



# PUBLIC ADMINISTRATION AS SUPPORT FOR BRAZILIAN SOCIETY

## ORIGINAL ARTICLE

NUNES, Antônio José Ribeiro<sup>1</sup>

NUNES, Antônio José Ribeiro. **Public administration as support for Brazilian society**. Revista Científica Multidisciplinar Núcleo do Conhecimento. Year. 07, Ed. 05, Vol. 04, p. 131-142. May 2022. ISSN: 2448-0959, Access link: <https://www.nucleodoconhecimento.com.br/business-administration/public-administration-as-support>

## ABSTRACT

The Federal Constitution of 1988 brought great innovations with the strengthening of citizenship and human rights, in addition to the guarantee of social participation by civil society or business organizations, in order to obtain fundamental rights and social improvements. Given this context, this article aimed to answer the following guiding question: What changes has the Brazilian Public Administration carried out in order to promote support for Brazilian society? Therefore, the objective of this article is to identify the mechanisms related to public administration that generated changes and improvements in the promotion of support to Brazilian society. Thus, in order to respond to the objectives of the study and the problem pointed out, it was decided to carry out a bibliographic research based on the authors' theoretical foundations. It was intended to demonstrate the main transformations that took place and point out the improvements for civil society. Therefore, the assumptions of the study indicate that in Public Administration there is a tendency to develop new management models, which focus on aspects such as improving technical efficiency, planning social actions and policies to expand institutional and managerial capacity. The results showed that the mechanisms that generated changes and improvements in the promotion of support to Brazilian society, from the main transformations that occurred with the administrative reform, were the creation of the citizen Constitution and the modernization of the State. Based on the information obtained through bibliographic research, improvements for civil society in terms of promoting social support were evidenced. It was concluded in the study that the Brazilian State undertook major reformulations in direct and indirect public management, determining opening mechanisms for the third sector, expanding the conditions for



economic strengthening and job creation, through public-private partnerships in functions that were previously only the State developed exclusively.

Keywords: Public Administration, Support, Efficiency, Institutional and Managerial Capacity.

## 1. INTRODUCTION

The *IV Encontro Brasileiro de Administração Pública* brought many innovations in terms of relevant information on the advances in the construction of modernization and democratization mechanisms that have generated social and economic transformations in the Brazilian public sector. In this context, it was possible to verify that the traditional paradigm that prevailed during the 20th century has undergone significant changes that represent a more efficient support to Brazilian society, since the redemocratization phase, through measures of transparency, popular participation and guidelines for social inclusion and humanization in citizen-oriented relationships (PEREIRA and VIEIRA, 2017).

The Brazilian State, gradually, has sought to determine reforms with a view to improving the service of public services. The pressure on the Federal, State and Municipal Public Administration has caused strategic changes in terms of effectiveness and reduction of bureaucracy (PEREIRA and VIEIRA, 2017).

That said, this research aimed to address the following guiding question: What changes has the Brazilian Public Administration made in order to promote support for Brazilian society?

That said, the assumptions of the study indicate that in Public Administration there is a tendency to develop new management models, which focus on aspects related to improving technical efficiency, planning social actions and policies to expand institutional and managerial capacity.



The objective of this article is to identify the mechanisms related to public administration that generated changes and improvements in the promotion of support to Brazilian society. It was intended to demonstrate the main transformations that took place and point out improvements for civil society.

In order to respond to the objectives of the study and the problem pointed out, it was decided to carry out a bibliographic research based on the theoretical foundations of the authors.

The choice of the theme is justified in view of the relevance of bringing in the research an overview of the State's efforts to undertake reformulations in public management directly by public organizations or indirectly, by civil society or business organizations, through public-private partnerships and the use of regulatory instruments to promote social support.

The relevance of the study is to demonstrate the new trends of innovations that are being absorbed, incorporated and implemented in the Public Administration that are relevant and decisive to contribute to improve public management in terms of governance for greater efficiency.

## **2. DEVELOPMENT**

### **2.1 CHARACTERISTICS AND POLITICAL-LEGAL CHARACTER OF PUBLIC ADMINISTRATION**

Public Administration has a political-legal character of public law in the face of responsibilities in the pursuit of conditions to promote social well-being based on constitutional foundations (OLIVEIRA, 2014). From the transformations that occurred with the state reform, there was an innovation in public management with a new constitutional model based on the decentralization of measures and prerogatives, in which administrative functions supported by state and municipal



laws began to have greater autonomy to share with the public sphere federal government the relevant public functions that were previously centralized.

In terms of responsibilities, the federal, state and municipal spheres began to use tools to develop managerial and administrative processes inherent to the development of fundamental functions that direct the administrative apparatus (OLIVEIRA, 2014).

Public Administration began to be regulated and exercised within the scope of the Federal Constitution (1988) and its complementary laws, in addition to the organization of civil society to maintain social controls (PEREIRA and VIEIRA, 2017).

According to Costa e Terra (2005), with administrative decentralization, the State began to distribute competences to federal, state and municipal entities, creating a structure with greater agility in the provision of services to civil society, also producing a partnership with private and municipal companies non-governmental entities. This initiative produced an advance in the third sector, ensuring more jobs and favoring economic growth.

In this exercise of changes in the Brazilian Public Administration, the measures were covered with legality to have regulatory mechanisms in accordance with the delegation of competence, within the limits of the Federal Constitution (1988).

The volume of State responsibilities required internal and external control variables for the development of Public Administration. In this sense, the State started to develop a legal-administrative apparatus, starting to have several entities, distributed by the different political-administrative levels (Union, States and Municipalities) (HEIDEMANN, 2014).

Heidemann (2014) assesses that, at this stage, public policies began to develop regulatory regimes guided by inspection, taking a modern configuration based on



guidelines of the legal order whose processes are carried out based on technical provisions in the field of control in regulatory entities to avoid deviations or administrative improbity concerning public administration.

In this aspect, the State began to redirect the destinations of public funds in favor of productive activities, with the reduction of their social functions and the expansion of the space and power of private interests. Private companies began to seek a possible alternative economic development strategy, based on partnerships with the State and non-governmental organizations, which can be adopted as a model for all Brazilian companies, in the sense of encouraging the reduction of the population's needs, from a stance focused on citizenship (OLIVEIRA, 2014).

The State reform that took place in 1995 can be considered as one of the first changes that the Brazilian Public Administration has produced to promote support for Brazilian society in a more efficient, democratic and less bureaucratic way. This initiative created the conditions for the creation of the Third Sector, exponentially expanding the conditions for the evolution of the economy, bringing greater stability in economic terms, jobs and services of various categories to society (OLIVEIRA, 2014).

The State, characterized as the organizer of the public sector, was performing important functions of inducing economic development, helping and leading economic and social activities for progress in the social field, inducing economic changes (OLIVEIRA, 2014).

With the Federal Constitution of 1988, the need for internal controls of the activities developed by the direct and indirect Public Administration was established, given the complexity of public actions and the responsibility with the use of funds in administrative management (BRASIL, 1988).



From the Federal Constitution of 1988, guidelines were determined that allowed an advance of citizenship, from the conditions to obtain fundamental rights and guarantees (BRASIL, 1988).

The other change demanded by the reform of the State consisted of a new paradigm of public administrative management that started from a greater social participation of the population in the implementation of public, security and social inclusion policies based on the need of the Brazilian State to follow an alignment with the guidelines of a Democratic State (HEIDEMANN, 2014).

In this context, the performance of Non-Governmental Organizations (NGOs), as an expression of social movements and with greater social participation of the population, became instances that advanced in partnership with the State and Private Companies in the sense of strengthening a process of articulation and dialogue. This process aimed to jointly discuss the problems related to international cooperation and the challenges posed to Brazilian organizations, in the context of social crisis.

NGOs have become very expressive, according to data obtained worldwide, about their participation in the promotion of alternative projects carried out with federal public agencies and the private sectors. The effective process of articulation also favored the process of transparency and social control of resources to be applied in activities involved with the field of social development in Brazil, thus bringing support to society (HEIDEMANN, 2014).

In this way, the promotion of support to civil society also had as expansion the strengthening of Fundamental Rights as an instrument of claims against the State, which favored strategic sectors of the Brazilian economy to the control and stimulus of the private sector.

A criticism in this sense is made by Corrêa and Passador (2019, p. 37):



Com a reforma, a Administração Pública, passa por um processo de descentralização, o que tornaria as instituições mais próximas dos cidadãos e propiciaria uma melhor resposta aos seus anseios. Nesse sentido, isso ocorreria a partir da melhoria dos processos de formulação da política pública. Portanto, esse modelo estaria também sujeito a falhas e conflitos que poderiam prejudicar seu desenvolvimento. Interessante notar que um dos riscos de sistemas democráticos, descentralizados ou não, é a cooptação por grupos de interesse, mas o sistema governamental acaba por defender os objetivos dos grupos de interesse que se articulam e influenciam as decisões governamentais, e não representam assim os interesses públicos de fato.

The changes implemented in public administrative management, in general, determined new structures that began with the admission of social participation, from organized neighborhood movements and NGO initiatives. In this context, this change can be considered as a relational process in which civil society and the State were involved.

For Corrêa and Passador (2019, p. 45) this process is innovative and fundamental for the organizing force of civil society to modify state power, in the sense of articulating strategies so that economic growth, from the resumption of development, can give concrete conditions for improving the guarantees of citizenship rights.

The task of defending and expanding citizenship rights must be a struggle for civil society, which needs to organize itself and establish platforms for demands for better wages; for quality education; for professional reinsertion, based on additional job opportunities; qualifying professional training; adult literacy activities; vocational training for the physically disabled; finally, to demand compliance with the laws (FRANÇA, 2014).

In general terms, organized civil society can oppose state ineffectiveness in dealing with issues of public interest. The most important thing is to share collective



experiences, regardless of the ideological differences that often weaken the strength of civil movements.

## **2.2 PUBLIC ADMINISTRATION AND CONTROL MECHANISMS IN THE EFFICIENCY OF PUBLIC RESOURCES**

The Federal Constitution of 1988 determined internal control processes that focus on the efficient use of public resources, the external control that is attributed to the legislative power is exercised by the Federal Audit Court - FAC and the social control that refers to the creation action mechanism for the participation of organized society in decision-making processes within the scope of Public Administration (CORRÊA and PASSADOR, 2019).

The control mechanisms were created as a prevision for the effectiveness of administrative probity, and the law of improbity in Public Administration was also created, assuring the citizen the control of administrative functions against corruption.

The importance of management and internal control is part of the financial structure of public and private institutions to generate efficiency in the support of administrative decisions and to favor the expansion of the scenario for the possibilities of developing techniques that stimulate the administration to a type of control structure that guarantees transparency in public activities (CORRÊA and PASSADOR, 2019).

The Federal Constitution brought the legitimation of internal controls in various mechanisms in the name of preserving public assets and collective rights that guarantee the realization of citizenship based on specific resources determined by Brazilian Law that grants the citizen the rights to exercise social control over public administration (BRASIL, 1988).





The mechanisms for creating legal resources for internal and social control began to allow for greater transparency and encouraged popular participation in public management. But it should be considered, however, that the initiatives of organized civil society, no matter how great the advances in favor of transparency and the expansion of control of the initiatives by the population, there is still a little expressive in terms of organized movements for the obtaining rights.

Oliveira (2014) assesses that, in view of the change in paradigms in the public service, the need to implement a quality policy based on technological innovation in line with the transformations that are taking place on a daily basis in the guidelines of the public service for the search for improvements in administrative procedures in the acquisition of production inputs and services, meeting with great advantages the needs of various sectors.

That said, public organizations have sought constant modernization from the creation of Quality Programs that have the function of favoring operational strategies and tactics constituted to pursue objectives more efficiently, especially those dedicated to the production of goods and/or supply services.

In this context, technological innovations and the modernization of the state favored changes in the way of managing public administration. However, the uncomfortable legacy of the traditional managerial culture, involved in a tangle of formalisms and bureaucratization, made it difficult to make decisions regarding quality care for citizens who use public services (OLIVEIRA, 2014).

In this phase, obsolete technology produced delays, but a new process of organizational change was established with a more innovative technological base, from the modernization of the State implemented by the federal government in public agencies. This transformation stimulated a new strategic posture at the state and municipal levels, defining a discourse of excellence in production and public services (OLIVEIRA, 2014).



The modernization that reached public activities brought a new spirit to the development of public services, where the servers underwent updates and recycling and were able to improve their working conditions, also boosting the reorganization of the operational structure that also influenced the improvement of skills techniques of employees (OLIVEIRA, 2014).

Quality management in the Public Administration started to be constituted in the 90's, an imperative in the face of technological changes, the business vision focused on the customer or citizen who needs efficient products and services, the ethical dimension through transparency and the improvement of communication processes.

Technologies were gradually adapted to federal, state and municipal public agencies to favor the modernization process of Public Administration. The graphic departments that are strategic have undergone improvements to control and direct the activities of publication and dissemination of official acts and the execution of a vast material to support internal and external communication (HEIDEMANN, 2014).

Within the parameters of quality of technological production, the Public Administration renewed production with new digital technologies and work equipment in the search for efficiency and agility, bringing support to society. Management based on quality control was the way to ensure that services were carried out in the best possible way, using available resources, in order to achieve objectives (HEIDEMANN, 2014).

Quality management in the process involves the coordination of human and material resources to achieve objectives where the technical-operational organization is configured (HEIDEMANN, 2014).

In this approach, it was essential that the management model could determine the extent to which the process would be able to achieve the objectives of the public



organization, estimate the needs for changes involved and identify potential problems in meeting the basic needs of society.

The other improvement in Public Administration that brought support to society concerns the improvement of internal communication that came to help users' needs to obtain information from many public entities and state agencies that constituted themselves in general, since this was the first obstacle to be faced in order to serve civil society more quickly (TAVARES, 2020).

In the old administrations, public services had great difficulty in discovering where certain information could be crossed with other information from other public bodies to avoid failures in processes. In addition, public agencies almost always took a long time to respond to information that was often insufficient or inadequate for citizens' demands. These difficulties stem from the lack of work instruments that caused the unpreparedness of some servers to obtain and pass on accurate information and serve the citizen in order to make it easier to solve their problem (TAVARES, 2020).

### **3. CONCLUSION**

From the perspective of the following guiding question: What changes has the Brazilian Public Administration carried out in order to promote support for Brazilian society? This article aimed to identify the mechanisms related to public administration that generated changes and improvements in the promotion of support to Brazilian society.

Thus, from the creation of the Citizen Constitution and the modernization of the State, this study showed that the Brazilian State undertook major reformulations in direct and indirect public management, determining opening mechanisms for the third sector, expanding the conditions of economic strengthening and generation of jobs, through public-private partnerships in functions that previously only the State performed.



With the inefficiency of the State to provide so many services, privatizations and partnerships were carried out, in addition to an internal, administrative, managerial and operational modernization to determine the mechanisms of decentralization that generated a legitimate and autonomous action at the federal, state and municipal levels in their responsibilities.

The Federal Constitution of 1988 brought great innovations with the strengthening of citizenship and human rights, in addition to the guarantee of social participation by civil society or business organizations, in order to obtain fundamental rights and social improvements (BRASIL, 1988).

To promote economic and social development, the State created public-private partnerships and the use of regulatory instruments to promote social support, demanding social and environmental responsibility from private companies.

From this perspective, it was demonstrated that the new trends of innovation were being absorbed, incorporated and implemented in the Public Administration, which became very relevant and decisive to contribute to improve public management in terms of governability, generating greater efficiency.

In this moment of paradigm shifts in public management, in many Brazilian states, the public administration began to gradually adopt quality criteria, information feasibility systems and viable and accessible technology. From this point of view, the work dynamics of the public servant had a great improvement, generating a more agile and less bureaucratic service to the citizen.

In this aspect, the State redirected the destinations of public funds in favor of productive activities, with the reduction of their social functions and the expansion of the space and power of private interests. In this field, private companies began to seek a possible alternative economic development strategy, based on partnerships with the State.



With the transformations that occurred with the reform of the State, non-governmental organizations can be adopted as a model for all Brazilian companies, in the sense of encouraging the reduction of the population's needs, from a posture focused on citizenship, where social movements and NGOs started to have more social representation.

The effective process of articulating the NGOs also favors the process of transparency and social control of resources to be applied in activities involved with the field of social development in Brazil.

The strengthening of citizenship, through democratic processes of participation, requires the expansion of the social basis of collective decisions within the assisted community. This means working especially on “motivation” so that an increasing number of people in the community can be interested in getting involved in issues of public interest. Appropriate mechanisms for such participation include, in addition to official institutions such as political parties, unions and schools, also civil or non-governmental organizations.

## REFERENCES

BRASIL. **Constituição da República Federativa do Brasil**. Brasília, DF: Senado Federal: Centro Gráfico, 1988.

CORRÊA, Victor; PASSADOR, Claudia Souza. O campo do conhecimento em Administração Pública no Brasil: Uma análise a partir do olhar do Guerreiro Ramos. **Revista da Sociedade Brasileira de Administração Pública**, Coleção Gestão Pública – Brasília: ENAP, 2019.

COSTA, Marli Moraes da; TERRA, Rosane Beatris M. da Rocha Barcellos. O papel da Administração Pública: Breves apontamentos sobre a reforma estatal como fomentadora de inclusão social sob o viés de direitos fundamentais, cidadania e o papel do terceiro setor. *In: XVII Encontro Preparatório para o Congresso Nacional do CONPEDI/UFBA* – Salvador, 2008. Disponível em: <[http://www.publicadireito.com.br/conpedi/manaus/arquivos/anais/salvador/marli\\_marlene\\_moraes\\_da\\_costa.pdf](http://www.publicadireito.com.br/conpedi/manaus/arquivos/anais/salvador/marli_marlene_moraes_da_costa.pdf)>. Acesso em: 10 jan. 2021.



FRANÇA, Wladimir da Rocha. Princípio da legalidade administrativa e competência regulatória no regime jurídico-administrativo brasileiro. **Revista do Senado**, a. 51, n. 202, abr./jun. 2014.

HEIDEMANN, Francisco G. **Políticas públicas e desenvolvimento: Bases epistemológicas e modelos de análise**. 1. ed. São Paulo: UNB, 2014.

OLIVEIRA, Ricardo de. **Gestão pública: Democracia e eficiência - uma visão prática e política**. 1. ed. São Paulo: FGV, 2014.

PEREIRA, D. B.; VIEIRA, J. B. (Orgs.) **A construção da administração pública no século XXI**, João Pessoa: SBAP, 2017.

TAVARES, José. Atos políticos e atos de administração reflexões sobre os critérios de distinção das funções do Estado e demais entidades públicas. **Instituto Rui Barbosa**, 2020. Disponível em: <<https://irbcontas.org.br/artigo/atos-politicos-e-atos-de-administracao-reflexoes-sobre-os-criterios-de-distincao-das-funcoes-do-estado-e-demais-entidades-publicas/>>. Acesso em: 9 jan. 2022.

Sent: February, 2022.

Approved: May, 2022.

---

<sup>1</sup> Postgraduate in Auditing, Management and Environmental Expertise, Postgraduate in Occupational Safety Engineering, Specialist in Mineral Resources - Mining Engineer. ORCID: 0000-0003-0973-939X.