

MANAGERIAL PROCESSES IN PUBLIC ADMINISTRATION <https://doi.org/10.63330/aurumpub.015-025>**Antônia Marciana Santos Ribeiro¹****ABSTRACT**

This study addresses managerial processes in public administration, analyzing how planning, organization, direction, and control contribute to improving efficiency, transparency, and the quality of public services. The general objective was to understand the importance of administrative processes in contemporary public management, identifying their historical evolution, theoretical principles, and practical applications within the context of the modern State. The research was qualitative and bibliographic, grounded in classical and contemporary authors of administration, such as Fayol, Chiavenato, Matias-Pereira, and Motta, as well as official documents guiding public sector reform and governance in Brazil. The analysis revealed that public administration has undergone different management models—from patrimonialism and bureaucracy to the managerial paradigm and public governance—gradually incorporating practices such as strategic planning, results-based management, and the use of digital technologies. It was found that managerial processes, when applied in an integrated and ethical manner, enable greater administrative rationality, transparency, and citizen focus, strengthening the legitimacy of public institutions. The study also demonstrated that valuing people, fostering innovation, and cultivating a culture of continuous learning are essential conditions for successful administrative reforms and for advancing public management in the country. It concludes that the modern public manager must balance technical efficiency with human sensitivity, promoting administration oriented toward the common good, guided by social responsibility, ethics, and citizen participation.

Keywords: Public administration; Managerial processes; Public management; Innovation; Transparency.

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INTRODUCTION

Contemporary public administration has undergone profound transformations in recent decades, driven by the need to make the State more efficient, transparent, and responsive to social demands. The growing complexity of relations between government and society requires public managers to adopt modern administrative practices capable of reconciling technical efficiency, social responsibility, and ethics in the exercise of public functions. In this context, understanding managerial processes and their application in the public sector is essential to grasp how public management can contribute to institutional development and to improving services provided to the population.

The literature on the subject, represented by authors such as Matias-Pereira (2012), Motta (2013), and Chiavenato (2014), emphasizes that public administration should be analyzed not merely as a set of structures and norms but as a dynamic system of human relations and decisions that directly impact collective life. Motta (2013) stresses that the modern manager must develop competencies aimed at coordinating people and resources, promoting a balance between administrative rationality and ethical sensitivity. Matias-Pereira (2012) observes that Brazilian public administration has been guided by principles of governance and accountability, seeking to combine strategic planning, technological innovation, and a focus on results.

The general objective of this work is to analyze managerial processes in public administration, discussing how planning, organization, direction, and control contribute to the efficiency and transparency of state management. Specifically, it aims to understand the historical evolution of public management models—from bureaucratic to managerial and governance-based—examine the practical application of managerial processes in the public sector, and reflect on the challenges of innovation, transparency, and valuing public servants as strategic elements of modern management.

The central hypothesis guiding this study is that the effective application of managerial processes in the public sector strengthens administrative efficiency, enhances transparency, and improves the delivery of public services, provided it is combined with valuing people and incorporating innovative and technological practices. It is also assumed that results-oriented public management, focused on the citizen and ethics, can transform the relationship between State and society, fostering greater trust and institutional legitimacy.

The justification for this work lies in the social and administrative relevance of the topic. In times of significant political, economic, and technological transformations, it is essential to understand how public management can evolve to meet the demands of contemporary society. The pursuit of efficiency cannot be dissociated from the democratic and human values that underpin public service. Thus, reflecting on managerial processes and their practical implications is fundamental to consolidating a more agile, participatory, and socially committed model of administration.



The text is structured around three main axes: the first addresses the foundations and evolution of public administration and its transition to modern management; the second analyzes the classical managerial processes—planning, organization, direction, and control—and their application in the public context; and the third discusses contemporary challenges related to innovation, transparency, and people management in the state sector. Finally, the conclusion presents a synthesis of reflections and highlights the importance of a public administration that combines technical efficiency, ethics, and social commitment.

METHODOLOGY

The methodology adopted in this study was qualitative and bibliographic, based on the analysis of books, scientific articles, and official documents addressing public administration and managerial processes. The research sought to understand, through theoretical review, the main concepts and transformations in public management, drawing on classical and contemporary authors such as Fayol, Chiavenato, Matias-Pereira, and Motta. It also considered legislation and government programs aimed at administrative modernization, such as the Master Plan for State Reform and the Access to Information Law. This approach enabled a critical and reflective analysis of how planning, organization, direction, and control are applied in the public sector, highlighting their relevance for efficiency, transparency, and innovation in Brazilian public administration.

DEVELOPMENT

PUBLIC ADMINISTRATION AND MODERN MANAGEMENT

Public administration encompasses the set of structures, processes, and practices aimed at implementing State policies and actions to meet collective needs and promote social well-being. In the contemporary context, it has undergone profound transformations driven by social and economic changes and by growing demands for transparency, efficiency, and citizen participation. According to Matias-Pereira (2012), public administration should be understood as a dynamic system composed of institutions and agents engaged in formulating, executing, and controlling governmental actions, always guided by principles of legality, morality, and impartiality.

Public management, as Motta (2013) argues, goes beyond the mechanical application of rules and norms; it involves the ability to coordinate people, resources, and policies in pursuit of the collective interest. Managing in the public sector requires ethical and political sensitivity, as well as technical competencies. The modern public manager must balance administrative efficiency with social responsibility so that public service delivery achieves effectiveness and legitimacy in society.



Historically, public administration has evolved through three main paradigms: the patrimonialist model, the bureaucratic model, and the managerial model, each shaped by political and economic transformations.

The patrimonialist model, dominant until the late 19th century, was characterized by the absence of distinction between public and private spheres. The State was perceived as an extension of the ruler's personal power, and public positions were filled based on family ties or political loyalty. This system fostered clientelism and corruption, undermining efficiency and impartiality.

In response, the bureaucratic model emerged, grounded in Max Weber's ideas (1947), aiming to rationalize and professionalize public service. Bureaucracy introduced significant advances, such as clear norms, functional hierarchy, and merit-based selection of civil servants. Its goal was to ensure predictability and legality in administrative acts, reducing favoritism and increasing impartiality. However, over time, this model became excessively formalistic and rigid, resulting in slowness and detachment from society's real needs.

To overcome these limitations, the managerial model—also known as New Public Management (NPM)—was introduced, inspired by business administration practices. This paradigm began to be implemented in several countries in the 1980s and reached Brazil in the 1990s. It advocated introducing efficiency, effectiveness, and quality criteria into public administration, emphasizing decentralization, results-based management, and accountability. According to Motta (2013), the managerial model brought a more strategic vision to the public sector, encouraging planning and performance control based on indicators and targets.

In the following decades, particularly from the 2000s onward, a new concept emerged: public governance, which expands the managerial logic by integrating civil society and the private sector into decision-making processes. This model relies on principles such as transparency, participation, social control, and collaboration among different spheres of power. For Matias-Pereira (2012), public governance represents a higher stage of public management, recognizing that the State is not the sole producer of public goods but part of an interdependent network of actors.

In Brazil, managerial reforms gained prominence during President Fernando Henrique Cardoso's administration in the 1990s, with the Master Plan for State Reform (1995), drafted by Luiz Carlos Bresser-Pereira. This document marked the beginning of modernizing Brazilian public administration under a managerial approach, proposing a more efficient, less bureaucratic, and results-oriented structure.

The plan established a new conception of the State: instead of acting as the direct executor of all activities, it should function as a regulator, coordinator, and evaluator of public policies. Executive and regulatory agencies were created, granted greater administrative and budgetary autonomy, with performance targets and management contracts. This transformation was based on the principle of



efficiency introduced by Constitutional Amendment No. 19/1998, which consolidated managerial management as the axis of public policies in the country.

However, the implementation of these reforms faced challenges. Bureaucratic culture still persisted, and the lack of training among public servants hindered the consolidation of a new administrative mindset. Moreover, the pursuit of efficiency could not override the fundamental values of public service, such as equity and legality. As Motta (2013) points out, the challenge of modern management lies in reconciling technical rationality with social sensitivity, ensuring that administrative efficiency does not lead to exclusion or dehumanization.

In recent years, Brazilian public administration has incorporated principles of public and digital governance, prioritizing transparency, social control, and the use of information technologies. Initiatives such as the *Gespública* Program, the Access to Information Law (Law No. 12.527/2011), and the *+Brazil* Platform represent advances toward more participatory and innovative management. As Matias-Pereira (2012) emphasizes, modern governance requires a public administration open to dialogue with society, guided by ethical values, sustainability, and effective results for the citizen.

MANAGERIAL PROCESSES: PLANNING, ORGANIZATION, DIRECTION, AND CONTROL

Managerial processes constitute the core of administrative activities and form the foundation upon which any organization—public or private—is structured. These processes—planning, organization, direction, and control—were initially systematized by Henri Fayol in 1916, when he proposed an administrative theory aimed at efficiency and rational coordination of work. According to Fayol, to manage is to foresee, organize, command, coordinate, and control, that is, to act in an integrated manner to achieve previously established objectives. Although this perspective emerged in the context of industrial administration, it remains relevant in contemporary public management, as the state sector also requires methods and instruments that ensure efficiency, accountability, and tangible results in service delivery to society.

According to Chiavenato (2014), managerial processes form a dynamic and interdependent cycle. Planning defines the path to follow; organization structures resources and people to execute what was planned; direction mobilizes and motivates individuals; and control evaluates results, adjusting actions whenever necessary. In public administration, this logic acquires an even broader meaning, as it involves not only operational efficiency but also democratic legitimacy and ethical commitment to the collective interest.

Strategic and budgetary planning is the first step toward effective public management. It consists of establishing medium- and long-term objectives, defining priorities, and rationally allocating available resources. For Matias-Pereira (2012), planning in the public sector should be understood as both a



political and technical tool that guides governmental action toward measurable and socially relevant results. In Brazil, instruments such as the Multi-Year Plan (PPA), the Budget Guidelines Law (LDO), and the Annual Budget Law (LOA) express the institutionalization of this process, enabling public policies to be planned, executed, and evaluated within a continuous management cycle.

After planning, organization becomes essential to structure the means and flows that enable the execution of actions. According to Chiavenato (2014), organizing means defining roles, distributing tasks, and coordinating efforts so that the whole functions harmoniously. In the public context, this involves designing administrative structures, creating departments and secretariats, and establishing clear decision-making flows. An efficient organization must be flexible enough to adapt to changes and avoid bureaucratic rigidity, which historically limits the State's responsiveness. Thus, a good organizational structure is one that fosters integration, communication, and cooperation among different sectors and hierarchical levels.

Direction, in turn, refers to the ability to lead people toward achieving institutional objectives. Fayol already emphasized leadership as an indispensable element for team cohesion and employee motivation. In the public sector, direction assumes a participatory character, as decisions must consider democratic values, ethics, and dialogue among managers, civil servants, and society. Motta (2013) highlights that leadership in modern public administration should be guided by empathy, active listening, and a forward-looking vision, replacing hierarchical authoritarianism with a culture of collaboration and shared responsibility. The contemporary public manager, therefore, must act as a facilitator of processes, someone capable of inspiring, guiding, and mobilizing people to achieve results that benefit the collective.

Control and performance evaluation complete the managerial cycle. They allow verification of whether planned actions are being executed as intended and whether they are achieving the desired impacts. According to Matias-Pereira (2012), control in public administration is not limited to accounting aspects but should encompass dimensions of performance, quality, and social impact. The use of efficiency, effectiveness, and impact indicators is essential for evaluating public policies and programs. Furthermore, the concept of accountability, widely disseminated in recent decades, reinforces the manager's responsibility toward society and oversight bodies. This means that results must be transparent and subject to citizen evaluation, strengthening trust in institutions and the legitimacy of governmental actions.

When applied in an integrated and ethical manner, managerial processes become powerful instruments for transforming public administration. Planning guides actions, organization defines structural foundations, direction humanizes and motivates processes, and control ensures transparency and continuous improvement. Together, these elements form the cornerstone of modern, participatory



public management committed to efficiency and citizenship. In today's scenario, where society demands more results and less bureaucracy, understanding and applying classical administrative principles through the lens of innovation and social responsibility is essential to building a fairer, more effective State oriented toward the common good.

INNOVATION, TRANSPARENCY, AND PEOPLE MANAGEMENT IN THE PUBLIC SECTOR

Innovation, transparency, and people management are fundamental dimensions for consolidating a modern, efficient public administration committed to democratic principles. In an increasingly complex social environment, where population demands are more diverse and urgent, the public sector faces the challenge of adopting new managerial practices based on technology, ethics, and human appreciation. Contemporary public administration must reconcile compliance with norms and the pursuit of efficiency with fostering an organizational culture open to change, learning, and social participation.

Organizational culture in the public sector, traditionally marked by hierarchical structures and bureaucratic practices, often becomes an obstacle to innovation. According to Motta (2013), resistance to change is one of the greatest challenges faced by managers, as it involves not only technical aspects but also psychological and cultural factors. Civil servants and leaders may struggle to adapt to new work methods, fearing loss of stability, status, or security. This resistance, however, can be overcome through strategies of clear communication, active participation, and valuing people, creating an institutional environment that understands change as a natural and necessary process for improving public management.

Innovation in the public sector should not be understood merely as the introduction of technologies but as a deeper transformation involving new ways of thinking and acting. For Matias-Pereira (2012), innovating in public administration means rethinking processes, reducing bureaucracies, and improving citizen service, ensuring greater agility, quality, and transparency. This requires a culture of continuous learning and a proactive attitude from managers, capable of identifying opportunities and encouraging team engagement. In this sense, valuing public servants is an essential condition for the success of any administrative modernization process.

Training and motivating civil servants are pillars of modern management. According to Chiavenato (2014), human capital is the most important resource of any organization, as it generates ideas, solutions, and results. In the public sector, investing in the technical and ethical development of professionals ensures continuity and quality in service delivery. Continuous training fosters the development of strategic competencies, mastery of new management tools, and strengthening of



commitment to the public interest. Moreover, motivation is a key factor for performance, as engaged employees tend to exhibit higher productivity, creativity, and a sense of belonging to the institution. To achieve this engagement, it is necessary to create participatory, transparent, and trust-based work environments.

In recent years, the Brazilian State has invested in adopting digital management and governance tools aimed at improving government-society relations and increasing efficiency and transparency in public actions. Initiatives such as the National Program for Public Management and Debureaucratization (GESPÚBLICA) and the Access to Information Law (Law No. 12.527/2011) represent significant progress in this regard. GESPÚBLICA, created to encourage continuous improvement in public management, promotes practices of planning, performance evaluation, and administrative simplification. The Access to Information Law and the electronic system e-SIC (Citizen Information Service) enable any citizen to access public data and documents, strengthening transparency and accountability. These tools contribute to consolidating a more open, participatory, and socially responsible State.

Digital governance also expands access to information and modernizes how the State communicates and organizes itself. Digital management platforms allow real-time monitoring of public policies, expenditure control, and direct interaction with citizens. As Matias-Pereira (2012) emphasizes, incorporating technology into public management should not be seen merely as an automation tool but as a means of democratization and social empowerment. Digital transformation requires public managers with strategic vision, capable of integrating technology, ethics, and citizenship.

Another essential aspect of modern management is results orientation. This managerial model values efficiency without losing sight of the citizen as the ultimate recipient of public policies. According to Motta (2013), results-oriented administration should measure performance not only in terms of resource savings but primarily by the effectiveness of actions in improving population quality of life. To this end, it is crucial to define clear goals, establish performance indicators, and conduct periodic evaluations involving civil society participation. This practice strengthens administrative legitimacy and fosters a culture of responsibility and commitment to the common good.

Thus, innovation, transparency, and people management interconnect as complementary dimensions of democratic and efficient public administration. Promoting an organizational culture that values learning, ethics, and collaboration is essential for the public sector to meet contemporary challenges. Training civil servants, strategically using technology, and managing for results and citizen focus form the foundation of a new way of governing: more humane, participatory, and committed to building a just and sustainable society.



CONCLUSION

Analyzing managerial processes in public administration reveals that modernizing the State is not limited to introducing new administrative techniques but involves a profound cultural and institutional transformation. Contemporary public management must reconcile efficiency and humanization, technique and ethics, strategic planning and social commitment. In this sense, classical administrative processes—planning, organization, direction, and control—remain fundamental pillars for conducting governmental activities, provided they are reinterpreted in light of current demands for transparency, participation, and innovation.

The study showed that planning is the instrument guiding public actions toward concrete and measurable results, enabling greater rationality in resource allocation and priority setting. Organization provides the necessary structure for the State to function in an integrated manner, overcoming limitations imposed by excessively bureaucratic models. Direction, when exercised through participatory leadership, fosters motivation and engagement among civil servants, strengthening collaborative culture within public institutions. Control, understood as a continuous process of evaluation and improvement, ensures transparency and accountability to society, promoting trust in institutions and reinforcing democratic legitimacy.

It is evident, however, that administrative efficiency only materializes when accompanied by valuing human capital. Training, recognition, and motivation of public servants constitute the foundation of effective and sustainable management. Without people's commitment, any attempt at reform or innovation tends to become merely formal. Public administration must therefore be understood as a space for learning and human development, where technique aligns with ethics and institutional performance translates into social benefit.

The incorporation of governance tools and technological innovations, such as GESPÚBLICA, the Access to Information Law, and digital management systems, represents significant progress toward consolidating a more open and participatory public administration. These initiatives expand access to information, strengthen social control, and bring citizens closer to state management, reaffirming the democratic principle that governing means serving the public responsibly and transparently.

In conclusion, modernizing Brazilian public administration depends on the balanced integration of efficient managerial processes, valuing people, and commitment to ethics and transparency. The 21st-century public manager must act as an agent of transformation, capable of promoting structural changes without losing sight of the human dimension of management. The true challenge of modern public administration lies not only in doing more with less but in doing better—with quality, justice, and social responsibility.



Thus, this study reinforces the importance of understanding managerial processes not merely as management tools but as instruments for strengthening democracy and promoting the common good. Through results-oriented, citizen-centered public administration, it is possible to build a more efficient, fair, and socially committed State.



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