. The knowledge in practice, which enables the practitioner as a tenured public servant, is situated in the time of previous governments and shapes the dynamics of defending the arrangement in which the community's practice was established (Gherardi, 2009a, 2009b, 2009c). Discourses with this purpose are established in practice, for example, about the beginner's lack of knowledge of the legislation and the process; the time it takes to acquire knowledge; and the difference between the public sector (of the public servant) and the private sector (of the beginner). From sociomaterial elements, knowledge produces these discourses, which become part of the set of elements and knowledge. Previous sociomaterial elements, such as legislation, processes, the form of the public sector, the form of the private sector, the public servant, the beginner, among others, are (re)intertwined in the composition of these discourses, knowledge, and transition practice.

Since this involves the realization of joint production with practical effects, these sociomaterial elements, both human and non-human, reveal their distributed agency, in which the lack of participation by any of them in the dynamics would alter the production (Gherardi, 2009a). At the same time, they realize the sociomaterial movement of formativeness, in which doing invents doing (Gherardi, 2016). It is in this way that the practice of transition changes from its sociomateriality by producing and including elements and actions critical to new elements inserted into its arrangement, referring to the defense against them. S08 and S15 narrated how these defenses occurred.

> There was a time when a secretary started wanting to interfere in some things, you know? We went there and proved to him that it was fine the way it was. [...] we influenced the secretary a little to get people the way we wanted [...] (S08).

> We had to work on that and make them understand how it would work and how the structure works. Some were like this: [...] an engineer who doesn't have the slightest idea what administrative law is (S15).

In this fragment, we have a sociomaterial element already mentioned, the new human secretary, and another not yet cited, the non-human administrative law. Although we have already mentioned the legislation and its interaction with the same human, the sociomaterial interweaving here is distinct. Administrative law is a branch of public law based on a part of the legislation, and the daily routine of the public service revolves around it. We have a sociomaterial element that situates the action within the routine and limits of the public service. Therefore, when the new human secretary manifests the bureaucratic authority to interfere in the secretariat, they do not act as an individual agency; they are only a sociomaterial element, among others, situated within the public service, within the possibilities and limits of administrative law.

This is an agencement in interweavings of sociomaterialities in which distributed agencies also potentiate actions aimed at defending routines established in practice: proving that things were fine the way they were; influencing the secretary; getting people the way the practitioners wanted; making the secretary understand how it would work based on how the structure works.

The insertion of the new secretary is one element among others in the sociomaterial interweavings that lead to the production of doing in the practice of transition (Gherardi, 2016). Knowledge in practice has the potential to sustain this doing geared towards defending routines, while at the same

time the practice enables the practitioners involved to deal with everyday situations (Gherardi, 2009c). A process that goes beyond work routines and includes the materiality of the space in which these routines manifest themselves, as evidenced in an episode that S01 and S05 narrated.

> [...] we had a change of space [...] the new Secretary lined everyone up, back to back. He could see what everyone was doing [laughs]; after a while, we were in a circle again, then it was better (S01).

> [...] they move us over there, put us over here, knock down the wall here, enlarge the room here, shrink it… I said: "Guys! You put all these room dividers away, because in little over a year, you'll move back almost everything to the same place again." Because I'm seeing this movie again in front of me, I talk to them like that [...] (S05).

Moving away from the line format and returning to a considered "better," circular one, or requesting that the removed room dividers be kept, knowing they will return, indicates that the sociomaterial interweavings in practice also focus on maintaining the configuration of their material elements. Before, we mentioned routines; now, the defense goes to the configuration of the physical space in place during the previous government. The last fragment also refers to the knowledge produced by experience in previous sociomaterial relationships between the human servant, the narrator of the episode, and the non-human room dividers, which had already been removed in transitions between previous governments and have returned.

This is a manifestation of experience embedded in knowledge as an activity within a community's practice (Gherardi, 2009a). Knowledge emerges when sociomaterial interweavings are enacted, and their elements undergo the practice of transition between governments (Gherardi, 2016; Pancotto, 2017). This knowledge in practice guides how and when to do or act, including when the action consists of the human's removal from the practice, when requesting retirement, as S13 and S09 narrated:

> [...] what did she change, really? I'm not talking about the activity [...] wanted to change, I, you know, it's been a while, I remember. Something we prefer to forget [...] (S13).

> The last manager I had [...] didn't have training in the administrative and public sector; he came from a private company [...]. We didn't have the support we were used to having in the previous term [...] it was more difficult to work [...]. So, for me, that was a negative aspect; it even made me feel discouraged [...] it contributed to my retirement [...] (S09).

The first narrative refers to the desire to forget what was happening during the transition, a way to distance oneself from something unpleasant. The second relates to the first by manifesting the distancing through retirement and feelings of discouragement.

Gherardi (2019) highlights that feelings such as discouragement are part of practices, as they are associated with their sociomaterial interweavings and how their activities are situated. The act of resigning removes a human element, S09, from the practice by retirement, but it is not a doing or an individual agency. This doing is situated in the community, in the time of the new government, in the

expectations of the practitioners, and in the feeling of discouragement, among others, (re)produced in the sociomaterial interweavings of the transition practice and part of them (Gherardi, 2009c).

With the retirement of an active public servant, the other sociomaterial elements continue their interweavings, including this specific human, but now produced in practice as a retired public servant. An example is when they insert themselves into the sociomaterial interweavings of this research, when the research subject and the research object become confused in these interweavings (Cozza & Gherardi, 2023). This even occurs in a direction distinct from the defense of previous knowledge in government transitions, since these sociomaterial interweavings also produce the defense of the transformation of knowledge in the practice of transitions between governments.

6. THE DEFENSE OF THE TRANSFORMATION OF KNOWLEDGE IN GOVERNMENT TRANSITIONS

The defense of the transformation of knowledge in government transitions emerges from other interweavings of the sociomaterial elements of the transition practice, as evident in the narratives of S17, S05, and S02.

> In the beginning, we had typewriters, so we had to do everything there and pay people at the counter. Then [...] we went to the bank, deposited [...], then we started doing online transfers [...] things that happened to improve things (S17).

> The mayor said, "I'm not going to sign any more documents. I want to sign everything digitally, figure out a system for it!" [...]. Just like me, other sectors also had difficulties, but it moved forward! [...] So, today it's easy: you go there, open your system, and the documents come to you [...] you dispatch them, sign them, we have all the workflows designed [...]. It was a very positive point for the administration, economy, time, and agility, right? (S05).

> [...] with each administration, we were always improving, but maintaining what was already underway [...]. Look, within the sector, we improved in this matter of computerization, right? (S02).

In the three excerpts, we have non-human sociomaterial elements that have not yet been mentioned: typewriters, digital processes, internal and online transfer systems, digital signatures, workflow designs, and computerization. They emerge intertwined in the transition practice with other sociomaterial elements already mentioned. They are all part of a practical knowledge process in which difficulties and solutions are generated so that sociomaterial elements related to computerization replace those related to the physical, paper-based, manually signed process.

The agency distributed between humans and non-humans involves these sociomaterial interweavings in a formativeness, in which previous doing, in the paper-based system, invents doing in the digital system (Gherardi, 2009a, 2016). This production includes positive discourses, produced in sociomaterial interweavings in practice. They use non-human characteristics against other non-humans, highlighting the advantages of the former.

Here, accumulated knowledge changes in part in the face of experiences performed in the interweavings that transform it (Nicolini, 2013). Practice and knowledge are one, inseparable, and constantly changing through interactions among their heterogeneous elements, while a part remains

(Gherardi, 2006). Therefore, it is not a change defined in isolation by a new manager inserted among these elements. It is part of an arrangement in which there is an agencement in a dynamic of sociomaterial interweavings in which the agency is distributed among these sociomaterial elements of the arrangement, for example, among humans, the new manager, and the servant who "was improving"; and, among non-humans, the computerized system that is praised (Gherardi, 2016).

In addition to these transformations, there are others related to knowing how to behave with the new managers during transitions, as S11 and S18 manifested.

> [...] inside the office, it was one type of behavior [of the servant] and outside it, in general, it was another [...]. He had to have the bosses' approval [...]. I was there, I had to work, I knew how to work, I knew how to do it. But, if they didn't accept it, I limited myself, then, as far as I could go [...]. So, I just kept going (S11).

> I usually say that I'm like a chameleon, I adapt [...] you're used to doing things one way, and the new manager had a different side, so do you have to know what the manager wants? How does he want it? Then, bring that planning and execute it differently (S18).

In the first narrative, the materiality of the office space and the human boss are part of an interweaving of sociomaterial elements that lead to the production of a specific knowledge: knowing how to behave in practice as the new boss approves, in his eyes, situated in the office. Then, having a different behavior, located outside the office.

This knowledge of how to behave is also illustrated in the second narrative. In it, the sociomaterial element of planning is presented along with the new manager and the "chameleon" servant, embedded in the interweavings of the transition practice. The knowledge in practice enables the chameleon servant to use planning as part of a behavior to be manifested, initially, in front of the new manager, and then "execute it differently."

The sociomaterial interweavings produce a simulacrum of obedience to the new managers embedded among elements of the transition practice. This simulacrum has the potential to transform itself with each transition, changing and maintaining part of the practice, in a (re)production.

The two dynamics illustrated in this topic reveal the continuous process of knowledge transformation in the transition practice and how it is embodied (in humans and non-humans) (Gherardi, 2009c, 2018; Orlikowski, 2002). This knowledge defines the embodiment of how one should appear and manifest oneself in different aspects of the transition, in a situated manner, for example, far from or within the eyes of the new manager. However, in some practical situations, the sociomaterial interweavings include the element of illegality to situate oneself in the eyes of the new manager, which leads to another production of knowledge in practice, focused on the security of the public servant.

7. SECURITY IN GOVERNMENT TRANSITIONS

We have already mentioned legislation and administrative law as elements of the sociomaterial interweavings of the practice of transition between governments. In the knowledge of the practice of transition, they are also related to the sense of illegality when they are disregarded, which leads

to the production of another knowledge associated with the production of the sense of security in that practice.

Practitioners can be held accountable for actions that run counter to the constitutional principle of legality that guides public administration (Constituição da República Federativa do Brasil de 1988). The inclusion of laws among the sociomaterial elements of transition practice leads to interweavings that produce knowledge about legal risks and ways for the practicing servant to secure the practice's actions. S02 and S10 narrated some of these actions. "We used to say: if you want it this way, then I'll give you the paper, you sign it" (S02). "When I had doubts or knew it wasn't legal, then I would say: whoever orders, orders in writing and commits to it" (S10).

The sociomaterial element of law, intertwined throughout the practice of public management, involves the production of the activity of practicing human public servants in demanding legal procedures through interactions with other human elements, such as new managers during transitions between governments. This activity is situated in a place of power marked by these interweavings. There is a reflexivity in which practicing public servants receive protection against the possibility of being penalized. At the same time, the practice assigns to the new managers, as their hierarchical superiors, the condition of almost-obedience to these practicing public servants in the activity of recording facts and invoking legality.

Here, we have unequal power relations situated in such a way that cause a continuous redistribution of power, produced in knowledge in practice in a community (Gherardi, 2009a, 2009c, 2016). This is how power is distributed among sociomaterial elements in the practice of transition, as well as the agency. The non-human element of law manifests itself in the interweavings of bureaucratic power, offered to the human elected or appointed by whomever, and to the human public servant responsible for activities aligned with the law.

This refers to the continuity of legality in the practice of public service, in the interweavings that define actions and knowledge linked to practitioners' sense of security. A dynamic that goes beyond the internal relations of the public office and includes sociomaterial elements external to it, as S07 and S10 revealed. "I always took care to have a copy of most of the things I signed at home, which was my right, you know? That's what saved me" (S07).

> Since you are ordering, put it in the process and order it via the process. Because, no, I myself don't do that, I know it's not right, and this way needs to be reviewed, right? The person ordered it, and it led to a CPI (Parliamentary Inquiry Commission) procedure, an investigation by the Court of Auditors, and everything else. I, as I ordered the order and everything else and did not sign anything irregular, was acquitted (S10).

The two narratives highlight previously unmentioned sociomaterial elements: the lawsuits against public servants. They refer to administrative cases against public servants arising from activities included in the transition practice related to new managers. The successful defense is produced through interweavings that include actions and knowledge aimed at security and sociomaterial elements, such as the legal process, the judge, and those responsible for the judgment in the Court of Auditors.

Activities aimed at legal security, such as "keeping a copy" or requiring the manager to "put it in the process and order it via the process," are not individual actions of a public servant within an individual agency. They are (re)produced in the transition practice by the practitioners, regardless of

whether they are S07 or S10 – it could be anyone. In the sociomaterial interweavings, part of what is necessary for these activities to be carried out is attributed to these practitioners. In contrast, another part is attributed to the non-human administrative law, among other elements.

In these interactions, in addition to legal security, the practice of transition also (re)produces another type of security. The practice includes an action geared toward politically neutral behavior and the (re)production of political security.

8. NEUTRAL POLITICAL BEHAVIOR IN NON-NEUTRAL ENVIRONMENTS

Party politics, political ideologies, and political mandates, along with other sociomaterial elements already mentioned, emerge intertwined in the practice of transitioning between governments, producing an action in which the practitioner is assigned a politically neutral behavior to deal with non-neutral political environments. The narratives of S02, S09, S15, and S03 highlight these elements.

> So, we always tried to maintain [political] neutrality, because we're there. One comes in, another goes out; you're in the middle of it all (S02).

> I always maintained the same pattern [when a new political group came in]. And the way I worked, I continued working [...] (S09).

> [...] throughout the period I worked, it was always more of a technical side [...] (S15).

> I never liked politics, I never got involved [...]. I always had this position of having a technical role in the municipality. Because when you get involved politically, I think it ends up interfering with the technical work. Because there are people who know how to separate things, and there are people who don't. On both the manager's and the employee's side (S03).

In the fragments, we observe manifestations of power attributed to political issues and related to elected managers – something already identified in other studies (Garcia & Carvalho, 2003). In this study, we identified this movement as part of the actions in the practice of transition, situated in an embodiment marked by politics, as is the case with "all other possible power signifiers" (Gherardi, 2022, p. 6). Politics is inserted among the intertwined sociomaterial elements, producers of changes in doing during doing, in a formativeness (Gherardi, 2016), in which activities situated in party politics are created, such as: "maintaining political neutrality"; "maintaining the same pattern when a new political group enters"; "reinforcing being technical"; "denying any political interest". Actions aimed at producing political neutrality in practice.

The production of these activities in the knowledge-based practice of transition involves experiences of prior performances before the interweaving of elements in practice (Nicolini, 2013). This includes situations in which these activities were not articulated by practitioners and led to specific consequences, as S08 and S17 narrate.

> [...] I had problems because they knew I hadn't voted for that mayor. Then some secretaries didn't want me there [...]. I've never in my life hidden who I voted for, you know? [...] I've always said that I'm a public servant. I get paid to serve the public (S08).

> [...] the boss didn't always trust me, right? They were kind of wary: 'because she's not from my party' [...]. Many people questioned: 'Why is she going to stay?' They wanted me replaced. Several mayors wanted me replaced [...] (S17).

Tensions regarding cases against public servants attributed to political issues are not new, especially when concerning transitions involving opposing political currents (Nascimento, 2020). In this study, we assume that this experience is part of the knowledge in the practice of transition, situated in politics, without neutrality in the work environment. A knowledge about non-neutral political behavior, produced in sociomaterial interweavings that include elements such as: the practicing public servant; the vote; the party; the mayor; party politics; political ideologies; political mandates. The narratives reveal how they are articulated, produced in practice, in the reflective process of making the practice.

This production refers to the knowledge in practice of the consequences of open political positioning, about "secretaries" who did not "want" public servants, "bosses" who did not "trust," "people" who "questioned" the reason for the public servant to "continue" in a sector, "mayors" wanting to "replace" the public servant. Activities produced through the sociomaterial interweavings among elements are evident in the last two narratives. The knowledge reveals that actions associated with neutral political behavior coexist with those associated with non-neutral political behavior. One is part of the production of the other, reflexively, since the practice of transition between municipal governments is heterogeneous and dynamic, as are all the practices in the approach adopted here (Gherardi, 2018, 2019).

Within this dynamism, the category of neutral political behavior in non-neutral environments, addressed in this topic, is interrelated with the others discussed in the three previous issues, and together they highlight part of the (re)productions in the arrangements of sociomaterial elements in the practice of transition between municipal governments. While the complexity of this practice is not limited to these four movements, they synthesize relevant aspects highlighted in the data collection contents, for which reflections are appropriate for those interested in the theme of government transition at the municipal level.

9. FINAL CONSIDERATIONS

To achieve the objective of understanding the (re)production of sociomaterial interweavings in the practice of transition between municipal governments, we adopted an approach focused on knowledge in practice, assuming that it is (re)produced when the sociomateriality of certain elements, as evidenced in the narratives, intertwines reflexively. To this end, we adopted a view of practices as a way of seeing, addressing the "how" and the "why" of what is done (Gherardi, 2009a, 2016, 2018). An innovative perspective on knowledge in public administration (re)produced in and with practices, in interweavings of heterogeneous sociomaterial elements, in transitions between municipal governments (Gherardi, 2018).

A non-static knowledge was revealed, (re)produced in collective practice, in the interweaving of sociomaterial elements, such as: voting; typewriter; party politics; room dividers and layout in the workplace; online and internal computerized systems; handwritten signature; digital signature; administrative cases against the servant; laws; administrative law; servants; managers; secretaries; mayors (Gherardi, 2018). Based on these and other elements, we highlight four basic interrelated movements in the (re)production of sociomaterial interweavings in the practice of transition between municipal governments: the defense of previous knowledge in government transitions; the defense of the transformation of knowledge in government transitions; security in government transitions; and neutral political behavior in non-neutral environments.

These results are consistent with the contributions of previous studies on the transition between governments, recognizing the importance of tenured public servants (Guarido et al., 2021; Nascimento, 2020; Tiago & Rohm, 2019) and knowledge (Campos et al., 2017; Corrêa et al., 2021; Cruz et al., 2017; De Angelis, 2015; Pereira et al., 2018; Seixas, 2013; Souza & Bachtold, 2020). However, these same studies center agency on public servants and/or managers, among other humans, and treat knowledge as something objective, instrumental, external to the practice of transition, and transferable through a knowledge management system (Corrêa et al., 2021; De Angelis, 2015).

We also recognize that while servants and managers exhibit agency, we position it as an agency distributed within the interweaving of specific sociomaterial elements in the production in, and practice of transition. We highlight and defend the potential of an analysis that considers sociomaterial elements and their interweavings, and we encourage those interested in the field to delve deeper into this approach in future work, shifting the focus away from servants and managers to recognize more complex interactions among other sociomaterial elements.

Furthermore, the contributions of this article highlight a divergence from the conception of knowledge in these previous studies on government transitions. It became evident that there is knowledge in practice, which is not external to it (Gherardi, 2016). While the knowledge management systems used by public servants are sociomaterial elements of practice in the access to information evidenced in this study, they are only part of the intertwined elements that produce practice and knowledge and are produced by them, reflexively. Future studies should go beyond viewing knowledge as external to practice and examine the reflexivity of knowledge in practice across different government transitions, with their own sociomaterial interweavings.

These contributions are, in part, convergent with those offered by studies on public service focused on practice (Bertolin et al., 2013; Blijleven & van Hulst, 2021). They highlight ways in which sociomaterial elements intertwine in the production of and practices in public service, involving both human and non-human elements in the invention of practices (Alves & Bispo, 2022; Junquilho et al., 2012; Pancotto, 2017; Poubel & Junquilho, 2015). However, they did not articulate these contributions to address the transition between governments – the focus of this article.

By filling this gap, we propose a reflection as a contribution to the performance of public management practitioners in the transition between municipal governments: both the permanent servants who remain between governments and the mayors, secretaries, and other servants, who are involved as elements in the practice of transition in a new government, will coexist with movements between the continuity of part of the previous knowledge and practice and the also partial change of both.

The definition of what will remain or change depends on interactions among them, interwoven with many other sociomaterial elements. Therefore, when a change intended by representatives of a new government does not materialize as desired, it should not be considered a defeat or a failure, but rather part of the interweaving of sociomaterial forces of which that group is now a part and which cannot simply be ignored.

In terms of contributions to the field of study on transitions between governments, the results offer an agenda for future research based on two proposals to investigate further specific aspects highlighted here:

- The political, social, democratic, and ethical implications of (re)producing activities in transition practice that align with neutral, technical political behavior in an extreme government transition scenario involving opposing political currents, to the detriment of the practitioner's right to assume their political position.
- The transformation and maintenance of knowledge in transition practice in clashes between a practice involving heterogeneous sociomaterial activities and elements situated in the time of the previous government, defended in the (re)production of security in practice; and a practice involving new activities and elements, situated in the time of the new government, (re)produced at the moment of transition – both interweaving in the practice of transition between governments, affecting knowledge in transition practice in different ways and also being affected by it.

REFERENCES

Agrifoglio, R., Briganti, P., Varriale, L., Metallo, C., & Ferrara, M. (2021). Understanding knowledge sharing through the working practices. *International Journal of Organizational Analysis*, *29*(4), 920-934. https://doi.org/10.1108/IJOA-02-2020-2049

Alves, T. L. L., & Bispo, M. S. (2022). Formação de gestores públicos escolares à luz da reflexividade prática. *Revista de Administração Pública*, *56*, 226-247. https://doi.org/10.1590/0034-761220210227

Andion, C. (2012). Por uma nova interpretação das mudanças de paradigma na administração pública. *Cadernos EBAPE.BR*, *10*(1), 1-19. https://doi.org/10.1590/S1679-39512012000100003

Bertolin, R. V., Zwick, E., & Brito, M. J. (2013). Aprendizagem organizacional sociopráticа no serviço público: um estudo de caso interpretativo. *Revista de Administração Pública*, *47*, 493-513. https://doi.org/10.1590/S0034-76122013000200010

Bispo, M. de S. (2020). Book review: Silvia Gherardi's influence on practice-based studies and organizational research. *Qualitative Research in Organizations and Management*, *15*(4), 561-565. http://doi.org/10.1108/QROM-11-2019-1857

Blijleven, W., & van Hulst, M. (2021). How do frontline civil servants engage the public? Practices, embedded agency, and bricolage. *The American Review of Public Administration*, *51*(4), 278-292. https://doi.org/10.1177/0275074020983805

Bresser-Pereira, L. C. (1996). Da administração pública burocrática à gerencial. *Revista do Serviço Público*, *120*(1), 7-40. https://repositorio.enap.gov.br/handle/1/1734

Bresser-Pereira, L. C. (2022). Teorias do Estado e a teoria novo-desenvolvimentista. *Dados*, *65*(4), 1-37. https://doi.org/10.1590/dados.2022.65.4.273

Campos, D. H. C., Ladeira, L. C., & Rodrigues, R. V. A. (2017). (Des)continuidade administrativa e democracia: transição governamental em um contexto democrático. *Cadernos da Escola do Legislativo*, *19*(31), 55-78. https://doi.org/10.29327/264759.19.31-2

Constituição da República Federativa do Brasil de 1988. (1998). https://www.planalto.gov.br/ccivil_03/constituicao/constituicao.htm

Corradi, G., Gherardi, S., & Verzelloni, L. (2010). Through the practice lens: where is the bandwagon of practice-based studies heading? *Management Learning*, *41*(3), 265-283. https://doi.org/10.1177/1350507609356938

Corrêa, F., Paula, C. P. A, Ribeiro, J. S. A. N., França, R. S., & Ferreira, E. P. (2021). Políticas de gestão do conhecimento: da teoria à prática. *Perspectivas em Gestão & Conhecimento*, *11*, 18-34. http://dx.doi.org/10.22478/ufpb.2236-417X.2021v11nEspecial.57561

Cozza, M., & Gherardi, S. (2023). Introduction: the posthumanist epistemology of practice theory. In M. Cozza & S. Gherardi (Eds.), *The posthumanist epistemology of practice theory* (pp. 1-34). Palgrave Macmillan. https://doi.org/10.1007/978-3-031-42276-8_1

Creswell, J. W. (2013). *Qualitative inquiry and research design: choosing among five approaches* (3rd ed.). Sage.

Cruz, M. C. T., Coelho, F. S., Seixas, S. M. T., & Franco, C. T. J. (2017). Transição de governo na administração pública municipal: descrição e análise dos resultados de uma pesquisa aplicada em municípios paulistas nas eleições de 2012. *Agenda Política*, *5*(3), 249-277. https://www.agendapolitica.ufscar.br/index.php/agendapolitica/article/view/152

De Angelis, C. T. (2015). A emergência da reforma do Estado brasileiro: governança compartilhada e o modelo do novo serviço público. *Planejamento e Políticas Públicas,* (45), 13-46. https://www.ipea.gov.br/ppp/index.php/PPP/article/view/583

Di Pietro, M. S. Z. (2023). *Direito Administrativo*. GEN.

Drumond, A. M., Silveira, S. F. R., & Silva, E. A. (2014). Predominância ou coexistência? Modelos de administração pública brasileira na Política Nacional de Habitação. *Revista de Administração Pública*, *48*(1), 3-25. https://doi.org/10.1590/S0034-76122014000100001

Freitas, V. C. (2018). O método de instrução ao sósia como uma possibilidade para os estudos envolvendo seres humanos. *Caderno de Administração*, *12*(1), 1-19. https://revistas.pucsp.br/caadm/article/view/36018

Garcia, G. R., & Carvalho, A. N. (2003). Relações de trabalho no serviço público: uma avaliação das políticas de gestão em três mandatos na prefeitura de Belo Horizonte. *Ciências Sociais Unisinos*, *39*, 145-173.

Gherardi, S. (2006). *Organizational knowledge: the texture of workplace learning*. Blackwell.

Gherardi, S. (2009a). Introduction: the critical power of the practice lens. *Management Learning*, *40*(2), 115-128. https://doi.org/10.1177/1350507608101225

Gherardi, S. (2009b). Knowing and learning in practice-based studies: an introduction. *The Learning Organization*, *16*(5), 352-359. https://doi.org/10.1108/09696470910974144

Gherardi, S. (2009c). Community of practice or practices of a community. In S. J. Armstrong & C. V. Fukami (Eds.), *The SAGE Handbook of Management, Learning, Education, and Development* (pp. 514-530). Sage.

Gherardi, S. (2013). Prática? É uma questão de gosto! *Revista Interdisciplinar de Gestão Social*, *2*(1), 107-124. https://periodicos.ufba.br/index.php/rigs/article/view/10047

Gherardi, S. (2016). To start practice theorizing anew: the contribution of the concepts of agencement and formativeness. *Organization*, *23*(5), 680-698. https://doi.org/10.1177/1350508415605174

Gherardi, S. (2018). Practices and knowledges. *Teoria e Prática em Administração*, *8*(2), 33-59. https://periodicos.ufpb.br/index.php/tpa/article/view/38857

Gherardi, S. (2019). *How to conduct a practice-based research*: *problems and methods* (2nd ed.). Edward Elgar.

Gherardi, S. (2022). A posthumanist epistemology of practice. In C. Neesham (Ed.), *Handbook of philosophy of management* (pp. 99-120). Springer. https://doi.org/10.1007/978-3-319-48352-8_53-1

Guarido, F. A. A., Nogueira, E. E. S., & Saraiva, M. C. C. (2021). Resiliência nos valores públicos e sua permanência: uma análise dos contratos administrativos no Brasil. *Cadernos EBAPE.BR*, *19*(spe), 745-760. https://doi.org/10.1590/1679-395120200199

Junquilho, G. S. (2004). Nem "burocrata" nem "orgânico": o gerente "caboclo" e os desafios do Plano Diretor de Reforma do Estado no Brasil do Real. *RAP – Revista de Administração Pública*, *38*(1), 137-156. https://periodicos.fgv.br/rap/article/view/6531

Junquilho, G. S., Almeida, R. A. D., & Silva, A. R. L. D. (2012). The "arts of making" management in the public school: a study proposal. *Cadernos EBAPE.BR*, *10*(2), 329-356. https://doi.org/10.1590/S1679-39512012000200006

Lei nº 10.609, de 20 de dezembro de 2002. (2002). Dispõe sobre a instituição de equipe de transição pelo candidato eleito para o cargo de Presidente da República, cria cargos em comissão, e dá outras providências. https://www.planalto.gov.br/ccivil_03/leis/2002/l10609.htm

Liubertė, I., & Feuls, M. (2022). Interviewing as social practice. In N. Thompson, O. Byrne, A. Jenkins, & B. Teague (Eds.), *Research Handbook on Entrepreneurship as Practice* (pp. 250-265). Edward Elgar.

Marcelino, G. F. (2003). Em busca da flexibilidade do estado: o desafio das reformas planejadas no Brasil. *Revista de Administração Pública*, *37*(3), 641-659. https://periodicos.fgv.br/rap/article/view/6735/5317

Nascimento, E. R. (2020). *Gestão pública*. Saraiva.

Nicolini, D. (2009). Articulating practice through the interview to the double. *Management Learning*, *40*(2), 195-212. https://doi.org/10.1177/1350507608101230

Nicolini, A. M. (2013). Podem indivíduos e suas práticas promoverem aprendizagem social? *Teoria e Prática em Administração (TPA)*, *3*(1), 19-38. https://dialnet.unirioja.es/servlet/articulo?codigo=4522256

Orlikowski, W. J. (2002). Knowing in practice: enacting a collective capability in distributed organizing. *Organization Science*, *13*(3), 223-353. https://doi.org/10.1287/orsc.13.3.249.2776

Pancotto, A. (2017). *Os saberes do pregoeiro: um estudo à luz da noção de knowing-in-practice* [Dissertação de Mestrado, Universidade Federal do Rio Grande do Sul]. Repositório Digital da Universidade Federal do Rio Grande do Sul. https://lume.ufrgs.br/handle/10183/165458

Pereira, M. L., Coelho, F. S., Duarte, F. R, Neri, D. F. M., & Santos, M. H. P. (2018). Transição de governo no Brasil: um levantamento dos instrumentos normativos dos processos de alternância de poder (1988-2017). *Revista Interface-UFRN/CCSA*, *15*(1), 8-31. https://ojs.ccsa.ufrn.br/index.php/interface/article/view/1003

Poubel, L., & Junquilho, G. (2015). A organização das práticas na gestão das escolas públicas brasileiras: uma alternativa de estudo para o contexto escolar. *Pensamento & Realidade*, *30*(3), 28-43. https://revistas.pucsp.br/pensamentorealidade/article/view/25495

Ribeiro, C. V. S., & Mancebo, D. (2013). O servidor público no mundo do trabalho do século XXI. *Psicologia: Ciência e Profissão*, *33*(1), 192-207. https://doi.org/10.1590/S1414-98932013000100015

Secchi, L. (2009). Modelos organizacionais e reformas da administração pública. *Revista de Administração Pública*, *43*(2), 347-369. https://doi.org/10.1590/S0034-76122009000200004

Seixas, S. M. T. (2013). A importância das informações no processo de transição. In *Anais do 6º Congresso Consad de Gestão Pública*, Brasília, DF, Brasil. https://consad.org.br/wp-content/uploads/2013/05/079-A-IMPORT%C3%82NCIA-DAS-INFORMA%C3%87%C3%95ES-NO-PROCESSO-DE-TRANSI%C3%87%C3%83O.pdf

Silva, R. L. M. (2021). Ensaio teórico sobre os desafios da gestão de pessoas no serviço público: como manter o funcionário motivado? *Brazilian Journal of Development*, *7*(11), 108024-108042. https://doi.org/10.34117/bjdv7n11-434

Souza, I. M., & Bachtold, C. A. (2020). A cultura organizacional e sua influência no desempenho e motivação no trabalho do servidor público: estudo de caso na prefeitura de Colombo-PR. *Revista Mundi Engenharia, Tecnologia e Gestão*, *5*(4), 1-26. https://doi.org/10.21575/25254782rmetg2020vol5n41094

Tiago, C. E. V., & Rohm, R. H. D. (2019). O fortalecimento da governança e da eficiência nos serviços públicos brasileiros nas transições de governo. *Revista Internacional de Ciências*, *9*(2), 70-83. https://doi.org/10.12957/ric.2019.38513

Tribunal de Contas do Estado do Espírito Santo. (2019). *Manual de encerramento de mandato: Instrução normativa TC 51*. https://www.tcees.tc.br/wp-content/uploads/2020/04/Encerramento-de-Mandato.pdf

Franciane Ribeiro Malavasi

Master's degree in Administration from the Federal University of Espírito Santo (UFES); Researcher at the Study Group on Symbolisms and Everyday Practices in Organizing (GESIP/UFES); Tenured public servant in the municipality of Santa Teresa-ES. E-mail: franciane_will@hotmail.com

Alfredo Rodrigues Leite da Silva

Ph.D. in Administration from the Federal University of Minas Gerais (UFMG); Vice-leader of the Study Group on Symbolisms and Everyday Practices in Organizing (GESIP/UFES); Associate Professor at the Federal University of Espírito Santo (UFES), Department of Administration (DAdm), Postgraduate Program in Administration (PPGAdm). E-mail: alfredo.silva@ufes.br

AUTHORS' CONTRIBUTIONS

Franciane Ribeiro Malavasi: Project administration (Lead); Validation (Supporting); Writing – original draft (Leade); Writing – review & editing (Equal).

Alfredo Rodrigues Leite da Silva: Project administration (Supporting); Supervision (Lead); Validation (Lead); Writing – original draft (Supporting); Writing – review & editing (Equal).

DATA AVAILABILITY

The dataset supporting the results of this study is not publicly available.

ACKNOWLEDGEMENTS

We thank the research participants who contributed indispensable practical knowledge to the preparation of this article.