Public Management and Performance: a Case Study on the Results Management of the Government of the State of Ceará

Gestão Pública e o Desempenho: o Estudo de Caso sobre a Gestão por Resultados do Governo do Estado do Ceará

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Public Management and Performance: the case study on management by results of the government of the state of Ceará.

Abstract: The present study is focused on the performance in the public sector regarding more specifically the Brazilian public management and Ceará. It is aimed at conforming the investigative method in which a qualitative and exploratory research was used through a methodological approach through documentary analysis and a case study. This manuscript shows the path of public management and performance in Brazil, identifying the main facts that characterized these phenomena and how culture has behaved in terms of results and its reflection on the performance of the government of Ceará. The findings of previous studies on management and measurement of performance in the public sector were not sufficiently clarified. The research reported here seeks to fill this gap, examining the influence of management results on the performance of the public sector. The results show that the new practices introduced by the management of results demonstrated significant advances in the economic, fiscal and administrative policies of the State, but the progress made under the environmental and social aspects were not enough to mitigate social and territorial inequalities. The culture of the management of results also shows that this essay is different from previous demands.

Keywords: Performance; Public Management; Management through Results; Public Service.

Resumo: Estudo sobre o desempenho no setor público sob o enfoque da Gestão pública brasileira e cearense. Com vista a conformar o método investigativo, recorreu-se a uma

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pesquisa qualitativa, de caráter exploratório, por meio de uma abordagem metodológica mediante a análise documental e via estudo de caso. O escrito mostra o percurso da Gestão pública e o desempenho no Brasil, identificando os principais fatos que caracterizaram estes fenômenos e como se comportou a cultura por resultados e seus reflexos no desempenho do governo do Ceará. Os achados de estudos anteriores sobre gestão e medição do desempenho no setor público não foram suficientemente esclarecidos. A pesquisa ora relatada procura preencher esta lacuna, examinando a influência da gestão de resultados no desempenho do setor público. Os resultados evidenciados denotam que as novas práticas introduzidas pela gestão de resultado demonstraram sensíveis avanços na política econômica, fiscal e administrativa do Estado, porém os progressos ocorridos sob os aspectos ambiental e social não foram suficientes para atenuar as desigualdades sociais e territoriais. A cultura da gestão por resultado, também, mostra este ensaio diferente em relação a demandas precedentes.

Palavras-chave: Desempenho; Gestão Pública; Gestão por Meio de Resultados; Serviço Público.

1. Introduction

The modern perspective on Public Management reveals not only a recurrence of themes, dilemmas and paradoxes but also a constant search for more knowledge to solve practical implications, such as managing and measuring performance (Mota, 2013; Capobiango, Nascimento, Silva, Faroni, 2013).

In practice, there are pressures for more and better services, immediate solutions to economic, fiscal and social problems, through the efficient use of resources, accountability and transparency of the acts of the rulers (Mota, 2013; Bao *et al.*, 2013; Cavalcante, 2019).

Bouckaert & Halligan, (2008) point out that administrative culture is a decisive factor that influences the implementation of performance management and measurement processes. Similarly, the attitude of politicians and managers is relevant in the *design* and implementation of reforms, administrative and management processes (Pollitt & Bouckaert, 2004; Brusca, Manes Rossi and Aversano, 2017).

Based on the literature on government performance, this step aims to conduct a study on performance in the context of the Brazilian Public Management and management of results in the Government of Ceará. Within this scope, we seek to achieve these specific objectives: a) to highlight the evolution of public management approaches and performance; b) to describe the phases of Brazilian Public Management; c) to display the management model as a result of the Government of Ceará.

The methodology used consisted on a bibliographic and documentary review of the literature and constitutional devices applied to government performance and on The Brazilian Public Management regarding the management of the applied result in Ceará. In fact, the study is classified as descriptive and exploratory, with qualitative analysis, through documentary analysis and a case study.

The main findings of this manuscript recognize the important role of state outcome management practices in improving fiscal, economic and administrative performance. For this purpose, they contribute to cultural, normative changes and in their organizational processes. The results also show the advances in social and environmental issues, but they are still far from dictate an end of poverty, poverty and social and territorial inequalities.

The data of this study allow an overview of the culture of results, how the processes improved the influences of public policies and added public value. It should be also understood that a performance measurement system is needed in which an efficient diagnosis of government programs should complement an effective interaction with organizational capabilities.

This manuscript is organized into five sections, including the introduction herein reported. Next, there is a literature review. In the immediately later section, the context of the study is shown, in order to, if firmly, outline the case study analysis, and the final considerations. In the last segment, the main results are evidenced, and proposals are offered for future research.

2. Theoretical Framework

2.1. The Evolution of Public Management and Performance Schools

The evolution of Public Management makes up five "eras of administration"(Bao *et al.*, 2013). The first is called pre-classical because it precedes the conscious creation of public administration as a formal field of study. During this period, it is clear the importance of public managers in the process with politicians in establishing the trust and legitimacy of the political and legal order, as well as the performance of the government (Bao *et al.*, 2013; Mota, 2013).

The performance, at that time, was related to the measurement: what, why and how the activities should be measured and reported, in order to improve the governmental

result (Eliuz *et al*., 2017; Monteduro, 2017). Also, the performance was linked to its evaluation, being perceived as guiding the direction of priorities and was used to evaluate the merit and quality of individual and collective effort (Ensslin *et al.*, 2017).

The second "era" refers to bureaucratic management. For Bao *et al.* (2013), classical management is concerned with administrative efficiency, the competence of its activities and the regulation of its acts and decisions. The focus was based on the definition of goals and objectives through a hierarchical system.

At this stage, there was a transformation based on rules and processes for the market. Due to the management reforms, there was another impulse, then directed to Performance Management and Measurement (PMM) (Monteduro, 2017).

At that time, the United States sought inspiration from European models for democratic practices. Constitutions and laws were presumed as logical and necessary foundations to ensure democracy. Administrative problems and inefficiency in the provision of services, however, revealed the insufficiency of the legal order. It was found that the creation of sound and also responsible political institutions would not be able, by itself, to operate in order to obtain an effective performance (Freitas, 1999; Mota, 2013).

In the modern state, by assuming dimensions of service delivery, efficiency has become an important stage. Proposals for an independent administration of politics and based on studies and own knowledge, such as a science (Mota, 2013).

Subsequently, there was a search for the principles of Administration. The advance was, however, concomitant with the frustrations and disappointments with the inefficiency of the Public Administration. Attempts to implement political neutrality and professionalization of public management faced political obstacles (Mota, 2013).

The study of Public Management should, therefore, consider the context of a more comprehensive and holistic view. The model was characterized by an excessive focus on control, resulting in reduced efficiency, transparency and objectivity mechanisms - hence the slowness and privilege of interests of specific groups and low performance (Mota, 2013).

Assuming as impossible the neutrality and distancing from politics, as well as the universality of practical principles, the best proposal would be to compromise public managers with essential values - conformed in ethics, equity, efficiency and effectiveness - that would condition behaviors and management practices.

The current hegemonic discourse configured the government as having become unsustainable and financially burdened. The responsiveness of the authorities and the government's priorities have been the subject of debate. Therefore, with an intense political, ideological and economic component, a broad movement of administrative reforms aimed at changing the role and functioning of the State has been experienced. Assisted by intensive sponsorship of multilateral organizations, reforms in search of better performances have occurred in central countries (Freitas, 1999; Cavalcante, 2019).

Thus, the movement of the New Public Management (NGP), the "third era", signed by a broad set of beliefs, doctrines and experiences that served as a reference framework in the evaluation and redesign of the public sector. Under the NGP agenda, PMM appeared as a way to reinvent and improve the efficiency, effectiveness and quality of the government (Gomes, Mendes, Carvalho, 2017).

The NGP emerged intensively based on a narrative about the shortcomings of the bureaucratic model and suggested reforms with support in neoliberal doctrines, aimed at reconfiguring the role of the State (Mota, 2013; Cavalcante, 2019).

NGP consisted of a set of deliberate changes in structures and processes in order to achieve better performance. It is a prescriptive, post-bureaucratic model for management structuring, supported by the principles and guidelines of competitiveness and private organizations (Mota, 2013; Verbeeten and Speklé, 2015; Cavalcante, 2019).

Ex positis, management should only target services, not run them. There was a preference for outsourcing and hiring out. Through several private providers, the benefits of competition between them could be used, avoiding monopolies and allowing greater flexibility (Mota, 2013).

The focus on performance would lead governments to increase productivity, cost-effectiveness in service delivery (Carter, Bob, 2013). In addition, the introduction of competitive mechanisms between government agencies, the instruments of managerial flexibility, were foreseen as incentives and means for improving management (Cavalcante, 2019).).

Bouckaert and Halligan, (2008) point out that NGP is a two-level phenomenon. In the political feature, the doctrine propagates the improvement of public services through the import of concepts, techniques and principles of private initiative. Meanwhile, at the most technical level, the set of specific concepts and practices includes an emphasis on performance, measuring costs, processes and result indicators; preference

for leaner and more specialized organizational formats, with typical market mechanisms, such as openness to competition, payment for performance and focus on customer-citizen services.

The government would focus its efforts on its essential and exclusive activities, directing and ensuring the supply of society's needs through transfers to the private sector and the third sector (Mota, 2013; Cavalcante, 2019).

The belief in changes favored the proposal of a reinvention of Public Management because they brought new optimism. It was, therefore, a new paradigm of transforming the public sector through administrative reforms that focus on results in terms of efficiency, effectiveness and quality in the theory of governance. Thus, NGP moved to governance (Jurnali, 2015; Han, Kim, 2017).

Public Governance (GP), the fourth school, covers participation, rule of law, transparencies, responsiveness, consensus orientation, equity, efficiency and effectiveness, accountability, strategic vision and equity. As such, the availability and dissemination of information on policies, programs and results relating to services are the central elements, whose main objective is to improve accountability, because it offers greater attention to markets, PMM, citizen satisfaction and government transparency (Jurnali, 2015)..

GP is a format of bureaucracy, coordination and division of labor, influencing planning, management and decision-making. These governance structures establish PMM models that seek an interconnection of public policies, through new evaluation processes, and that allow intersections of the public and private sectors (Tabi; Verdon, 2014; Virtanen, Vakkuri, 2015).

As means and instruments of policies, GP caused changes and consequences; interest in networks beyond hierarchies, arrangements of partnerships between public, private and non-profit organizations; emphasis on negotiation and persuasion skills - and revitalized PMM's skills. (Bao et al.,2013; Han, Kim, 2017; Cavalcante, 2019).

The modernization by the GP involves the process of shaping a new institutional design based on the definition of political goals, of meeting the interest of groups that exercise power through a system of norms (Barabashev, Klimenko, 2017; Han, Kim, 2017).

In fact, the GP postulates the complex and fragmented nature of policy definition and implementation processes (Dal Molin, Turri, Agasisti, 2017). These organizational

and institutional conditions at each level of administration can influence the implementation of reforms (Dal Molin, Turri, Agasisti, 2017).

According to Bao *et al*. (2013), the GP emphasizes three characteristics to establish trust and legitimacy. First, it is focused on value, because it is argued that the goal is to promote the public good, not only to improve efficiency, effectiveness or responsiveness in the implementation of a given program. The second characteristic is to emphasize the creation of processes that facilitate the generation of implementable agreements between *stakeholders,* which will produce maximum public value. And the final feature is the creation of public good as a co-production process, involving the citizen, the private market and the non-profit sectors (Cavalcante, 2019).

The role of government is not to regulate, distribute or redistribute public benefits, but also to serve as a catalyst for shared ownership of the public good (Bao *et*al., 2013; Cavalcante, 2019). Instead of disaggregation, integration; instead of competition, it emphasizes collaboration; and, finally, the substitution of pecuniary motivation by the professionalization of bureaucracy and the inclusion of social agents in policymaking (Cavalcante, 2019).

The three characteristics discussed emanated that government performance needs to be seen from the perspective of the organic integrity of a political system in which the public, private, and non-profit sectors work together to create the uniqueness of a community. This view emphasizes the synergistic influence of social institutions in the creation of a shared system of values, agreement on governance processes and structures and the respective roles that all sectors play in the creation of the common good (Bao *et al*., 2013; Cavalcante, 2019)..

The last stage refers to value-based performance. The value-centric approach combines strategy and performance management. This approach facilitates the integration of strategic leadership with the most tactical and operational concerns of PMM (Bao *et al*., 2013). It highlights the importance of relationship management skills in establishing trust in the government, which requires managers and employees to place the values of policy in the project at the center. It is negotiated both horizontally and vertically, as well as inside and outside, sharing performance among various *stakeholders*. (Bao *et al*., 2013).

This approach expands the learning capacity that requires participants to create imaginative solutions. It encourages self-reflection on the best course of action and

performance criteria. Values are necessary for the creation of moral integrity, regardless of whether dealing with people or political systems. In the absence of this shared integrity, the participants of the process will resort to confrontation and the use of force to deal with their dissatisfactions (Bao *et al*., 2013).

Finally, this subject offers a rich opportunity to prepare a research agenda, focusing on how differences in values shape the meaning of efficiency, effectiveness and government outcomes.

2.2.The Reforms of Brazilian Public Management Directed to Performance

The Brazilian Public Management was first constituted in a Patrimonialism State that was characterized by an intense public and private interest, where the State Entity was the Royal Family.

The administrative reform of 1936 focused on general administration activities; sought to assemble a body of bureaucrats; it was based on the "principles of administration" and the model prescribed in the Taylorist/Fayolian/Weberian theory (Capobiango, Silva, Faroni, 2013; Faria, Faria, 2017)..

Later on, came the bureaucratic model, which sought to combat the excesses of the previous statuary. The bureaucratic model was based on the modalities of rational-legal authority, explaining impersonality in relationships, formalization of communications, division of labor, hierarchization of authority and merit-based on competence (Bresser-pereira, 1999).

In this context, decree-law no. 200/67 implemented the decentralization of the federal administration's staff; management for the private; union for municipalities; and the establishment of administrative systems (Capobiango, Silva, Faroni, 2013; Faria and Faria, 2017).

This standard materialized decentralization through the creation and expansion of municipalities, foundations and state enterprises, giving greater autonomy than to the organs of direct administration. Despite this advance, there was the "Counter-Reform" introduced by the Federal Constitution (Bresser-pereira, 1999). Nonetheless, there were advances in the requirement of public tender and the transfer of social actions from the federal sphere to the other federative spheres.

This political-institutional periodization did not separate the administrative reforms of the structural movements that occurred at the political and economic level to the extension of the country's modernization process, including transformations that occurred in the management plan (Capobiango, Silva, Faroni, 2013; Faria; Faria, 2017).

The market imposes agility and an intense ability to adapt to change, due to technological complexity. Therefore, the bureaucratic model, with its dysfunctions, did not meet the institutional objectives, being replaced by the management standard.

The Management Reform has three interconnected dimensions - social, economic and administrative. The first addressed the well-being of the population; the economic dimension was aimed at strong state intervention; and the administrative aspect was linked to the crisis of governance and credibility of the State (Paes de Paula, 2005).

Hence, this was a response to the crisis in which the State was going through, a cost reduction strategy to make the administrative machine more efficient (Paes de Paula, 2005; Mota, 2013; Cavalcante, 2019).

The Management Model was highlighted with the implementation of the Ministry of Federal Administration and State Reform, which began to have as its function the operationalization and elaboration of the Master Plan of the Reform of the State Apparatus.

The Management Reform promoted the decentralization of social services to states and municipalities; delimited the area of operation of the State, establishing a distinction between the exclusive activities of the State and social and scientific activities, which were transferred to the non-state public sector, and the production of goods and services to the market; the distinction between the activities of the strategic core, which must be carried out by politicians and senior officials, and service activities, which may be the subject of external contracts; the separation between policymaking and its implementation; greater autonomy for executive agencies; ensure accountability through administration for objectives, the creation of social control, in combination with increased transparency, while reducing the role of internal control (Bresser-pereira, 1999; Faria and Faria, 2017) .

The model of the reform had three pillars: (1) proposed a new classification of what is public property; (2) distinguished in its text the three types of public administration; and (3) segmented three necessary levels of state action.

First, public property would be classified into two types: state public property and non-state public property. The first is the assets under state control and the second is all goods of public interest, even if these are not from the State.

The second pillar provides details of the three types of public administration: patrimonialism, bureaucratic and managerial. It is noteworthy that the Management Administration does not deny all the principles of Bureaucratic Administration, which is based on results and not on processes (Faria and Faria, 2017).

The third pillar delimited the levels of state action in three sectors of activities: exclusive activities; non-exclusive social and scientific services; and the production of goods and services for the market (Bresser-pereira, 1999).

The exclusive activities of the State are not delegable, such as armed forces, security, collection and tax inspection, etc. Non-exclusive services are those whose public goods and services may be provided by non-state public organizations or by private entities subject to social control. And the production of goods and services for the market is found in economic activities close to the structure of the State.

The strategic core has the function of formulating, supervising and evaluating the implementation of public policies, being composed of the summit of the Three Powers and The Public Prosecutor's Office.

After the FHC government, the social aspect arose. It manifests itself in the alternative experiences of Public Management and has roots in the ideas of political heirs for the re-democratization of the country, with emphasis on social movements and non-governmental organizations (Paes de Paula, 2005).

In the following governments, however, the continuity of managerial practices was observed, including in regard to social policies that were consolidated in the "movimentalist" field (Paes de Paula, 2005).

The "movimentalist" field focused on the claim of citizenship and the strengthening of the role of civil society in the conduct of political life because it questioned the State as the protagonist of management, and the idea of the public as synonymous with the state.

In this context, governments multiplied throughout the country with innovative proposals, which housed various experiences of social participation. Thus, the insertion of the "movimentalist" field was expanded, and this began to work in municipal and state governments (Jacobi, 2000).

3. Case Study

3.1.The Management of Results of the Government of Ceará

The Management of Results (MR) can be conceptualized as the organizational processes that focus attention on behavioral aspects and manages means for the implementation of the government's strategic orientations. (CEARÁ, 2019b).

MR seeks to make a culture with focus on achieving strategic results; promotes global visibility into the priorities of the strategy through the entities; systematizes greater agility and better information; ensures the resources and organizational and financial focus necessary for the main objectives of the State; and stimulates learning through monitoring (CEARÁ, 2019a).

According to MARCOPLAN (2016) and CEARÁ, (2019a), the principles of The RGP are: Focus on clear and unequivocal target audiences; Guidance for long-term results; Flexibility and administrative agility; Valorization and professional commitment to results; Integrated, convergent and collaborative public governance; Participation and social control; and Fiscal and financial sustainability.

The State, in 2003, adopted the MR model and its adoption took place in a context of strong fiscal restriction (Maciel, Correa, *et al.*, 2019). In this context, the Management Committee for Results and Fiscal Management was implemented, aiming at assisting the Governor in the definition of the guidelines and measures to be followed by the agencies. The matrix of strategic results was also created, and the Situation Room was established to monitor government indicators, which means that it translated its effort to institutionalize the MR (Maciel, Correa, *et al.*, 2019; Maciel, Duarte *et al.*, 2019).

The MR had an entrepreneurial conception, seeking high standards of efficiency and effectiveness, with ethics and transparency, with the objective of reducing costs and focusing on citizen satisfaction ((Maciel, Correa *et al.*, 2019; Maciel, Duarte *et al.*, 2019).

According to Holanda (2006) and Maciel, Duarte, *et al.* (2019), the MR prioritized three aspects of action: proposing measures to achieve the fiscal balance; promoting a shock management and modernizing the administrative structure and obtaining credit operations to finance state activities. Another advance was the elaboration of the strategic plans of the secretariats and guidance in the understanding of the Government Plan and, consequently, the alignment of sectoral plans with the government's intentions. With this effort, all departments began to count on an array of

results and a linking with the government results; reduction in the number of programs; computerized system focused on public accounts, government actions, socioeconomic indicators and the municipal profile (MARCOPLAN, 2016).

In 2006, the growing focus on results stood out with the incorporation of an analysis chapter in the annual accountability reports of the State Court of Auditors (Netherlands, 2006; Maciel, Duarte, et al., 2019; MARCOPLAN, 2016). There was also the definition of the portfolio of priority projects, the results control panel and, finally, the Monitoring System of Actions and Priority Projects, instruments that contributed to the monitoring of the physical and financial execution of the projects (Maciel, Correa, *et al.* , 2019). This system aimed at a better management of the project portfolio (Maciel, Correa, *et al.,* 2019; Maciel, Duarte, *et al.,* 2019).

In 2007, the elaboration of the Management Model was defined in Law No. 13,875/2007, which included the implementation of the project monitoring structure, which began to have different levels of monitoring according to its classification in: government strategies, sectoral and complementary strategies (MARCOPLAN, 2016; Maciel, Correa, *et al*,2019).

In 2009, the State Planning Network was established, with the objective of conducting the processes of planning, budgeting and project management. The structure of the network started to count on the Sector Planning Unit, whose purpose was to unify the coordination of planning instruments, with the project monitoring offices and the objective of performing intensive monitoring of priority projects (MARCOPLAN, 2016).

Another important advance came with the participatory methodology for the preparation of the Multiannual Plan (PPA) 2016-2019. In the meantime, the PPA was made with the participation and support of civil society.

In 2016, the Government verified the need to resume the strategic vision and strengthen the MR. In this context, an overview of weaknesses in the implementation of the management model was found, in addition to the need for investment and improvement in strategic indicators (Maciel, Correa, *et al.*, 2019).

This reality brought the challenge of creating a comprehensive monitoring and evaluation system so that the results and efforts were measured, contributing to evidence-based decision-making, prioritization of public resources and transparency (Maciel, Correa *et al*,2019; Piovan *et al.*, 2019).

Hence, the Government modified it to a comprehensive system of governance, (Piovan *et al.*, 2019). This new model has a governance structure, connecting the planning and monitoring processes with the agreement of annual commitments, effected through the Results Agreement, which aligns efforts with the strategy, articulating a logical chain between the inputs for the implementation of initiatives, which, in turn, produce deliveries that contribute to the achievement of the planned results (Maciel, Correa, *et al*,2019).

It aims, therefore, to achieve in the short term the strategies established in the Strategic Development Plan and in the Sectoral Strategic Agendas, in accordance with the established guidelines of the current PPA. Once the agreement is defined, the monitoring of actions begins, which culminates in the evaluation of the secretariat's performance at the end of the period (Maciel, Duarte *et al.*, 2019).

In this approach, decisions made based on private interests are avoided and advances to promote and redirect public policies in achieving effective and efficient changes (Maciel *et al*, 2019).

**Figure 01:** Evolution of the MR Model of the Government of Ceará
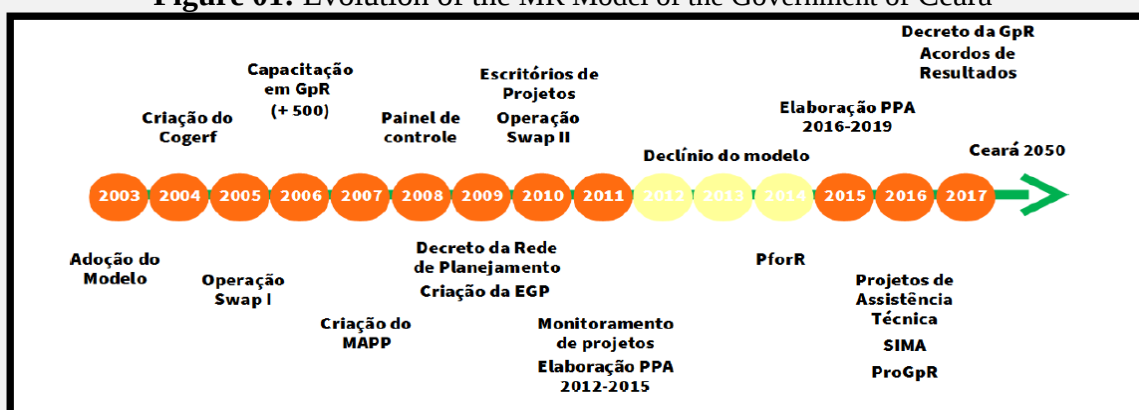
Source: (CEARÁ, 2019a).

3.2.Analysis of the MR model of the government of the state of C eará

The state of Ceará has an area of 148.800km², equivalent to 1.7% of the National Territory, and in 2019, the population was estimated at 9.1 million inhabitants, representing 16% of the population of the Northeast and 4.3% of the demographic contingent of Brazil. In terms of population density, it obtained an indicator of 56.76 inhabitants/km². About the infant mortality rate, it has decreases over the years, according to Graph 1 (IBGE, 2019).
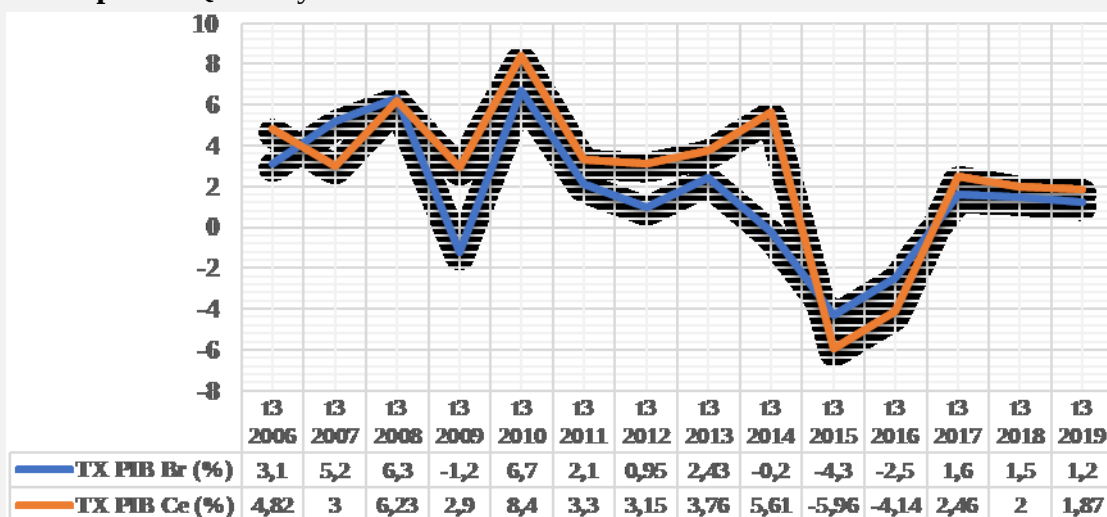
Graph 01: Infant Mortality Rate
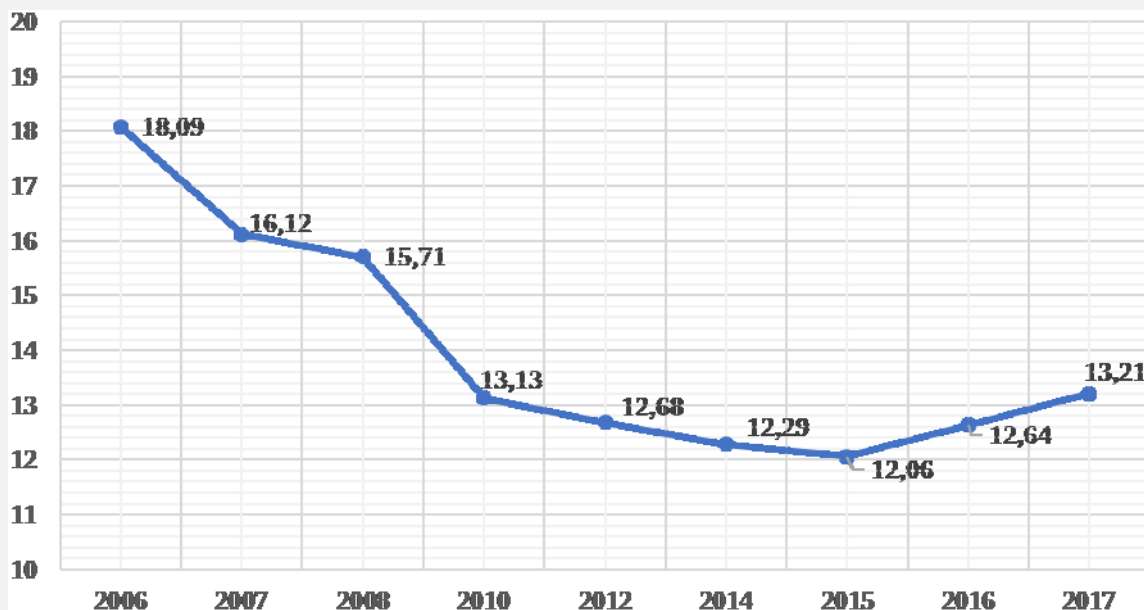
Source: IBGE, IPECE.

In relation to public spending, in revenues obtained in 2017, it raised r$ 28.4 billion reais and applied the amount of R$ 24.6 billion reais, with a budget surplus of R$ 3.8 billion, which demonstrates fiscal balance (IBGE, 2019)

In the same period, Ceará occupied the 3rd place in the ranking of the states that invested the most in infrastructure and public equipment, applying 989 million reais (IBGE, 2019). Corroborating with the data recently released in 2018, the Federation of Industries of Rio de Janeiro indicated that the Government of Ceará had the best fiscal situation in Brazil.

Graph 02: Quarterly Evolution of the GDP in Brazil and Ceará 2006.3/2019.3

	T3 2006	T3 2007	T3 2008	T3 2009	T3 2010	T3 2011	T3 2012	T3 2013	T3 2014	T3 2015	T3 2016	T3 2017	T3 2018	T3 2019
TX PIB Br (%)	3,1	5,2	6,3	-1,2	6,7	2,1	0,95	2,43	-0,2	-4,3	-2,5	1,6	1,5	1,2
TX PIB Ce (%)	4,82	3	6,23	2,9	8,4	3,3	3,15	3,76	5,61	-5,96	-4,14	2,46	2	1,87

Source: IBGE, IPECE.

The monthly household income per capita in 2019 was 942 reais, occupying the 18th place in Brazil (IBGE, 2019). Regarding the quarterly evolution of GDP Ceará and Brazil (%), 2006 to 2019, see graphic 2

The data reveal the result obtained by the state economy in 2006, which was influenced by the performances of the three sectors of the economy of Ceará: the agricultural – grain crops; the industrial- processing industry, civil construction, mineral extraction and electricity, gas and water; and the services - retail trade.

According to this information, the growth of the retail segment of Ceará occurred due to the positive movement based on the recovery of the purchasing power of wages, the ease of access and availability of credit lines (CEARÁ, 2007).

In 2009, the State accounted for the 3rd economy of the Northeast region and the 12th in Brazil, with a Gross Domestic Product (GDP), at market prices, of R$ 60.79 billion and a per capita income of R$ 7.385.00 (CEARÁ, 2010).

In 2010, Ceará's GDP grew above the average of the increase in the Brazilian GDP. The internal market was responsible for contributing to the economic growth, encouraged by household consumption and private investment. The Government encouraged important activities in the generation of employment and income, such as civil construction, by reducing the IPI for construction materials (CEARÁ, 2010).

As a result of the Brazilian macroeconomic crisis, in 2015, all states showed a drop in their GDP. According to graph 02, there was a sharp drop because in the previous year, the Soccer World Cup occurred, which at the time boosted tourism, leveraging the service sector and the GDP of Ceará (CEARÁ, 2016a).

The GDP in 2019 maintained the pace of growth started in the second quarter of 2017. Ceará shows higher GDP growth rates than the rest of Brazil since the third quarter of 2018 (CEARÁ, 2020). In all economic sectors, Ceará showed growth.

In the area of tourism, Ceará achieved the highest growth in the activities of the sector throughout the country, according to IBGE data (2020), consolidating itself as the main point of aerial connections in the Northeast and one of the main gateways for foreign tourists in Brazil. Moreover, the state ended 2019 with an important balance of jobs with a signed portfolio.

As far as security is concerned, homicides have halved, in the best result of the decade. The rate per 100.000 inhabitants, which reached 56.9 in 2017, fell to 24.7 in 2019.

In Fortaleza, where the problem of violence was even greater, the drop was more significant, from 78.1 homicides per 100.000 inhabitants in 2013 to 24.8 (CEARÁ, 2020).

Concerning the GDP *per capita*, in 2019, the projection for the country was R$ 34.429 and Ceará's was R$ 18.878, representing 53.63% of the national GDP per capita (CEARÁ, 2020). For the year 2020, the projection of GDP growth in Ceará is a positive rate of 2.38%, being above of the projected rate for Brazil - of 2.25%.

When analyzing the PPAs and their strategic axes of the governments of 2004/2019, it is perceived that the strategic results express the great commitments of management with society and are systematically monitored with support in their respective indicators.

The analysis of the evaluation of the PPA, the programs, the strategic results and indicators by strategic axes, aims to measure the advances and challenges that persist for the Government, allowing to assist the decision-making of strategic decisions, as well as serves as a transparency instrument - Table 01.

- *Multiannual Plan 2004/2007*

In this period, the PPA reflected the implementation of the GPR model cycle, which was summarized in three basic stages: planning, implementation, monitoring and evaluation. The planning stage defined the strategic results, setting goals and their indicators by axis of operation of the Government Plan.

The second phase occurred when the sectoral strategic plans were drawn up. This exercise also involved streamlining programs. Then, the strategic plans were implemented (MEDEIROS, LISBOA, NOGUEIRA, 2009).

The third stage consisted on Monitoring and Evaluation whose scope was the idealization of public policy. In terms of monitoring, the Government initiated it through the Sector Performance Report (RPS) and the Global Performance Report (RPG). The RPS is a document in which each Secretariat self-evaluates the programs and displays their performance, serving as accountability, and transparency of public spending.

The PPA 2004/2007 showed the "Ceará Vida Melhor" axis, which stood out and was responsible for 58% of the resources. This guideline comprised a series of strategic objectives, which guided and articulated the government's policies, programs, projects and actions, among which are: reducing the situation of extreme poverty; decreasing

infant mortality; improvement of life expectancy at birth; reducing illiteracy; education (CEARÁ, 2007).

The Ceará "Empreendedor" axis was responsible for 27% of the resources, with the focus directed on the expansion of competitiveness. The achievement of this axis is conditioned to a developmental action of the economy, expanding physical capital and improving human capital. In this sense, five strategic results are being worked on: diversified economic growth; international insertion; quality job creation; fiscal balance; competitive infrastructure (CEARÁ, 2007).

Thus, in this period, this axis enabled diversified economic growth, GDP growth, per *capita income*, inflow of international trade, 37.000 new jobs and a decrease in public debt in relation to the GDP.

Concerning the AXIS of "CE Integration", the government was unable to achieve the planned strategic results, as it did not improve the territorial distribution of income and employment and territorially balanced social inclusion, as income and occupations were concentrated in the Metropolitan Region of Fortaleza.

The CE axis "citizen service" was turned to government activities that enabled and improved the transparency of Public Management through the creation of channels of interaction with the citizen, through two equipment's - the State Ombudsman and the Government Portal.

Moreover, the efficiency in the use of the public resource was improved through the Primary Result. Under this pretext, the Government worked with a careful fiscal management, resulting in a Primary Surplus, ensuring the amortization of public debt (CEARÁ, 2007).

- *Multiannual Plans 2008/2011 and 2012/2015*

In "the participatory, ethical and competent government" axis, sectoral and thematic policies were proposed to promote intersectoriality, reduce social and regional inequalities, which required the adoption of modern instruments and practices of tax planning and management, aiming at democratizing the formulation and monitoring of

public policies, providing transparency on information and perform, with due competence, at the service provided to the population.

For this purpose, the results are: Citizen participation in the formulation and control of public policies; Qualified and agile management; Increased investment capacity; and Efficiency in public spending.

It is observed that this axis was the largest driver of resource allocation, being responsible for 42% (2008/2011) and 41% (2012/2015). We highlight the improvement of the processes of relationship with the media, the dialogue with representations of society, and the relations with the powers constituted through the PPA, elaborated in a participatory way in workshops in the eight macro regions of Ceará (CEARÁ, 2016b).

Table 01: Evolution of Strategic Axes through the 2004/2019 PPAs

Strategic Axes		2.004	2005-2007	Total	%
PPA 2004/2007	**CE Entrepreneurship**	1.543.707.221,11	5.392.595.876,21	6.936.303.097,32	27%
	CE Better Life	3.640.023.889,00	11.079.838.206,00	14.719.862.095,00	58%
	CE Integration	105.062.970,00	277.586.908,00	382.649.878,00	2%
	CE at the service of the Citizen	760.500.663,00	2.473.445.813,00	3.233.946.476,00	13%
Total		**6.049.294.743,11**	**19.223.466.803,21**	**25.272.761.546,32**	**100%**
Strategic Axes		2.008	2009-2011	Total	%
PPA 2008/2011	**Fair and Solidary Society**	3.903.277.126,00	12.458.678.986,00	16.361.956.112,00	35%
	Economy for a better life	3.156.899.662,00	7.202.378.300,00	10.359.277.962,00	22%
	Participatory, Ethical and Competent Government	4.392.933.115,00	15.298.919.779,00	19.691.852.894,00	42%
Total		**11.453.109.903,00**	**34.959.977.065,00**	**46.413.086.968,00**	**100%**
Strategic Axes		2.012	2013-2015	Total	%
PPA 2012/2015	**Fair and Solidary Society**	7.395.485.300,40	21.090.867.960,07	28.486.353.260,47	34%
	Economy for a better life	4.172.782.210,41	16.462.665.353,30	20.635.447.563,71	25%
	Participatory, Ethical and Competent Government	6.771.555.476,32	27.014.720.161,12	33.786.275.637,44	41%
Total		18.339.822.987,13	64.568.253.474,49	82.908.076.461,62	**100%**
Strategic Axes		2.016	2017-2019	Total	%
PPA 2016/2019	**CE Management Results**	16.277.311.498,00	55.116.385.810,00	71.393.697.308,00	68%
	CE Welcoming	405.639.666,00	1.352.301.497,00	1.757.941.163,00	2%
	CE of Opportunities	2.848.592.768,00	6.739.731.115,00	9.588.323.883,00	9%
	CE Sustainability	1.023.896.938,00	1.936.183.404,00	2.960.080.342,00	3%
	CE of Knowledge	1.468.202.950,00	3.851.903.268,00	5.320.106.218,00	5%
	CE of Health	2.782.770.912,00	9.438.197.668,00	12.220.968.580,00	12%
	CE Pacific	451.025.517,00	1.551.909.036,00	2.002.934.553,00	2%
Total		**25.257.440.249,00**	**79.986.611.798,00**	**105.244.052.047,00**	**100%**

Source: Own elaboration.

This also occurred with the increase in the state's investment capacity, which was confirmed as a result of a responsible fiscal policy. The government's effort to increase its collection through actions to obtain tax efficiency and combat evasion linked to the implementation of a management control policy of current spending, strengthening public savings and lowering the level of indebtedness, allowed the Government to be able to maintain its public investment program (CEARÁ, 2016b).

In the Fair and Solidary Society axis, strategic results are consolidated to reach new levels in the provision of social services, to improve living conditions, work and guarantee rights to the population.

To evaluate the effective improvements of the policies that are part of this Axis, five strategic results were defined: Expanded and Quality of Basic Education; Higher and Vocational Education with emphasis on the Potentialities of the State; Population with Access to Decentralized Health and Quality; Improve the population's Safety guaranteeing their rights; and Youth Opportunities for Productive and Social Insertion.

This axis in the PPA represented 35% (2008/2011) and 34% (2012/2015) of the public resources. The role of Education as the basis of the state development project stands out, and its policy aims to ensure more equal opportunities in promoting personal, social and economic development.

Thus, the implementation of these guidelines allowed the evolution of the Basic Education Development Indexes - State IDEB in the initial and final grades of elementary school; the Basic Education Development Index - IDEB of the State High School Network;

the decrease in the illiteracy rate of people at the age of 15 years and above; the increase in the Net Schooling Rate of High School; and the Average Education of People who are 15 years and older.

In the economy axis for a better life, the objective was to promote economic growth that reflected on social indicators, combined with environmental protection and the modernization of infrastructure for development. Thus, it guided the government action towards five strategic results: Economic Growth with Competitiveness; Increased Environmental Sustainability; Reduction of Interregional Inequalities; Higher income of Society and a better Distribution of it; and Expanded Strategic Infrastructure.

To ensure the required bases, the government defined as a result the "Expansion of strategic infrastructure" based on the improvement of logistics in the transport sector and the increase of water accumulation capacity, such as: expansion of the port of Pecém, implementation of the Refinery and Steel and the Export Processing Zone - EPZ, as well as the strengthening of water infrastructures (CEARÁ, 2016b).

- *Multiannual Plan 2016/2019*

The Ceará axis of Democratic Management for Results is the organization of government actions, in a way planned for an effective and efficient execution to contribute to the development of integrated public policies and whose attention is specifically directed to the needs of the citizens. In this sense, it seeks to ensure in the state, the constant economic growth, fiscal and budgetary financial balance and the reduction of inequalities immanent to the social realities in force (CEARÁ, 2020).

This axis is the main one and is responsible for 68% of the resources, having as a starting point the achievement of results through strategic, democratic, inclusive and participatory planning. Besides that, it aims to agree on feasible, measurable and transparent results, endowed with efficiency and effectiveness through strategic agreements (CEARÁ, 2020).

This model adopts the contractibility of results, instigating change of attitude of public managers and awareness about the agreed commitments. This conditions the planning, budgeting and the management formulation cycle. Therefore, the integration of strategic axes, the linkage of processes, resources, programs and products with the results were obtained, as well as the internalization and sharing of mechanisms of intensive monitoring and perennial evaluation (CEARÁ, 2020).

4. Final Considerations

The evolution of Public Management is evidenced in this manuscript through its approaches, characterizing its most relevant ideals and lead concepts. Soon after, the repercussion of these movements in the Brazilian context was shown. Finally, management was configured through the results of the Government of Ceará which characterized the PMM policy.

Therefore, the objective of the study was certified to highlight government performance under the context of the Brazilian Public Management, as well as the state's MR and the

positive compliance with its public policies, which were described and analyzed through the case study.

The Brazilian state's effort to promote performance was characterized by the implementation and consolidation of models materialized by administrative reforms, which required time and concentrated effort, superior sponsorship, discipline, and continuity, with the aim of implementing and rooting a culture of results in the state's institutions.

We also highlighted the MR policy of Ceará, demonstrated through an austere and effective fiscal policy, which served as a reference for the other federative units once it evidenced the strengthening of the Culture of MR of managers and politicians in the development and implementation of public policies and transparency in the government's priorities.

The institutionalization of this model means changing the behavior of civil servants, politicians, and partners to a vision of long-term results and a value for common well-being.

However, the advances evidenced by the State in regard to social and environmental results, have not advanced in the same way. Thus, the existence of concentration of wealth, the wide and evident poverty of the region and the urban violence of the state remains severe. Despite environmental investments and institutional exercises in the conduct of an environmental policy, urban problems still highlight the mismanagement of garbage and solid waste collection in general and a defective urban mobility, which will have to be fixed in the not-too-remote future.

Moreover, this work systematizes practical and theoretical knowledge related to the area of Public Management and performance in Brazil and Ceará, evidencing its path and identifying the main facts that characterized this way of knowledge, serving as a support for future theoretical works and practical tasks related to the subject.

Additional empirical research is necessary and indispensable in order to enrich the understanding of the specificities of the MR.

As a limitation of this issue, we have the perspective of the study on public performance in relation to a region of the Brazilian State, reducing the generalization of results.

The practical evidence of the study expresses that the Government should be careful to develop a culture by the way of result once its reflexes interfere in the service offered and in the public performance. As for the academic implications, the implementation of The

MR through PMM practices serve as expedients that assess and measure the government's performance.

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