



PUBLIC MANAGEMENT – PARTICULARITIES AND PROBLEMATICS

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SUMMARY

Management is the basis for the functioning of organizations. Therefore, constant management optimization is necessary for institutions to achieve their goals, which demands organizational studies and analyses. Therefore, this work aims to review theoretical issues relating to management and their implications for public management, in addition to the particularities of public management that are little discussed in society. To achieve the objective, Chiavenato (2003; 2010; 2014) and Lacombe (2011), in addition to other relevant authors, are used as a theoretical basis, primarily on management. The theory is an initial foundation for empirical management in organizations and serves as a basis for improving the services and products that a company offers, which generates a better quality of life for everyone involved, employees or consumers.

Key words: Management. Public Management. Organizations.

ABSTRACT

Management is the basis for the functioning of organizations. Thus, constant management optimization is necessary for institutions to achieve their goals, which demands organizational studies and analyses. Thus, this work aims to review theoretical issues related to management and its implications for public management, in addition to the particularities of public management little discussed in society. In order to achieve the objective, Chiavenato (2003; 2010; 2014) and Lacombe (2011) and other relevant authors are used as a theoretical basis, primarily, on management. The theory is an initial foundation for empirical management in organizations and serves as the basis for improving the services and products that a company offers, which generates a better quality of life for all those involved, employees or consumers.

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INTRODUCTION

In the capitalist world, the market dictates the organization of society and the relationships built. The main benefit of this system is increased access to an increasing number of goods at lower prices, which has led to a drastic decrease in poverty levels in recent decades.

Therefore, this work will address a fundamental element for increasing wealth and success in organizations, management. Management has been an object of study since the 20th century and the processes created from these studies have helped to increase the quality of products and services provided in various institutions.

Focusing on the Brazilian context, it is relevant to discuss how public and private organizations organize their management processes, considering issues such as incentives, ethics, legality and other elements. These issues are not observed by the general consumer public, which generates a kind of alienation in relation to consumption, costs and tax burden, specifically considering that state-owned companies are managed fights with money coming from taxes.

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In this sense, the present work aims to review theoretical issues relating to management and their implications for public management, in addition to the particularities of public management that are little discussed in society. Since management is an area of great importance, addressing this topic and reflecting on its aspects is relevant to advance in this area. To achieve the proposed objectives, this work is divided into three chapters, in addition to this introduction. Firstly, the theoretical concepts that guided this work are revisited. Next, the methodological contribution is presented and, finally, considerations are presented regarding the importance of management for improving institutions.

LITERATURE REVIEW

This theoretical framework explains relevant concepts for the development of this work. Constitutive elements of management stand out – in general and related to public management.

MANAGEMENT

In basic terms, management is the set of organizational processes that result in the offering of a good or service (ROBBINS, 2002). This primarily involves an organization's human capital, which is managed by a specific sector, the human resources sector.

The HR sector has a history of almost a century in Brazil and dates back to the 1930s. In the early 1930s, workers could actively participate in the search for their labor rights and better working conditions. This was all because at the time the companies were small, which allowed for a closer dialogue with their superiors. Brazil, during this period, received several workers from Europe, including Germans, Italians and Poles, who had a high level of education, culture and politics. They brought their experiences in the union field, which influenced Brazilian labor relations.

Soon after, with the Revolution of Getúlio Vargas, a president who noticed the restlessness and revolt of the working class, there was the creation of the Ministry of Labor, responsible for legislation in favor of the working class (AQUINO, 1989, P. 64-65). Yet, and most importantly,

The CLT was created by Decree-Law No. 5,452, of May 1, 1943, and sanctioned by President Getúlio Vargas, during the Estado Novo period. ... Two years earlier, in 1941, Getúlio had signed the creation of the Labor Court, in the same place and on the same day of the year. (JUSBRASIL, 2012).

Therefore, companies had to structure themselves internally to comply with the new legislation. Thus, the Personnel Section was created and the head of personnel emerged, responsible for taking care of the work routine, obligations, rights and labor duties. At that time, labor was abundant and cheap.

During the Juscelino Era, in the 1950s, the automobile industry arrived in Brazil and there was an opening to foreign capital. As a result, problems began to arise that could not be resolved with the Personnel Section alone, requiring other Human Resources units with higher quality and capable of facing the new reality. These labor problems, internal and external, were not resolved, as companies supported the working class to seek their rights, thus the situation became increasingly worse.

In 1963/1964, the leaders were from the middle class or high society and were unable to understand the problems of the lower class, the workers. Their promises were based on propaganda. During this period, a revolution occurred, as the workers were deceived and manipulated by these leaders (AQUINO, 1989). There was strong political and economic control, especially over wages. The displeasure on the part of the workers was visible.

Later, in 1973, Médici returned peace to the workers, by encouraging investments in Brazil. The business climate improved for a short time and problems returned, as companies realized that they were not fully autonomous and began to worry about optimizing resources, including human resources. Labor became scarce, especially specialized labor, workers were more concentrated in their states of origin.

In 1978, there were strikes by different professional categories, in several states, seeking work improvements, salary improvements, and the desire for political participation. All these historical facts contributed to the study and specialization in Human Resources Administration, as they consequently brought to the

two Brazilian people, especially the working class, comparing the lifestyle or work style of other people (RODRIGUES, 1994).

Increased awareness among Brazilian businesspeople that having a human resources with specialized people, responsible for taking care of relationships between employees and senior management, brings benefits to both, both the company and the employee. This relationship demonstrates that this department is increasingly expanding in Brazilian Organizations, always seeking the satisfaction of both parties.

The HR sector is extremely important for companies, as, in addition to interviewing, selecting, hiring

and dismissing people, is responsible for connecting human capital with the organization (GONÇALVES, 2012). Through the mission, vision and values, the organization analyzes the competence and commitment of each employee, aiming for the adequate development of their functions. This sector always seeks a good relationship between colleagues, departments and bosses-employees, people committed to their obligations, who demonstrate a willingness to learn (LACOMBE, 2011). It is also responsible for the continuous motivation and satisfaction of employees, resulting in greater commitment when carrying out their tasks. It is responsible for implementing programs that develop a better quality of life at work. It is the sector where employees can seek to solve problems, talk about their growth expectations and suggestions for improvements within the company (KRAUS, 2005).

HR also organizes and diagnoses the need to improve personnel and procedures, which results in ways to face these situations with strategic planning and training activities (WEISS, 1991). The company trains its employees through training and specializations to achieve the objectives proposed by the company and achieve success in a competitive market. According to Chiavenato (2014, p. 309), “to be successful, organizations need talented, smart, agile, entrepreneurial people willing to take risks”.

Furthermore, according to Oliveira (2002), strategic planning generates strategic management that considers the various factors that involve the organization, both internal and external. Thus, diagnoses, definition and clarity of the company's mission and objectives with clear quantitative and qualitative control and evaluation instruments, all combined with a team of qualified professionals tends to generate good results for organizations.

PUBLIC ADMINISTRATION

The analysis of public management can be carried out from different perspectives, considering spheres of power (executive, legislative, judiciary), each with its own organizational particularities, or state-owned companies, organized according to the field of activity. In this sense, it is interesting to highlight what is common in these different examples of organizations: public management is generally not motivated by profit and there is no basic precept of the modern economy, which is the ability to price goods and services.

As human beings, we act to improve our quality of life, this is done based on increasing wealth that generates comfort. In public management, this motivation continues, however there is no wealth produced, only the linearity of the determined salary. In this sense, the task of management or public administration

[...] consists of interpreting the objectives proposed by the organization and translating them into business action through planning, organization, direction and control of all efforts carried out in all areas and at all levels of the company, in order to achieve these objectives in the best way. (CHIAVENATO, 2014, p. 34)

As there is no basic incentive to improve according to consistent production and evaluation methodologies, public management tends to inefficiency and low quality of products or services. To alleviate these problems, public management resorts to strategies proposed by the private sector, using the principles listed by Oliveira (2002) and Oliveira (2010), for the organization's success.

This same analysis applies to everyone without distinction: the incentive for a certain behavior is a positive or negative reward. Therefore, what incentive do individuals have to act in the face of uncertainties in the Brazilian legal system, in the face of laws made without consistency and without adequate contextualization? What do these laws represent in terms of society, the function of the State and freedom? The big “however” is to check who legislates and for whom. Thus, the law itself is one of the obstacles to public management.

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The vision of society instilled in these processes impacts the lives of many people. What can be seen is that, for the most part, this is how laws are made in Brazil. The will of a group is met to the detriment of the needs of many who, without the power to interfere, end up peacefully accepting the weight on their shoulders – this is what happens with taxes year after year.

How did this come about, how to avoid it or look for more effective alternatives? Simplifying is the answer. There are countries with less than a third of Brazilian legislation and triple the effectiveness and productivity. The Brazilian judiciary is slow and expensive (especially labor justice), it is urgently necessary to alleviate the burden on the shoulders of those who actually produce wealth: the individual.

Thus, the law is the collective organization of individual law and should never overlap with individual law.

dual. For Bastiat, “collective law therefore has its principle, its reason for being, its legitimacy, in individual law. And the common force, rationally, cannot have any other purpose, any other mission than to protect the isolated forces that it replaces” (2010, p. 12). However, at a given moment, the law is perverted and becomes an object in the hands of a few and its limits are no longer tangible.

For the author cited above, the limitations of the law are made by those who legislate. In this sense, there is no way to prevent someone from legislating in their own cause and the effects of the law will not be applicable to those who legislated - this is true in many situations. Furthermore, in such a wide geographic space, there is no way to even perceive the needs of millions of people, which is why the law becomes something generic, a broad generalization about what legislators consider to be a reality (OLIVEIRA, 2012).

The same goes for public management, it is difficult to prevent someone from carrying out public management in accordance with their interests, as punishments are extremely mild and justice is slow. Therefore, there is a pressing need to modify basic structures before any improvement in public management can occur, specifically the legal structures that keep bad employees and encourage corruption and interference.

PUBLIC SECURITY MANAGEMENT

Public security management depends not only on personnel, but on a whole web of public bodies that operate on different fronts. In this network, the judiciary, legislature and executive are supposed to act in concert to provide improved security for the entire population. Furthermore, issues such as resource allocation, criminal legislation, prison systems and police forces will only be effectively implemented if the three powers are functional.

The notion that there are certain services to be offered predominantly by the State, on a monopoly basis, can be associated with the concept of the term public. According to Oliveira (2012), the term public presents conceptual diversity over time. For the author,

The use of the term is normally designated to what is state-owned, that is, the connection with the State is the first recurring idea. This connection is understood when the origin of the term shows that the verbs “publish”. It derives from the Latin publicu, that is, “to make public”, and from publicus, “relative to the people”, in addition to populus, “people”. Thus, since the State is traditionally responsible, te, for the common good the term is normally related to it. (OLIVEIRA, 2012, p. 44).

Based on these assumptions, the Brazilian state system, governed by the Federal Constitution of 1988, in its chapter III, article 144, defined the objectives of public security and determined the bodies responsible for maintaining and exercising this service, as follows:

Art. 144. Public security, the duty of the State, the right and responsibility of all, is exercised to preserve public order and the safety of people and property, through the following bodies:

I - Federal police;

II - Federal highway police;

III - Federal railway police;

IV - Civil police;

V - Military police and military fire departments

The actions of these bodies were supposed to guarantee public security, a fact that also motivated the existence of a disarmament statute (Law No. 10,826, of December 22, 2003 and Decree No. 5,123, of July 1, 2004), which ultimately prohibit and treat as criminals those who choose to possess a firearm for the defense of themselves and those close to them. However, this is something unreal, there is no physical possibility geographic or economic situation that guarantees the presence of security agents throughout the territory or in any situation of illegality. In this sense, Leeds states that (2013, p. 135)

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Public safety, of all public policy arenas, is the most difficult to change. With the exception of the nominal and symbolic change in the role of the police, ceasing to be responsible for national security and assuming responsibility for public security - that is, protector of the State began to protect citizens.

For better public security functionality, a good strategy is to invest in technology.

nologies and training of the professionals involved. The next section addresses aspects relating to technologies applied to public security.

MANAGEMENT IN PRISON SYSTEMS

In the previous sections, it was possible to verify the importance of people management and the various factors that impact this management, providing directions and possibilities. In the prison system, all these factors are relevant, however, they are sometimes ignored by those responsible for management.

It is important to question how it is possible to maintain good organizational behavior in prison institutions. How can we maintain the quality of life of professionals and inmates when there are no resources to maintain good infrastructure and good hygiene and basic sanitation conditions? Going further, how can there be motivation on the part of professionals when faced with situations of high psychological burden, such as in situations of violence and death, a reality present in any prison institution?

Part of these responses involves good professional training to manage psychological stress and manage conflict and crisis situations. The Criminal Execution Law determines in its Article 1 that “Criminal execution aims to implement the provisions of a criminal sentence or decision and provide conditions for the harmonious social integration of the convicted and interned” (BRASIL, 1984). The aforementioned law does not, however, determine the role of the prison officer in the meantime. Thus, each state prison system determines a set of duties and responsibilities and directs specific training as it considers most important. In this sense, the penitentiary officer's manual for the state of Paraná argues that

The Penitentiary Officer performs an important high-risk public service, by safeguarding civil society by contributing through criminal treatment, surveillance and custody of the person imprisoned in the prison system during the execution of the prison sentence, or security measure, as determined by legal instruments. (PARANÁ, 2017).

To carry out the service, two basic elements of training are training in crisis and conflict resolution. Conflicts can involve different types of situations that involve physical contact or not, regardless of those involved, professionals or inmates. Managing the professional environment is part of organizational behavior and, making a simple analogy, good service to inmates – as if they were clients, who have needs and desires to be met, can help in this process.

Crisis situations are different and severely impact the routine of the penal institution. Its origins can be diverse, however, the risk to life imposed on those present in the institution is common. In crisis studies, there is a consensus on the need to protect lives and comply with the law. For Neto et al (2018, p. 201), these are the primary pillars:

- a) Preserve lives: The primary objective of crisis management is to preserve the lives of those involved in the crucial event. In this sense, the doctrine establishes a schedule in which the lives of those involved are prioritized, taking into account the following order: I – the public security agent; II - hostages; III - the general public; IV - the hostage taker;
- b) Apply the law: According to the doctrine of crisis management, the law will be properly applied in the outcome of the critical event when: I - arrest of hostage takers; II - protection of patrimony; III - guarantee of law and order, respectively.

In this way, all professional training of agents passes through these fundamental pillars and for the preservation of life and the applicability of the law to be effective, the professional must be seen as a whole, as a human being who needs to be in a position to face reality. of the prison system.

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METHODOLOGY

The type of research used in this work is exploratory, as it involves a bibliographic (GIL, 2007). Exploratory research is concerned with providing information so that it is possible to get closer to the characteristics of the problem in order to understand it.

This work is qualitative in nature, as it seeks to analyze data from a point of view situated in a specific context. Qualitative research “consists of a set of material and interpretative practices that give visibility to the world” (DENZIN; LINCOLN, 2006, p. 17). When describing the generation context



of the data, a qualitative approach will also be used, which is essentially “descriptive, that is, the information obtained cannot be quantifiable” (PEREIRA, 2019 p.20).

According to Gil (2007), regarding the general objectives of the research, it can be classified into three groups: exploratory, explanatory or descriptive. Among these, this work is classified as descriptive, as “descriptive research has as its primary objective the description of characteristics of a given population or phenomenon, or the establishment of relationships between variables” (Gil, 2007, p.42). Therefore, the work is classified as descriptive research, as it aims to describe problems involving public management.

FINAL CONSIDERATIONS

The present work sought to revisit important concepts about the area of management, specifically public management, defining and delimiting the scope of the area, addressing issues relating to organizations. All of these characteristic elements are responsible for the functioning of public bodies and promote, directly or indirectly, the improvement of the quality of life of those involved, whether these employees or the population in general.

Therefore, as this is a rich field with ample space for research, it is important to revisit the concepts covered in this work to provide support to those responsible for public management. Although this is a succinct work, it opens up possibilities for research to be carried out in different organizations based on the topics presented.

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