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## PUBLIC MANAGEMENT IN BRAZIL: REFLECTIONS ON THE CONTEMPORARY ORGANIZATIONAL MODEL

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#### Abstract

The former public management models, such as bureaucracy and new public management, were not fully developed in Brazil, touching canvas in cultural characteristics (authoritarianism, personalism and the colonelism present in the history of Brazil). This has led to a new hybrid model in Brazilian public management, a mix of patrimonialism, bureaucracy and managerialism, as well as signs of social management, which can be characterized as an authentic and genuine Brazilian model - despite inspired by foreign models -, called "tupiniquim public administration". The aim of this theoretical essay is to promote a reflection on how it is set up the organizational model of the contemporary public management in Brazil, emphasizing that, in spite of "major reforms" carried out and of the speeches as well as the search for the economic viability, efficiency, efficacy and effectiveness, the focus continues to be the way to control the resources and the people who in some way have to manage the "public good" (*res publica*). In a more critical perspective, where the dichotomy between theory and practice has been already overcome, the configuration of the model may bring an awakening of consciences to public managers and servers, as well as society in general, which the Brazilian researcher-teacher Pedro Demo would call "emancipation process", motivating, respectively, the interest for improvements, changes that will make a difference for the better in public management in Brazil, and the monitoring of this management results by society - social control; it is hoped that the results will promote a reawakening of citizens aware of their duties, rights and responsibilities, by charging transparency in the administration of public goods and the accountability with regard managers' acts, regarding the range of results; structuring the work in four parts: the introduction; the theoretical framework; the methods; and the final remarks.

**Key words:** organizational models; State reform; bureaucratic model; new public management; managerialism; public governance; social management; Objective possibility; Brazilian public administration.

## PUBLIC MANAGEMENT IN BRAZIL: REFLECTIONS ON THE CONTEMPORARY ORGANIZATIONAL MODEL

### 1. Introduction

The traditional concept of administration is characterized by the functions of planning, organizing, coordinating and controlling people and resources to achieve specific objectives for one organization with efficiency and effectiveness. The organizations themselves have elements that set them apart from the other, even reaching the point of an organization presents characteristics that only it has.

But, in essence, all of them feature - to a greater or lesser degree of complexity, more clearly or not - given way to manage its people and resources to carry out their work - what can be called a "organizational model" -, making the Administration essential to any organization.

The function control is closely linked to planning, since the objectives, strategies and organizational processes presented in the plans serve as the basis for the preparation of control parameters and their implementation.

Primarily in public organizations, special attention should be given to the controlling function, because the constitutional duty of the people who manage monies, goods and public values doing accountability to society is controlled through audit of *Audit Institutions* - known as "governmental audit".

There is a maximum that well differentiates the public administration of the private: this can do everything that the law does not prohibit it; that, only what the law permits. The basis of control in the public sector must be ensuring that laws are obeyed by public managers.

The studies that analyze the public management models in Brazil, in general, point to the three predominant organizational models: patrimonialism; bureaucracy; and the new public management (Managerialism). More recently, there is an emerging organizational model called public governance (also called social management in Brazil).

The "transition" from one model to the other is in general performed by means of a public management reform; but it is also pointed out, especially by researchers with more critical assumptions, that the reformers models do not constitute a break with the past, presenting common essential characteristics with these - with emphasis on controlling function since the bureaucratic model until the public governance (SECCHI, 2009).

In addition, even the previous models, such as bureaucracy and new public management, were not fully developed in Brazil, touching canvass in cultural characteristics (authoritarianism, personalism and the colonelism present in the history of Brazil).

This has led to a new hybrid model in Brazilian public management, a *mix* of patrimonialism, bureaucracy and managerialism, as well as signs of social management, which can be characterized as a authentic and genuine brazilian model - despite inspired by foreign models -, called "tupiniquim public administration" (ZWICK *et al*, 2012).

This new model proposed is configured as an objective possibility, according to Guerreiro Ramos (2009), in the form of managing the "public good" in Brazil, a *continuum* between the strength of the structure (need of instrumental rationality; "cage of iron") and the strength of the transforming action (substantive rationality), in constant development.

Following this model, for which the **social control** (substantive rationality) - characterized as diffuse and culturally constructed, by Prestes Motta and Alcadipani (1999) - be carried out more effectively in relation to managers who manage the goods, money and brazilian public values, it is necessary the activity of Audit Institutions (instrumental rationality), because their specific assignments of audit and supervision are characterized by exercising the control focused and integrated way, unlike the social control, more diffuse.

As well, the aim of this theoretical essay is to promote a reflection on how it is set up the organizational model of the contemporary public management in Brazil, emphasizing that, in spite of "major reforms" carried out and of the speeches as well as the search for the economic viability, efficiency, efficacy and effectiveness, the focus continues to be the way to control the resources and the people who in some way have to manage the "public good" (*res publica*); structuring the work in three parts: this introduction; the theoretical framework; the methods; and the final remarks.

## 2. Theoretical framework

### 2.1. Public management models

There are not many generic public management models in the world, especially in the United States and in Europe, and it is characterized as theoretical constructions of modernity. According to Leonardo Secchi (2009), three organizational and relational models throughout the world have inspired the design of the structures and processes in the recent public management reforms. These models are the bureaucracy, managerialism (new public management) and public governance.

Despite the recent administrative reforms come preaching the progressive replacement of the bureaucratic model for these two new models of management, before configuring as rupture models, are in reality discourses of self-promotion of politicians and bureaucrats with the intention of deceiving the citizens in relation to the performance of their governments and pass an image that are "attuned" with the "newest management practices" - which, in fact, have few new elements.

In spite of these new models bring with them potential for substantial changes that can solve the public management problems all over the world in the short term - as not rare it is preached by your enthusiasts -, Secchi (2009) points out that the potential changes that they may cause only occur in the long term and still in a few aspects, because they share essential characteristics with the traditional bureaucratic model.

The "pure" bureaucratic model was systematized by german sociologist Max Weber and is characterized by the following aspects:

- The regency of jurisdiction areas is fixed and official, sorted by laws and administrative rules.
- The authority relations are bounded by rules concerning the means of coercion and consensus;

- The hierarchical relationship is established by defining jobs and levels of authorities, in addition to a command and subordination system with activity management and tasks delegated by the authority;
- The administration is formalized by means of documents, which ultimately regulate the conduct and activities of persons (FARIA E MENEGETTI, 2011).

This model was adopted by the public administration in the whole world, especially from the west in the twentieth century, characterized by high specialization of functions, impersonality, rationalism, control, formality and meritocratic professionalism. However, in the last decades of the century, the criticisms of the model have intensified, leading to administrative reforms with the aim of developing new "managerial" models.

The *managerialism*, according to Secchi (2009), can be considered as the combination of two more specific models, which are the managerial public administration or "new public management" (NPM) and the "entrepreneurial government" (EG), as a pragmatic style of public management; both share the values of productivity, service orientation, decentralisation, efficiency in the provision of services, *marketization* and *accountability*.

- *Marketization* is the term used for the use of market mechanisms within the public sphere. Example of market mechanisms is the public service user's freedom of choice to select the provider and the introduction of competition between public organizations and between public organizations and private agents. [...]

- *Accountability* literally means the accountability on the part of those who have been entrusted with a task to that has requested the task (relationship between the agent and the principal). The *Accountability* can be considered as the sum of the concepts of entrustment, transparency and control. (SECCHI, 2009, p. 354)

Following this historical "evolution", in the transition from the twentieth century to the first century, so in the last few decades, we have seen arise another new organizational model of public administration called *public governance*, characterizing itself as a horizontal relationship model between public and private sector stakeholders in the public policies' elaboration process (Kooiman, 1993).

In addition, it rescues the policy within the public administration, decreasing the importance of technical criteria in the decision-making processes and strengthening participatory mechanisms of deliberation in the public sphere. Because it is still very recent, and by following the Secchi's notes (2009), previously referenced, of which the new models can cause changes only in the long term and still in a few aspects, due to the sharing of essential characteristics with the traditional models, it is concluded that the public governance is still a under construction model.

For all these reasons, it presents a comparative summary framework with common features and more relevant differences to the new public administration's organizational models in the world.

**Table 1 Basic characteristics of organizational models**

Characteristic	Bureaucracy	Managerialism (NPM and EG)	Public Governance
Systemic function	Homeostasis	Homeostasis	Homeostasis
Systemic relationship with the environment	Closed	Open	Open
Distinction between politics and administration	Separated	Working together under political control	Distinction overcome
Administrative functions emphasized	<u>Controlling</u> and organizing	<u>Controlling</u> and planning	<u>Controlling</u> and coordinating
Administrative discretion	Low	High	N. A. *
Citizen	<i>User</i>	<i>Customer</i>	<i>Partner</i>

\* The Public Governance devotes little attention to matters such as internal organizational autonomy of managers, vertical or administrative decentralization.

Source: Adapted from SECCHI, 2009, p. 364

### 2.1.1. Public management models in Brazil

Historically, the public administration in Brazil had as dominant organizational models the patrimonialism, the bureaucracy, and the new public management (NPM). As the country in its roots was once European cologne, more specifically from Portugal, it is crystallized in their culture the habit of trying to solve their problems or improve their processes, bringing foreign solutions, believing themselves to be the best, without concern to adapt them or examine critically them based on Brazilian specificities, like "sociological reduction" concept by Guerreiro Ramos (1996). With the deployment of public management models in Brazil have not been different.

For Zwick *et al* (2012, p. 285):

The dominant current in the literature in administration and in large part of social sciences recommends that the countries located in the Northern Hemisphere are taken as ideal models of development, whose prominent position in economic and social global scenarios is located in an untouchable field. Under the aegis of this design, the countries called "underdeveloped" (*developing countries*), located in the Southern Hemisphere, are conditional on the replication of the decision-making models on the part of countries called "developed", with the aim of achieving the same results of these. This

mimesis, which has already been played by some decades in the *business* sphere, there is also an evident within the public administration.

In this way, for the didactic purpose, it presents a comparative summary framework – own drafting by authors, with information adapted from Filippim, Rossetto and Rossetto (2010) – with the main characteristics and more relevant differences to the "passing" of patrimonialism for new organizational models in Brazilian public administration:

**Table 2 Basic characteristics of organizational models in Brazil**

Characteristic	Patrimonialism	Bureaucracy	New Public Management
Historical periods	Colonial Brazil, Empire and Old Republic	Vargas Era (Getúlio Vargas), Second Republic and Military Rule	New Republic, Redemocratization and Neoliberalism
Initial decade	1800	1930	1990
Main administrative fact	Transfer of the Portuguese Royal Family to Brazil (1808), passing to command it to close	Blow [ <i>Coup d'état</i> ] of the Estado Novo (1937) leading Getúlio Vargas to the centralized power and deployment of an expanded and professionalized state bureaucracy	State Administrative Reform (1995), during the President Fernando Henrique Cardoso's Administration, discourse of the Third Way and managerial practices, resulting from private sector
Administrative functions emphasized	<u>Controlling</u> and directing	<u>Controlling</u> and organizing	<u>Controlling</u> and planning
Administrative discretion	Total	Low	High
Practices and elements	personal loyalty to Representative; favoritism, welfarism; clientelism; tradition and purely personal points of view; predominance of household power in decisions drawing up and allocation of resources	specialization of service; efficiency; legalism; focus on controls; discipline; impersonality; formalism; authority; hierarchy	developmentism; productivity; management by results; efficiency; effectiveness; competitiveness; service orientation; decentralization; accountability

Source: Own drafting

In the public administration reforms cases in the world, it has already explained earlier that the new models can cause changes only in the long term and still in a few aspects, due to the sharing of essential characteristics with the traditional models.

In Brazil, this is even more profound, because the bureaucracy and the managerialism were not fully developed in the country, touching canvass in cultural characteristics (authoritarianism, the personalism and the colonelism present historically in Brazilian political context); leading to construction of a hybrid model in Brazilian public management: a *mix* of patrimonialism, bureaucracy and managerialism, as well as signs of social management – also called public governance, an emerging organizational model.

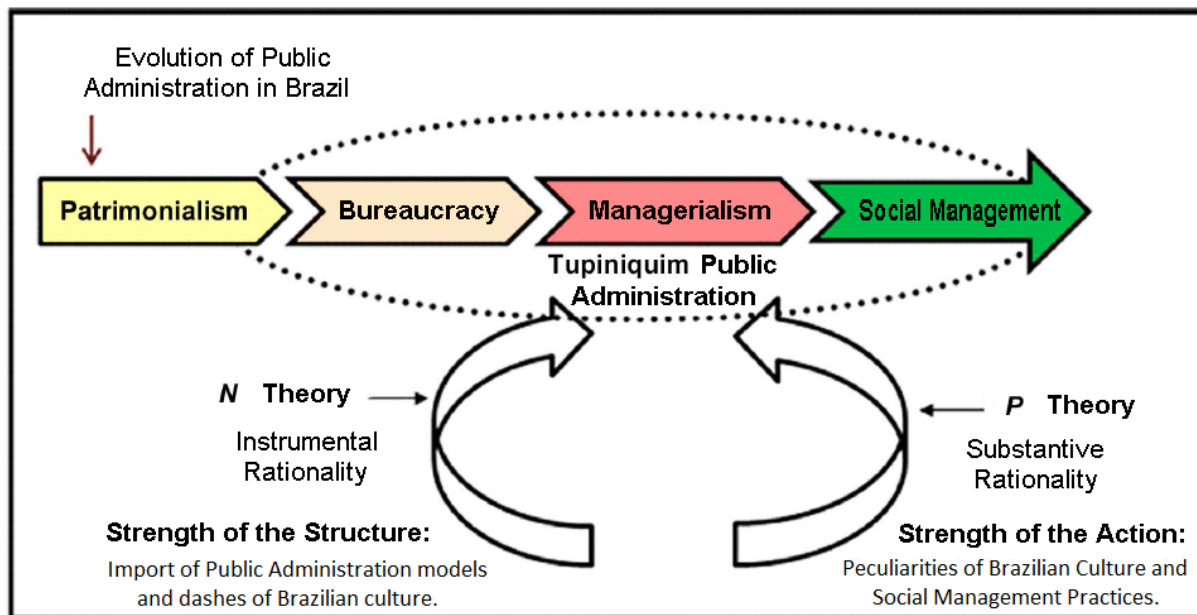
Zwick *et al* (2012) argue that Brazilian hybrid model is an authentic and genuine public management model - despite inspired on foreign models, but mixing them and "tropicalizing" them, not by critical sense, but by the typical dysfunctions of paternalist historic heritage, which did not allow the full deployment of bureaucracy and, even by half, it had already to "accept" the foreign managerialism, it also does not fully implemented -, plotting the "tupiniquim public administration", as objective possibility, based on N (Need; instrumental rationality; "cage of iron") and P (Possibility; substantial, substantive rationality) theories by Guerreiro Ramos (2009).

This author clarifies the mentioned concepts, affirming that the instrumental rationality occurs when acts or elements can contribute to reach a predetermined goal through the interaction with other acts or elements, assessing this type of rationality on the basis of pre-established objective, independent of the content that actions may have. As regards the substantive rationality occurs when the act is inherently intelligent, based on a lucid and autonomous knowledge of relations between facts, independent of its integration with other acts, assessing this type of rationality because of the quality of the content of their actions, by their intellectual accuracy, attesting to the human being transcendence as a creature endowed with reason, it always worry to safeguard their conscience and especially the freedom of each individual, in search for emancipation (Guerreiro Ramos, 1983).

When he says that all the societies are in development, Guerreiro Ramos points for the construction of a new paradigm, in which there are no success models to be followed, which refers to freedom of construction of new actions to the detriment of rigid structures pre-designed. In terms of Brazil, it can be thought that too much time has been lost because they believe that an imported public management model would offer the best output. (ZWICK *et al*, 2012, p. 298-299).

The proposed model by Zwick *et al* (2012) is presented in the following figure:

Figure 1 Tupiniquim public administration



Source: Adapted from ZWICK et al, 2012, p. 295

The Figure 1 represents an organizational model as a objective possibility for the Brazilian public administration, i.e., in the genuine and authentic way to manage the "public good" in Brazil, a *continuum* between the strength of the structure maintainer of the *status quo* (instrumental rationality) and the strength of the transforming action (substantive rationality), in constant development, as proposal for the emancipation of new dependence of Brazil in relation to so-called "developed countries".

The Tupiniquim public administration integrates, mainly, the bureaucratic, managerial (N Theory, instrumental rationality) and of the social management (P Theory, substantive rationality) approaches. However, there is an important caveat regarding the presence of patrimonialist approach, partially included in the circle that identifies a brazilian genuinely public administration. Even having been fought by governments since the 1960s, the patrimonialism has not yet been cleared of Brazilian public practices. As well, although it should not incorporate the model of tupiniquim public administration, when we think as an ideal type of administration to be conquered, in Figure 1 the patrimonialist approach still continues to demonstrate that it cannot be ignored the presence of this cultural practice, while remaining its overrun as a challenge. Among the peculiarities expressed by Brazilian culture, we highlight the practices of **social management** as promoters of the evolution of public administration in Brazil (Adapted from Zwick et al., 2012: 295-296).

The public governance or social management, also called "societal public administration" by Paes de Paula (2005a), is characterized as a horizontal model of the relational decision-making processes (communicative action) between public and private sector actors through mechanisms of participation in policy making in the public sphere



(Habermas, 1984); although the administrative function emphasized continues being the controlling, as in previous models, the "coordinating" function occupies quite place in this model, because the government seeks to coordinate all the actors involved in the formulation and implementation of public policies.

In this model, the best-known example in Brazil consists of the participatory budgeting, especially in the municipalities, where the mayors invite the population to decide where the public money should be allocated later in the next year.

This model reinforces the emerging practice of social control, which requires the action of Supreme Audit Institutions, with their specific tasks of audit and monitoring characterized by exercise control over form focused and integrated, unlike the social control, more diffuse - although no less important - ; with the intention of carrying out the controlling function more effectively in relation to managers who administer the Brazilian goods, public money and values.

## 2.2. Controlling as a management function

The controlling function has never ceased to be emphasized in organizational models, being predominant since the bureaucratic model until the public governance (SECCHI, 2009). In this way, it is necessary in this paper to present the fundamentals of control as administrative role.

The control is characterized by ensuring the organizational objectives are achieved, monitoring the performance and, if it is not satisfactory, taking actions to fix it, returning to the actions planned course; using, for this reason, goals and performance standards that can serve as a parameter for the comparison with the tasks and activities performed.

In this sense, Schermerhorn (1999) presents the steps of controlling process:

- Establish goals and standards of performance.
- Measure the actual performance.
- Compare actual performance with the goals and standards;
- Take the necessary actions.

Then, the controlling function is closely linked to planning, since the objectives, strategies and organizational processes presented in the plan serve as the basis for the preparation of control parameters and their implementation. That is, the only way to know if the execution of the work is generating desired results if these results have been previously planned in the form of goals. Otherwise, there will be no parameters so that you can compare with the actual performance of the work; it is in the form of inputs, processing or work products.

The controlling has been characterized as one of conjoined twins of administration. The other twin is planning function. It is no surprise that the effective planning will facilitate the controlling and that the controlling facilitates planning. Planning draws a framework for the future and, in this sense, provides instructions for control. The control systems, in turn, govern the allocation and use of resources and, in so doing, facilitate the planning process. [...] The current administrators must monitor their staff, inventory, quality and costs [...] (BATEMAN, 1998, p. 430).

Thus, there are three specific types of control: preventive, concomitant and feedback; based, according to Schermerhorn (1999), in different parts of the entry-processing-product cycle of organizational activities.

The preventive controls are also called preliminary controls, precisely because they are intended to ensure in advance that the guidelines of the work, as well as the available resources (inputs), are adequate to the reality of the organization. They verify that the instructions and entries (including people) are accessible and prepared for the start of the work.

The concomitant controls, also called concurrent controls, are intended to monitor the progress of the work (activities) has already started and in implementation phase, with a view to ensuring that the same should be done in such a way as was planned. If necessary, they interfere in the process by means of corrective actions, so that the flow is maintained.

The feedback controls are also called post-action controls, because they are intended to establish whether the final results obtained are in accordance with the established parameters. They focus on the work products, which was carried out after the organizational processes, with the aim of improving progressively planning later; since the management process resumes, never stopping.

Therefore, the control identifies variations not planned and search smoothes them – if possible, removing them –, so the objectives and performance standards are met and the dynamics of the management process improve their functions of planning, organizing, directing, leadership, coordinating and controlling increasingly, in a continuous cycle and that is renewed every time.

### 2.3. Controlling in Brazilian public administration

In addition to the duty of their public managers to **control** the programs, projects and activities for which they are responsible, there are systems of internal and external control in Brazil. The external control is exercised by the National Congress, with the aid of the Court of Auditors – *Tribunal de Contas da União* - TCU. In the other hand, the internal control system by each power (legislative, executive and judicial branches), which in the case of Federal Executive has as a central body – *Controladoria-Geral da União* - CGU, aided by internal audits of each component or entity where people manage money, goods and public values of the Union or in the name of This; according to the provisions of the Constitution of the Federative Republic of Brazil (1988):

Art. 70. The accounting, financial, budgetary, **operational** and accounting of the Union and of the entities of direct and indirect administration, as well as the legality, legitimacy, economicity, application of subsidies and resignation of revenue, shall be exercised by the National Congress, through external control, and the **internal control system** of each power.

Sole Paragraph. render accounts any natural person or legal entity, whether public or private, that use, collect, store, manage or administer monies, goods and public values or by which the Union will respond, or that, in the name of this, assume obligations of a pecuniary nature. (wording given by Constitutional Amendment no. 19, 1998)

Art. 71. external control, the office of the National Congress, will be carried out with the aid of The Federal Court of Accounts of Brazil. [...]

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[...]

Art. 74. The legislative, executive and judicial branches shall keep, in an integrated manner, **internal control system** with the purpose of:

I - assess the fulfilment of the targets envisaged in the multiannual plan, the implementation of government programs and budgets of the Union;

II - prove the legality and evaluate the **results**, and the effectiveness and efficiency of **management**, budget and financial assets in the organs and entities of the federal government, as well as the application of public resources for private-law entities; (underscores our]

III - exercise control of credit operations, endorsements and guarantees, as well as the rights and assets of the Union;

IV - support the external control in the exercise of its institutional mission.

In accordance with the Law 10.180/2001, the internal control system of the Federal Executive Branch comprises the assessment activities of fulfilment targets laid down in the multiannual plan, the implementation of government programs and Union budgets, and for the evaluation of the federal public administration managers, using as instruments the audit and supervision. And by Decree 3.591/2000, art. 15, the internal audit units of the Federal Public Administration entities, indirectly linked to ministries and bodies of the Presidency of the Republic, are subject to regulatory guidance and technical supervision of the Central Organ and the sectoral bodies of Federal Executive Branch Internal Control System of, in their respective jurisdiction areas.

The operational audit (or management audit, performance audit, audit by results, resource optimization), means of control that evaluates the management, and not the managers (public administrators) - these are evaluated by the audit of regularity, which encompasses the financial audit combined with the legal compliance -, began to be developed in the years 70/80 by virtue of the cry of the society as to the public resources correct application in relation to the content of the information society (SILVA, 2009).

In the evolution of the audit of regularity for the audit of management, the main emphasis is now to be the public institutions results, under the prism of the economicity, efficiency, efficacy and effectiveness; because the society, with the support of most control bodies, began to question the fact that, even a manager adhering strictly to the laws and having its accounts audited, the public money could be being spent badly yet, or simply not benefiting or given the real demands of society.

The Federal Court of Accounts of Brazil – TCU (2010, p. 11) defines operational audit as being "the independent and objective examination of the economicity, efficiency, efficacy and effectiveness of organizations, programs and activities of government, with the purpose of promoting the improvement of public management".

Therefore, it can be seen that the control bodies (instrumental rationality), provided they are adapted and suitable for the model, can be used to optimize the public resources, supporting the social control and assist in governmental coordination of public and private actors that are helping to improve the brazilian public management model by means of the development of public governance (substantive rationality), seeking to overcome the bureaucratic and patrimonialist dysfunctions still presents in the model, as well as softening the economic and functionalist "greed" of brazilian managerialism, toward a model more appropriate to the Brazilian reality and increasingly emancipated from foreigners "fads", respecting them as possibilities to be critically adapted.

### 3. Methods

For this theoretical essay, it was used as methodological basis qualitative methods, defined, according to Van Maanen (*apud* EASTERBY-Smith *et al.*, 1999, p. 71), as a series of interpretative techniques that seek to describe, decode, translate and, in some way, to reach an agreement with the meaning, not the frequency, of certain phenomena that occur in a more or less natural in the social world; admitting influences of the researcher in the "object" to be studied, even the fact that the authors of this essay are federal public employees, having, in some way, the duty and the responsibility to manage the public "thing" (FLICK, 2004; VIEIRA *et al.*, 2004, 2005; DENZIN *et al.*, 2005, 2006).

The information has been processed in a qualitative way, analyzed by means of content analysis (BARDIN, 2006; BAUER, 2002) and discourse (speech) analysis (PÊCHEUX, 2008), on the basis of concepts such as public sphere and of communicative action, by Habermas (1984).

It was applied preliminarily the content analysis on the data collected by means of literature review to raise what was common basis to be included in the theoretical basis, because the order was not analyze the discourse of authors of books, articles, theses and dissertations, but essentially take all this theoretical framework as a basis to analyze the discourse of the work content.

In this way, it is considered the speech of the core content, especially in the discourses of each model of organization or management reform, with a view to defining the organizational model of the Brazilian public administration.

The language, according to the analysts of speech, it is not a semi-transparent to reflect the reality in such a way as not problematic, but plays an active role in the construction of reality, which is why the central interest of discourse analysis and the examination of variation – to check how and when the variation in the discourse emerges from and to what purpose it serves. (ROESCH, 1999, p. 172)

Therefore, by means of content analysis in a first moment it was possible to identify the common content about the theme of the essay, for, in a second moment, the discourse analysis of each organizational model, faced its forms of implementation in Brazil, noting when and how varied; whereas the speech communicates tacit or explicit intentions, assumptions and actions of the subjects, in this case the Brazilian government managers (HABERMAS, 1984).

According to Vergara (2004), the entire method has possibilities and limitations, being healthy anticipate the criticism that the player can do to work through the presentation of possible limitations that the chosen method offers, but that still justify it as the most appropriate to the purpose of the research.

The methods chosen for this work present the following difficulties and limitations regarding the treatment of data:

- If you use critical theory, especially discourse analysis on the basis of concepts such as public sphere and of communicative action, by Habermas (1984), a limitation concerns the very complexity of implementation of this dialectic method, due to its theoretical consistency, requiring the researcher capacity of abstraction and academic rigor for which

does not "fall" in positivist deviations - contrary to what the method is intended to achieve -, in addition, the professional function of the researchers, who, as direct members of Brazilian public administration in the quality of federal public employees, are influenced in their scientific interpretations because they are inserted in the context studied.

Even so, with these difficulties and limitations, the methods chosen are considered as the most appropriate to achieve the objective of this theoretical essay, explaining that if it restricts the configuration of the Brazilian public administration organizational model at the federal level, especially in direct administration, linked to the Presidency of the Republic and its Ministries, that define organizational policies to be implemented, from the adoption of management models to administer the Union; not being liable to generalize for the entire public administration in Brazil, especially for the state and municipal spheres (VERGARA, 2005).

#### 4. Final remarks

The Professor-researcher Ana Paula Paes de Paula (2005b) points to the lack of analytical axes defined for the orientation of the research in organizational studies in the field of Brazilian public administration, as well as the fragmentation of their respective theoretical production, while the most critical elements in the study of the State, government and public policy are the theoretical and methodological issues.

In order to contribute to this fragmentation decrease and that the organizational studies progress, in particular in the thematic analysis of the model of public management in Brazil, and considering the recent popular manifestations, this theoretical essay has started a general reflection on the relations between these studied objects, in order to foster new researches.

In order to contribute to this fragmentation decrease and that the organizational studies progress, in particular in the thematic analysis of the model of public management in Brazil, this theoretical essays began with a general presentation of public management models of in the world, especially on the basis of the work of Leonardo Secchi (2009), which suggests three prevalent organizational and relational models throughout the world - which are the bureaucratic, managerialism (new public administration) and public governance -, which has been inspired the design of the structures and processes in the recent reforms of the public administration.

So, in a cut of the Brazilian reality, analyzing how these models were historically constructed and implemented in Brazil by means of state reforms, making it clear that there are many essential points in common between them and the new models do not broke at all in the past, adding new features to a slow and long-term; with this occurring in more depth even in Brazil, where the bureaucracy and the managerialism were not fully implemented due to historical-cultural characteristics (authoritarianism, personalism and the colonelism of Brazilian political context).

Even before the end of a reform deployment, even though the model to be implemented were not fully implemented, the Federal Government began another reform - not least because the international "pure" models were never replicated here without being "altered", albeit in an uncritical and sometimes even unconscious, in order to comply with the Brazilian socio-cultural characteristics.

This has led to a new hybrid model in Brazilian public management, a mix of patrimonialism, bureaucracy and managerialism, as well as signs of social management, which can be characterized as an authentic and genuine Brazilian model - despite inspired by foreign models -, called "tupiniquim public administration", defended by Zwick *et al* (2012) as a authentic and genuinely Brazilian public management model - possibility objective -, based on N (Need; functional, instrumental rationality; "cage of iron") and P (possibility; substantial, substantive rationality, noetica) theories by Guerreiro Ramos (2009), as it was narrowed in theoretical framework.

It was explained that even on the basis of control as administrative role, and how the control is carried out in Brazilian public administration, since the function control always has been emphasized in all Brazilians organizational models studied, since the patrimonialist model until the social management, characterized as a horizontal model of decision-making relational processes (communicative action) between public and private sector stakeholders through participatory mechanisms for policy development in the public sphere (HABERMAS, 1984).

In addition to **controlling**, each model emphasized another administrative role, being chronologically the "directing", "organizing", "planning" and "coordinating". The latter is fundamental in contemporary Brazilian public management model, because the government needs to coordinate all the participating actors in the formulation and implementation of public policies, with the emergence of public governance in Brazil.

When it reaches the result of theoretical research with intellectual effort, which is the configuration of the Brazilian public administration organizational model, it should be presenting both the researchers in organizational studies - in particular public administration scholars in Brazil -, and the curious intellectuals and society in general - in particular for public managers, team coordinators, auditing and public servers in Brazil that has the duty to manage the "public thing" in any way -, a more reliable theoretical model regarding public administration reality in Brazil, characterized by a mix of foreign models, not fully implemented, whose reforms are not all a break with the previous models.

In a more practical sense, to scholars, the configuration of the model may serve as a basis for further research that will deepen, criticize and improve the results of this, and even to take as a basis for studying other contexts, models and tools of Brazilian public administration, questioning its suitability to this authentic and genuine Brazilian model - considering as objective possibility.

In a more critical perspective, where the dichotomy between theory and practice has been already overcome, the configuration of the model may bring an awakening of consciences to public managers and servers, as well as society in general, which the Brazilian researcher-teacher Pedro Demo (2005) would call "emancipation process", motivating, respectively, the interest for improvements, changes that will make a difference for the better in public management in Brazil, and the monitoring of this management results by society - social control; a reawakening of citizens aware of their duties, rights and responsibilities, by charging transparency in the administration of public goods and the accountability with regard managers' acts, regarding the range of results.

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