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## MANAGERIAL APPLIED TO THE FEDERAL DISTRICT HEALTH FUND

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**Abstract:** Through the investigation of data from the Electronic Information System - SEI, Chronological Order and SIGGO - Integrated Government Management System, during the period from 2018 to 2021, we sought to verify whether Managerialism, a practice of modernizing World Public Administration, was properly applied to make the payment process related to public service more efficient in the Health Fund of the Health Department of the Federal District, and whether it was guided by constitutional principles and the Organic Law of the Federal District, such as Efficiency Science, Morality and Economics. With the use of tools such as information technology, the SEI, new legal mechanisms and the introduction of new and improved management of processes and services with the use of quantitative and qualitative research methodology in the analysis of data on the number of processes received and payed, it will become clear that Managerialism was applied in the best possible way through the maximization of the number of processes payed to suppliers of products and service providers to the SUS of the Federal District, and consequently the improvement of the life of the citizen, in addition to expanding the capacity of Management, through courses and direction of the capacities and qualifications of each server for the development of their skills, thus allowing the implementation of Managerialism within the scope of the Financial Board of the Health Fund of the Federal District.

**Keywords:** public administration; chronological order; managerialism; efficiency; economy.

## **INTRODUCTION**

The research was carried out at the Health Fund of the Health Department of the Federal District, where it was sought to verify the application of the precepts of Managerialism

as a way of modernizing Public Management to better meet the desires of the Citizen-Client.

This research sought to observe whether there was in fact an evolutionary change in the development parameters in the direct administration of the Federal District, through data analysis such as: people management, content production processes and document production line, as well as the effectiveness and efficiency in payment processes.

With the aim of improving the scope of Accountability in the activities of the FS/DIRFI (Health Fund, and more specifically in the Financial Board), this work sought available data related to the influx of processes received and their subsequent output in the form of payments made.

With the objective of analyzing whether the modernization of the activities of the public sector of the Financial Directorate of the Health Fund of the Secretary of Health of the Federal District, through the implementation of Managerialism, this research was carried out by searching for all payment flow data.

The research methodology used was the comparison with the pre-SEI period and the current moment between the years 2018 and 2021 where such modification of the payment processes was implemented.

According to article 37 of the Federal Constitution of 1988, parameters are listed for good practices in Public Administration, perhaps a legal system and a framework of exhaustive guidelines in various laws arising from the trunk of the Magna Carta that command how the public service and its servants (who are also citizens who carry out activities disguised as State power, as well as are users of the same services) must be guided, never touching such rules:

Article37. The direct and indirect public administration of any of the Powers of the Union, the States, the Federal District and the Municipalities will obey the principles of legality, impersonality, morality, publicity

and efficiency (...).

According to the Organic Law of the Federal District (enacted on 06/08/1993), articles are parameterized that oblige discretionary action, obliging the public servant to follow the legal rules without ever departing from their determinations:

Article19. The direct and indirect Public Administration of any of the powers of the Federal District obeys the principles of legality, impersonality, morality, publicity, reasonableness, motivation, popular participation, transparency, efficiency and public interest (...).

It is noted that the Principle of Efficiency is the basis for the best use of resources to achieve maximum effectiveness and productivity in serving the Citizen - Client.

The Brazilian Public Administration has undergone changes since its creation in the period of “discovery”, its successive attempts at modernization and the current moment comprised in the year 2021.

The intention, a priori, is not to carry out a scrutiny on the legal movements and Compliance on the activities of the body object of study of this present work, but rather, to verify if the change has occurred, most likely not complete, but a greater implementation of Managerialism, World methodology, in which it treats the Citizen as a client (differing from the concept of clientelism here), who has the right to broad access to all the goods and services that the State must provide in its highest quality, always guided by Kelsen’s legislative pyramid. The State sees the person as the primary cause and final objective of its actions, as a symbiosis in which one does not exist without the other.

What is the function of a complex state structure? Serve your population. With this bias in mind, the present research work makes a cut of the administrative structure of the Federal District, and seeks to understand if

there was an adaptation to the modernism of administrative science, a global trend.

It is not just a warm and beautiful concept “for the English to see”, but a feature that separates Patrimonialism and Bureaucracy from Managerialism, a new concept of Modern Public Administration which absorbs the positive characteristics of the Private Initiative such as Efficiency, Morality, Transparency (called Publicity in the public sphere), which are also widely proclaimed in the Public Sector as indicated by the Brazilian Federal Constitution of 1988, the Organic Law of the Federal District, Complementary Law 840 of December 23, 2011 which deals with the rules of the Civil Service of the Executive Power in the Government of the Federal District.

## **THEORETICAL REFERENCE**

Today, democracy is the only political regime endowed with social legitimacy. It is instrumental in realizing the political goals that modern societies have set for themselves. In the early 20th century, the first form of democracy was elite democracy or liberal democracy; after the Second World War, mainly in Europe, democracy became republican, social and developmental; it became republican because a reasonable number of citizens and politicians began to act in a civic rather than a liberal way, because they gave priority to the public interest rather than their private interests, as liberal individualism supposes; it became social, because, in addition to civil rights and political rights, social rights came to be considered, and the welfare state emerged; it became developmental rather than liberal because it saw moderate state intervention in the economy as an instrument for economic development and human progress rather than seeing the state as a mere guarantor of property and contracts. While the transition to participatory democracy is proceeding slowly

in more advanced democratic countries such as Denmark and Switzerland, my prediction is that democracy will continue to progress as pressure from the working class and middle classes for more political participation will continue to deepen. (BRESSER - PEREIRA. 2021)

The new functions attributed, in an almost global way, to the States and the importance of Administration for Development meant that the issue of public administration reform was widely disseminated by international organizations and technical assistance programs. (AZEVEDO. 2019).

Brazilian Citizens and passers-by without citizenship (but who were somehow within the scope of the power of the Brazilian State), in the advent of the 1988 Constitution, became holders of rights, including the control of the actions of the State and its managers, such as integrity, transparency and accountability by its administrators. (PASCOAL & OLIVEIRA. 2019).

The DASP was a key department in the execution of the government’s objectives, organizing budgets, classifying civil service positions, introducing new methods and new techniques for bureaucratic services (universalizing procedures), organizing employee selection processes through competition (meritocratic) and creating improvement courses in public administration, the first in Brazil. (RABELO 2011).

The persistent fiscal crisis, despite the achievement of monetary stability, mainly induced the states to adopt a large part of the postulates of the “managerial reform”, from 2003 onwards. A large number of states, as well as municipalities, have created horizontal “manager” careers. (LEVY. 2019).

The democracy that initially resulted from the Democratic Revolution was a minimal democracy (the guarantee of the rule of law, civil rights and universal suffrage), but

since then democracy has spread to middle-income countries as well, and the quality of democracy has tended to improve. In this economic and political development, democracy became a universal value, not only a form of government, but also a progressive ideology. Today, democracy is the only political regime endowed with social legitimacy. It is instrumental in realizing the political goals that modern societies have set for themselves. In the early 20th century, the first form of democracy was elite democracy or liberal democracy; after the Second World War, mainly in Europe, democracy became republican, social and developmental; it became republican because a reasonable number of citizens and politicians began to act in a civic rather than a liberal way, because they gave priority to the public interest rather than their private interests, as liberal individualism supposes; it became social, because, in addition to civil rights and political rights, social rights came to be considered, and the welfare state emerged; it became developmental rather than liberal because it saw moderate state intervention in the economy as an instrument for economic development and human progress rather than seeing the state as a mere guarantor of property and contracts. (BRESSER-PEREIRA.2021).

Managerialism as a practice in Public Administration is analyzed through the changes in the frontier between public and private in the context of conservative policies and managerialism, as part of the movement of correlation of forces that occurs in society due to societal and education projects in dispute. Neoliberalism, neoconservatism and managerialism are parts of the same class restoration movement in this current period of capitalism. The boundaries between public and private have been changing in the current context of crisis of capitalism and its overcoming strategies – neoliberalism,

globalization, productive restructuring, Third Way and neoconservatism – redefine the role of the State, mainly with regard to social policies. Neoliberalism and the Third Way, current social democracy, have the same diagnosis that the culprit for the current crisis is the State and the market as a parameter of quality. The role of the State with regard to social policies is altered, since, with this diagnosis, the prescriptions are to rationalize resources and empty the power of institutions, since public institutions are permeable to the pressures and demands of the population and unproductive, by market logic. From this perspective, the responsibility for executing and directing social policies must be passed on to society. The relationship between democratic and managerial management is much more than a discussion about public administration, it involves much broader societal projects in dispute. (PERONI & LIMA. 2020).

- File 00060-00409979/2018-00 contains a *compendium* of information on the development, maintenance and use of the chronological order. It shows a framework of procedures and legislation that allow the creation of the Chronological Order, which is a mechanism with the use of EXCEL that allows the entry of each process that arrives in the DIRFI entry area, delimited by the date of the CERTIFICATE (authorization of the Management Unit that carried out the bidding process), thus, following the guidelines of Laws 8666 of June 21, 1993 and April 14, 133, 2021, allowing the smoothness of the process bidding process until its completion, curbing the payment of companies outside the Chronological Order or their processes that arrived after the processes of other companies, preventing favoritism.

With the exception of chronological breakdown, mechanism is for the payment of outsourced companies that provide essential service to SES (other agencies also have this procedure), such as cleaning, diet, custody and protection and feeding services (food introduced intravenously where only nutrients are administered in patients unable to feed orally, such as those who are in bedridden) without cash flow, which need to pay staff in the laws that deal with bidding. This process includes:

- a) Normative Instruction Number 2 of December 6, 2016, which provides for compliance with the chronological order of payment of obligations related to the supply of goods, leases, execution of works and provision of services, within the scope of the General Services System - Sisg.
- b) Law Number: 5,760 of December 14, 2016, which provides for the chronological order of payment to be obeyed in the context of contracts and acquisitions carried out by the public administration of the Executive and Legislative Powers of the Federal District.
- c) Statement ADI 4857-3 of 02/15/2017 provides for the Chronological Order of Payment to be obeyed in the scope of contracts and acquisitions carried out by the public administration of the Executive and Legislative Powers of the Federal District. Assumption: In view of the assumptions of the plausibility of the invoked right (*fumus boni iuris*) and the danger arising from the delay of the final decision (*periculum in mora*), the granting of an injunction, in direct action of unconstitutionality,

is a necessary measure, since the sign of good law and the risk of maintaining the contested normative act with full effectiveness is present.

- d) Information on IN Number: 2 – Purchase Portal
- e) Memorandum 34
- f) Memorandum 195
- g) Technical Note 531
- h) Dispatch SES/FSDF 13418285
- i) Circular 109
- j) Dispatch SES/FSDF/DIRFI 14102244

Managerialism combines the generic tools and knowledge of management with ideology to systemically establish itself in organizations, public institutions and society while depriving business owners (property), workers (economic-organizational) and civil society (political-social) of all decision-making powers. Managerialism justifies the application of its one-dimensional managerial techniques to all areas of work, society and capitalism on the basis of superior ideology, specialized training and unique managerial knowledge needed to run public institutions and society as corporations. For managerial professionals, there is little difference in the skills needed to run an advertising agency, an oil rig or a university. Experience and skills relevant to an organization's core business are considered secondary. However, the term "managerialism" has been used disparagingly to describe organizations perceived as having a preponderance or excess of managerial techniques, solutions, rules and personnel. The MBA, for example, is intended to provide skills to a new class of managers not linked to a particular industry or professional sector. Managerialism extends this to society at large. (KLIKAUER. 2013).

Public Administration always seeks specialization for the complete transformation

of bureaucracy and the remnants of Patrimonialism to the definitive version of Managerialism, in which it sees the citizen as a client and seeks maximum efficiency with public resources to better direct them for the benefit of the population. (COSTA. Frederico Lustosa. 2008).

## METHODOLOGY

The research carried out used quantitative and qualitative tools to determine whether there was an increase in the flow of payment processes.

Better coverage and understanding of social events demand methodological diversity. This dynamic led to the creation of different methods and techniques for planning and carrying out the investigative process, which must be presented in simple, clear and objective language, so that they can be monitored and/or reapplied by interested parties, according to their own guidelines. In this sense, these proposals can be organized according to their way of approaching the object or investigative intention as of a quantitative and qualitative nature. The first is based on mathematical explanations and statistical models, while the second focuses on the interpretations of social realities (BAUER; GASKELL; ALLUM, 2008 apud) and, according to Flick (2002) apud, is concerned with analyzing concrete cases in their local and temporal particularities, based on the expressions and activities of people in their life contexts. (MUSSI. 2019).

In the quantitative approach, the emphasis is on analysis, by examining the components separately, while the qualitative approach aims to “understand the meaning of an experience of the participants, in a specific environment, as well as the way in which the components merge to form the whole” (JONES. in, 2007, p.298)

The research developed through an analysis of the work flowchart procedures

and application of the Chronological Order on the payment processes to verify if the Managerialism and the principle of Efficiency were in fact employed and institutionalized in the Health Fund of the Federal District.

Based on Complementary Law Number: 11 of July 12, 1996, which creates the Health Fund of the Federal District and Decree Number: 34,571 of August 14, 2013, which approves the Internal Regulations of the Health Fund, changes were made to the structure and operation of all stages and Management of the Health Fund to provide greater speed and efficiency for the functioning of public administration activities.

There was a redistribution and training of servers in the new flowmetric organization, optimizing the Fordian / Taylorist workflow, with the creation of new managements, using the same servers.

SIGGO provided the amount of payments made by each management, and this data was quantified in the form of Graphics represented in the results, during the year 2021. Prior to that period, although quantifiable, there was a lack of resources to analyze the entry of processes and their subsequent exit.

The Chronological Order is a tool developed through EXCEL, in which all information obtained in all stages of the payment process is added in each line, and this way control of the entire payment flow is obtained.

Once complete, the Chronological Order goes through the Publicization process (Disclosure), which is published on the Transparency Portal of the Federal District (still in the process of being updated - year: 2022) to follow the principle of Transparency required by the Federal Constitution of 1988 and the Organic Law of the Federal District of 1993, in which it can be monitored and controlled by society.

Each management has the responsibility and independence to carry out all stages

of payment until finalization. The Banking Conference Management has the role of verifying the transfer of public accounts from the Ministry of Health to the accounts of suppliers and accounts of the Secretariat of Economy and INSS (National Institute of Social Security).

This modification of the entire payment procedure was aimed at making citizen/customer service actions more efficient.

Implementation of the Chronological Order in a more efficient and focused way in the Payment Processes.

## **DATA COLLECTION**

As explained in the Theoretical Framework, data were collected directly from SEI, SIGGO and from DIRFI's own work system, from available legislation and verification with DIRFI Managers.

Decree Number 36,756 of September 16, 2015, which creates the Electronic Information System (SEI) as the official system for managing documents and administrative processes within the scope of the Direct and Indirect Administration bodies of the Federal District, is a mechanism for advancing towards achieving efficiency and implementing Managerialism in a concrete way. Normative Instruction Number: 1 of April 12, 2022 Federal District reformulates and orders the creation and maintenance of the Chronological Order as a control mechanism by the community of the payment flow made in the Health Fund - DF.

## **RESULTS AND DISCUSSIONS**

To clarify the analysis, processes originating from two managements were identified: Acquisitions and Services. The high flow of processes arising from these managements demonstrates an impact of work on them, both to achieve speed in processes (suppliers and service providers are able to access their

resources in a timely manner) and society can count on these services.

A sum of the characteristics that the Private Initiative manages to give a greater range of actions, where the Public Administration is flawed and the Public Service manages to act as a control and financier with the objective of achieving the Constitutional principle and the Organic Law of Efficiency.

In December, there is an increase in processes received and payed by DIRFI due to a greater influx of procedures performed by companies in previous months and there is a greater demand by the owners of these companies due to the closing of the fiscal / accounting year, where unpayed processes will be carried out in the following year, but only when the Federal District obtains resources from the Ministry of Health, therefore, such companies cause pressure for a greater amount of payments.

It must be noted that DIRFI does not have the autonomy to choose which companies will be payed (Chronological Order prevents this) and only transfers funds to companies, not being responsible for their perception.

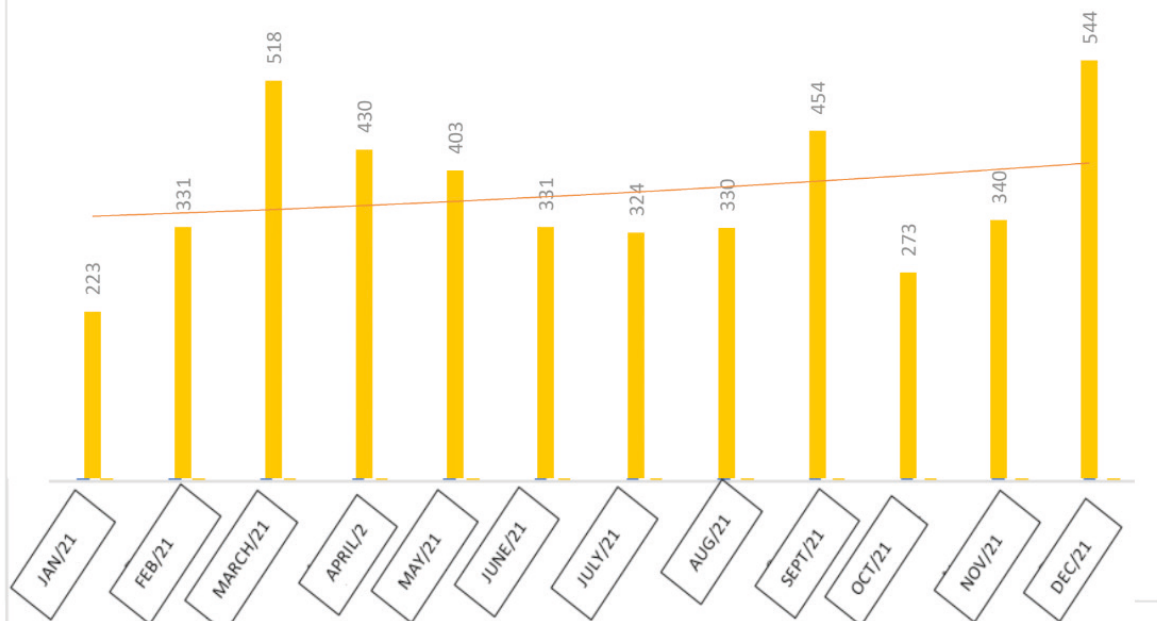
Companies are able to obtain Disclosure data (the publication of payment data) on the Transparency website of the Federal District as soon as it is published, showing that the Public Administration is also concerned with the principle of Transparency.

The Purchasing Management is responsible for carrying out the payment process for products purchased, such as medications, orthoses and prostheses, products for nosocomial use, and others. This Graphic demonstrates all payment processes carried out in the period of 2021 quantified in this Graphic.

The Service Management performs the payment procedure for service processes carried out by outsourced companies that provide continuous services such as security



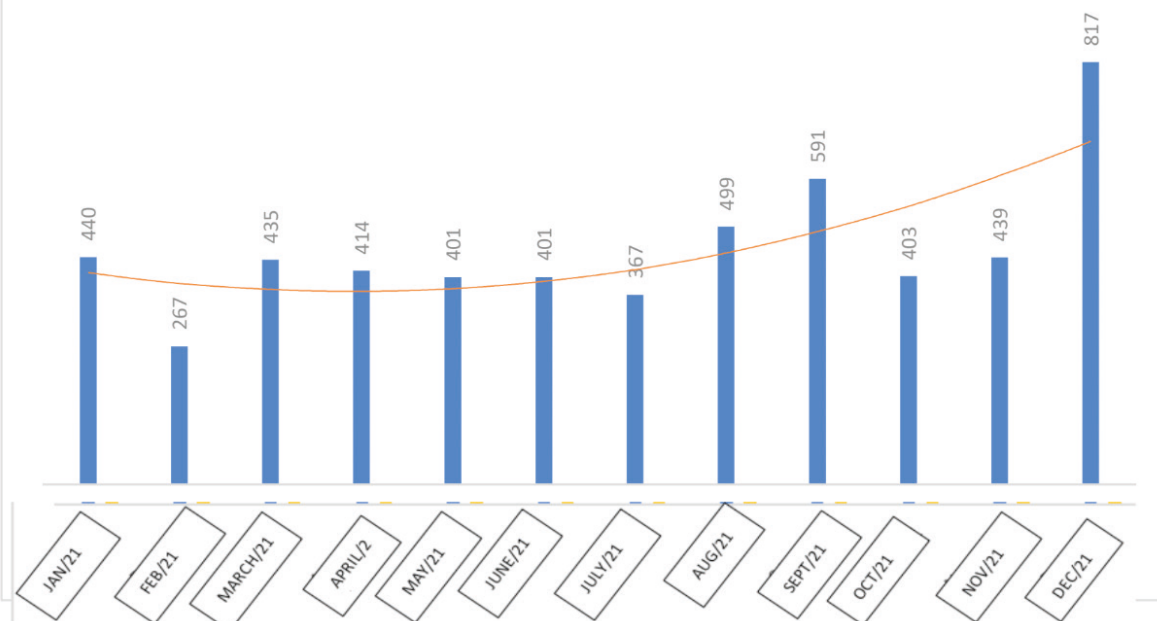
## ACQUISITIONS - DIRFI PROCESSES- 2021



Graphic 01. Processes received and paid in the period of 2021 in the Procurement Management. Own manufacture of the Financial Directorate of the Health Fund of the Federal District.

Source: Search Result.

## SERVICES - DIRFI PROCESSES- 2021



Graphic 02. Processes received and paid in the period of 2021 in the Services Management. Own manufacture of the Financial Directorate of the Health Fund of the Federal District.

Source: Search Result.

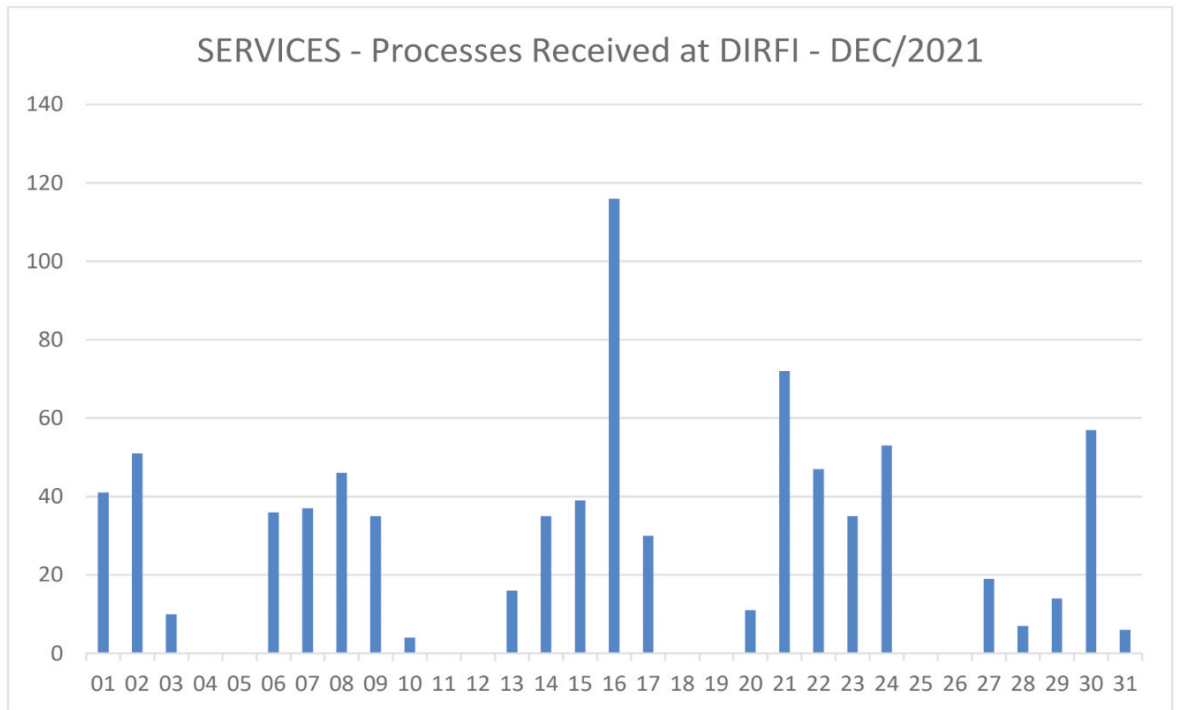
## SERVICES - PROCESSES RECEIVED AT DIRFI - DEC/2021



Graphic 03. Comparison of the Process Flow of both Managements. Own manufacture of the Financial Directorate of the Health Fund of the Federal District.

Source: Search Result.

## SERVICES - Processes Received at DIRFI - DEC/2021



Graphic 04. Flow of processes received and paid in the Service Management in the period of December 2021 for comparison. Own manufacture of the Financial Directorate of the Health Fund of the Federal District.

Source: Search result.

and cleaning of environments managed by the Health Department of the Federal District, supply of therapeutic gauzes for nosocomial environments, maintenance service for parts and devices, and others. Graphic 02 demonstrates all processes payed by this management in the period of 2021.

Graphic 03, above, demonstrates an inequality in the number of processes received and payed in both managements. This is because the influx of processes and services from service companies is considerably greater than those from Procurement Management.

In this graph, it is possible to observe a high inflow of payments on the 2nd, 16th, 21st, 24th and 30th of December 2021, due to a greater influx of processes and budget release for payment by the Secretariat of Economy.

The Payment Process had its flow maximized in the period of 2021 according to the data plotted in the graphs, where all the processes that arrived in the SEI inbox until December 15, 2021 were payed.

All these mechanisms used and adapted by the managers of DIRFI – Financial Board, demonstrate that the efficiency and excellence in the Citizen / Customer service was in fact met.

It must be noted that the very technological evolution that brought about computer tools was a milestone in maximizing efficiency in payment processes, as explained earlier, the processes were physical, therefore, the payment process was time-consuming and involved truly erroneous acts, the results of which are still unfolding today.

But with such more advanced “weapons”, errors are reduced to almost non-existence and the number of completed processes is much greater, as corroborated data in the graphs.

New modifications are necessary due to upcoming technologies and the more influx of servers, as well as their training.

But with the resources currently available (until December 2021), it is possible to infer a consortium of the entire Health Fund work team to achieve effectiveness and efficiency, as well as all the Constitutional principles required to serve the population with excellent quality.

Was there really an implantation of managerialism? Was there an application of the Constitutional Principle of Efficiency in the Health Fund?

If the data presented is observed, it is possible to infer that, in fact, the team did everything possible to become more professional and to give greater flow to payments to serve the population of the Federal District, often exceeding working hours.

This demonstrates that a benchmarking is carried out continuously with the characteristics that make the Private Initiative so efficient, which are mirrored in Public Administration, which is the objective of Managerialism and more specifically of Adhocracy (a term coined by Warren Bennis, used in the theory of Organizations, whose objective is to be variable and adaptive to better deal with the nuances of administration), for greater efficiency of public actions in which the Citizen / Customer is served.

## **FINAL CONSIDERATIONS**

The objective of this research was to demonstrate whether the new approach to public administration known as Managerialism was applied to the Federal District Health Fund, and the results showed that, in fact, the modernization of public service activities occurred in this instance.

This article showed an effective attempt to apply Managerialism in the Financial Board of the Health Department of the Federal District being implemented in the Financial Board of the Health Fund of the Federal District with the result of the implementation of the

principle of Efficiency being demonstrated by the high flow of payments made by the Board.

Through the graphs shown, a greater influx of payments was observed in the period of 2021. It is not possible to quantify the data of payments made before the year 2021 due to the absence of the tools presented above, only a qualitative research was carried out, with such tools it was possible to verify the number of payed processes (and, therefore, finalized - here it is understood as payed, the processes whose values are deposited in the accounts of the suppliers - being debited from the accounts of the Health Fund and credited to the accounts of those).

The research showed that with the development of new legal frameworks (development of new and more modern legislation that maximize the scope of actions and guidelines for public servants), technological tools such as the SEI and the use of the Excel Windows® Program, expansion of the Management capacity of Managers and Servers through various courses and directions of the best skills and capabilities and qualifications of each server in the most conducive environment for the best development of their skills, there

was the application and development of Managerialism within the Financial Board of the Health Fund of the Federal District.

The limitations found in this research were the high amount of information and the difficulty of concatenating them to a larger database, a more precise legislative framework focused on the needs of society, as well as a greater technological contribution such as computers with more capacity to carry out the work by DIRFI.

For future research, we suggest new and improved tools to allow a greater accumulation of knowledge so that a strong structure is formed and their implementation to amplify the performance of the Secretariat of State of the Federal District for the benefit of the population and where society is supported for greater collection and for the application of Compliance and Accountability so that Efficiency is the driving force on the part of the Public Administration. It is hoped that such research can help towards a constant improvement of the Public Administration of the Federal District, demonstrating that without a quality public service, the State cannot function properly, let alone evolve.

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