



Research Paper

Public Development Management and Institutional Theory

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ABSTRACT: *The research aims to analyze the contribution of institutional theory to the understanding of the relationship between public management and development. The environments of planning and control in public management are part of a wide and relevant worldwide debate for the construction of mechanisms capable of regionally improving management capacity in favor of promoting the well-being of populations. The investigation comprises a theoretical study, exploratory, bibliographic and documentary in nature. The study concluded that the contribution of institutional theory to public management of development lies basically in providing elements of understanding about the structure and functioning of organizations according to the rules, procedures and values that characterize a given reality. The discussion structure of this Theory brings as perspective, that the organizations need legitimacy of the interested parties and for that they adopt tangible elements like the structure and the processes to correspond to a set of norms and intangible values in the institutional environment.*

KEYWORDS: *Public sector, Development, Institutional theory.*

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I. INTRODUCTION

The challenge of investigating public management and its relations with development in the light of institutional theory, represents a commitment to planning to improve the quality of life of the populations. The debate about public management and development has always aroused the interest of scholars from around the world. Public administration aims to maximize the well-being of society, optimizing the use of public resources, and in this context, the public manager must design strategies that meet the demands of the population, using efficiently the public resources available with a focus on socioeconomic development [47]. Public administration, through its management capacity, has an important and strategic link with the process of development of society.

Public administration, as a field of study, has been making efforts to prepare civil servants for the government for more than a century. In the United States, they are milestones of the foundation of this field of study: the publication of the article The study of administration, by Woodrow Wilson in 1887, and the book Politics and administration, by Frank Goodnow, in 1900 [23]. These works establish a differentiation between public and political administration, this differentiation, associated with the purpose of overcoming sponsorship and patrimonialism practices that marked public administration in that country until then, always emphasizing that the role of public administration is to manage public patrimony in order to provide better levels of social well-being, promoting greater development [35]. In this perspective, the capacity of public management is worked on in the most different organizations and its strength has become more present with the greater professionalization of the various public organizations [10]. This public management capacity has been distanced from politics, universality and its principles for a long time. The management capacity needs to be the object of public managers' commitment to essential values, which served as a basis, almost as a universal management ethics, in which equity, efficiency and effectiveness condition administrative behaviors [15].

Management capacity articulates management and politics as a form of instrumentalization, that is, as a form of articulation for the promotion of social well-being. This capacity is understood as the action of directing public resources, managing programs, people and evaluating the objectives achieved, it is still a challenge and it is developed differently in the three federative scales, Union, states and municipalities, since the

municipalities in the smallest decision scale do not they have as much skill in management capacity as the Union and the states [26].

The relationship between public management capacity and the development process is discussed by several authors [2, 47], who seek to find links that clarify the intricacies that exist in this relationship. The capacity of public management and the development process are symmetrically related to the best implementation of public policies at different geographic scales, whatever the noun development may be. In this perspective, there are challenges in uniting internal dynamics and improving public policies for intervention in the geographic space to better understand public management in development [3, 46]. In view of this panorama of reflection, one cannot think of the capacity of public management in a way dissociated from the development of the territory in its sphere of coverage. Development studies, in order to highlight the territory approach, have been growing more and more. The territory represents a complex element that must be understood before being modified through public management [42].

The issue of the development process and the role of public management in this process has become a major concern for national and local governments, since the 1960s and 1970s, due to changes in economic activities and the uncertainties of the globalized economic system, which aggravated geographical inequalities in the search for social welfare in the territories [38]. The relationship between public management capacity and development reveals its intricacies through public policies, programs and services in the institutionalized dialogue with society. This occurs to the extent that public policies, programs and services represent the link between government actions and the quality of life of the populations. This dialogue is, above all, promoted by actions that efficiently constructed, produce new ways of understanding local particularities [6]. And it is in this context that the important and strategic role of understanding the relationship between public management and development stands out. In this perspective, this investigation asks: how does institutional theory understand the relationship between public management and development? The scope of this reflection is directly related to the objective of this study, which is to analyze the contribution of institutional theory to the understanding of these relationships.

II. METHODOLOGICAL ASPECTS

The investigation comprises a theoretical study and is classified according to its ends and its means [53]. As for the purposes, it is considered exploratory, as it involves a survey of subsidies within the intricacies of the public management and development environment. As for its means, it is supported by a bibliographic and documentary survey, as it uses a collection of materials and documents from agencies linked to public management.

The methodology was divided into three stages: data collection, data treatment and data analysis. Data collection was made using books, scientific articles and documents, which were collected between September 10 and December 3, 2020. The focal categories were: public management, development and institutional theory. Data processing sought to organize the material collected with the intention of producing information under reasonable conditions of analysis. Finally, data analysis was carried out in order to examine the relationship between public management and development, in the light of institutional theory. The intention was to identify the collaboration of this theory for the existing relations between public management and the development process.

III. UNDERSTANDING DEVELOPMENT

The conceptualization of the term development represents a complex and elastic meaning, and can be used both as a means and as an end. Its use as a means is composed of a guided process that aims to achieve a greater good for society, be it technical progress, economic growth, wealth, prosperity, well-being, among others; when configured as an end, development becomes the objective of planning, strategies and actions used to achieve it [48]. The debate on the theme is heightened by the economic concept of the term development. Economists see the need to develop a development model that encompasses all economic and social variables. From an economic perspective, “development is basically an increase in the flow of real income, that is, an increase in the quantity of goods and services per unit of time available to a certain community” [21]. In relation to the same issue, in order to make it possible to develop a government capable of implementing public policies as a result of a strategic planning process, short-term initiatives were defined that would facilitate the achievement of the desired results in the long run [12].

The latter author considers that the great initiative for the development of the logic of strategic planning as a government management policy was the integration between planning and budget, initiated with the Integrated Development Mine Plan (PMDI), in 2003. This was defined as an indicative strategic plan for the state of Minas Gerais, which considered major long, medium and short term actions, presented by the Executive to be discussed with the representatives of the citizens in the state. Where the management capacity comes to contribute directly in this process because better working this capacity, the municipality, state and / or union has

better conditions to face the adversities and bottlenecks that the North region faces pointing through studies where it is more necessary the help coming government to be able to boost economic dynamics in a more robust way.

The need to discuss management in order to better serve Brazilian society and thus be able to point out where the critical points are for the administrative evolution to occur, management started from studies on the capacity to govern [31]. For this author, this capacity is measured from three interdependent dimensions outlined in the Government Triangle. These dimensions contemplate the idea that the capacity of government reveals the dynamic articulation between the existence of government projects, of a certain degree of governance of the system, and the capacity of government to achieve the contemplated objectives. With this understanding, Matus adds concepts that are located in theoretical fields that traditionally have been polarized in the discussion about management: that of public administration and that of political science. The triangular theoretical model of government favors both normative categories (existence of projects), administrative categories (technical capacity), as well as political categories (system governance).

The debate about the concept of development is quite rich in the academic environment, mainly regarding the distinction between development and economic growth, since many authors attribute only the constant increases in the level of income as a condition for reaching development, without, however, worry about how such increments are distributed. It should be added that despite the divergences that exist between conceptions of development, they are not mutually exclusive. In fact, at some points, they complement each other [43]. In the midst of these changes in regionalization and the breakdown of official administrative divisions, they were the result of this relationship in disarray, in which they prioritize the strength of modernization, thus disfiguring the nature of regionalist identity and the increase in the presence of recent migrants from different regions. local societies have new specific forms of conflict and resistance that are now constituted at the border [5].

In the literature, the definitions, with some variations and particularities, are close. The concept given to economic growth is based on a continuous growth of per capita income, in a long-term process; as for the concept of development, it is possible to define it as changes in the composition of the product and the allocation of resources by different sectors of the economy, in order to improve the indicators of economic and social well-being [51, 1]. Economic growth refers to the quantitative data (investment, population growth, technological change and industrial production) for a country. Economic development, on the other hand, is a qualitative advance (reduction of poverty, unemployment, inequality, better education conditions, housing). In this sense, the well-being of a population, through products and services of good quality in terms of food, housing, clothing, health, education, transportation, culture and leisure, reflects the level of socioeconomic development of a population in a region within a defined period of time.

Public management in the pursuit of socioeconomic development, orders a set of policies demanded by civil society that assists the capacity of each manager to instrumentalize territorial ordering, that is, the management capacity of a municipality, state or region that is used to strengthen the instruments the management process in the territory and its ability to articulate with the federated entities and other partners for the improvement of the productive socioeconomic development of the territory and better provision of services to the community in general. The areas of health, education and mobility are the services that demand greater strengthening of public policies, according to fieldwork carried out by researchers from the Institute of Applied Economic Research [26]. The entire Brazilian territory is divided into three major arches: North, Central and South [26]. Studies of these arches have shown how different they are. While the North has as its main characteristic the presence of the dense Amazon forest, the Central is linked to the great expansion of the agricultural frontier. The South, in turn, has a productive base strongly concentrated in the cultivation of corn, wheat, soybeans and agro-industry, in addition to a dense network of cities perfectly interconnected by a branched road network. Thus, regional diversities constitute a well-identified reality in the country. These regional diversities must be considered in this panorama and it is precisely there that the role of public decentralization emerges.

The decentralizing policy is gaining more and more space in the independent politics of the party, thus emerging as a necessary alternative to centralized planning [34]. Thus, two planning strategies are identified with a view to adopting territorial development policies: a) centralized planning is worked from top to bottom, where local development plans are prepared by the federal sphere; b) bottom-up planning, in which local development plans are drawn up in a decentralized manner, through the participation of local public and private spheres [34]. The Economic Commission for Latin America and the Caribbean - Eclac, an organ of the United Nations, contributed with several diagnoses about the economic realities of the countries of the region and, from them, started to request the implementation of a new way of working these regions of Latin America. According to this commission, the state of underdevelopment in peripheral countries, mainly in Latin America, derives from internal and external factors. While internal factors were linked to fiscal and infrastructure issues, among others, external factors stemmed from the dependence of peripheral countries on central countries. This

dependence was due to the deterioration of the terms of trade: countries depended, in most cases, on the dynamism of only one export product and on the North American market.

Wide discussions were established throughout the 20th century and as they arose in various parts of the world, reactions to the expansion of industrialized countries occurred [28]. Lenin, in the communist perspective, saw a world divided between developed countries, with ample financial and diplomatic resources, and dominated countries, subject to the interests and economic terms of the former [28]. Many thinkers have constructed arguments and theories by refining this basic idea; there was more and more talk of economies called Centro (industrialized) that made the underdeveloped economies of the so-called Periphery captive; under different aspects and features, a line of economic thought emerged that became popularized as the Dependency Theory [28]. Without capital and knowledge to reach a more advanced stage of industrialization, little would be left for the underdeveloped economies besides exporting raw materials to foreign industries and importing industrialized products from abroad. For the proponents of this theory, the so-called globalization would be just a way of making the periphery dependent on the center. From the perspective of the central countries, there would be no interest in promoting industrial development in peripheral countries, as this would break the cycle of beneficial dependency for more advanced economies [28]. One of the most important tasks of the dependentistas was to reveal the contradictions that occurred within the Latin American dependent capitalist development. A fundamental aspect of dependency theories was related to the control of the economic surplus generated in the dependent region [16]. The lack of autonomy to determine the appropriation and use of the surplus is the key to understanding the underdevelopment of the rich poor regions [16]. However, dependentistas differ on this and other points. Likewise, studies argue that there would be little sense in measuring degrees of dependence, establishing formal comparisons between dependent situations [11]. Some efforts in this direction have resulted in the isolation of the political dimensions present in situations of dependency, in view of their economic aspects. The very fundamental characteristic of studies on addiction - the emphasis on global analysis - disappears with this procedure [11].

Of course, there are common factors in capitalism that affect all the economies in question, and they are the starting point of the analysis. But it is the diversity in the unit that explains the historical process [11]. It is necessary to elaborate concepts and explanations capable of showing how the general tendencies of capitalist expansion become concrete relations between men, classes and the State in the periphery. This is the methodological movement that constitutes the transition from an abstract style of analysis to a concrete form of historical knowledge [11]. In this sense, the history of capitalist accumulation is the history of class struggles, political movements, the affirmation of ideologies and the establishment of forms of domination and reaction against them [11]. ECLAC economists proposed a vision of development that criticized conservative economists who believed that the current division of labor on the world market was inevitable, due to the comparative advantages on which it was based: some countries would be better equipped to produce raw materials, while others would have advantages in producing industrial goods [11]. Despite their critical nature, ECLAC's economic theories and criticisms were not based on an analysis of the social process, did not highlight imperialist relations between countries and did not consider asymmetric relations between classes [11].

Studies on productive location in the world indicated that the winners were those who suffered agglomeration economies, with their cortege of opportunity and upgradeable at low cost [36]. The agglomeration was for the space as the learning until today is for the time. Subsequently, the mastery of the state regulation mode in society and in production promoted the emergence of winning regions, based on intense relations with central governments. The development theme is a challenge to public management, in the search for different models and projects that help to overcome the challenging social and economic issues of the public manager. Next, the conceptual discussion on development continues, in order to address the Organization's contribution to Economic Cooperation and Development - OECD.

IV. OECD COLLABORATION TO THE DEVELOPMENT PROCESS

The representatives of the member countries of the Organization for Economic Development Cooperation - OECD, meet periodically to exchange information and align policies with the objective of enhancing their economic growth and collaborating with the development of all other member countries. Through this cooperation, the OECD has become an important source of solutions for public policies in a globalized world [9]. And for strengthening, market agreements for development are necessary such as: Latin American Free Trade Association - ALALC, in 2019 called Latin American Integration Association - ALADI; Southern Cone Common Market - Mercosur; General Agreement on Trade in Services (AGCS or GATS, in the most used acronym, in English); International Investment Agreement - IIA; and Organization for Economic Development Cooperation - OECD.

The Ministry of Industry and Foreign Trade and Services works directly in the development process, among other trade agreements, through the Latin American Integration Association ALADI (instituted by the Montevideo Treaty, on 12.08.80, incorporated into the national legal system by Decree- Legislative n° 66, of

11/16/1981, to continue the economic integration process started in 1960 by the Latin American Free Trade Association - ALALC) [9]. This process aims at the gradual and progressive implantation of a common Latin American market, characterized mainly by the adoption of tariff preferences and the elimination of non-tariff restrictions [9]. ALADI brings together thirteen countries classified into three categories, according to the economic-structural characteristics: Countries with Least Relative Economic Development - Pmder: Bolivia, Ecuador, Paraguay; Countries of Intermediate Development - IDP: Chile, Colombia, Peru, Uruguay, Venezuela, Cuba, Panama. Other countries: Argentina, Brazil, Mexico [9].

Mercosur comprises another agreement that constitutes a process of economic integration between Argentina, Brazil, Paraguay and Uruguay, initiated with the signing of the Treaty of Asunción, which aims to shape a common market with: free movement of goods, services, workers and capital, through, among others, the reduction of tariff and non-tariff barriers and measures with equivalent effect; common uniform commercial policy in relation to third countries / blocs, with the adoption of a common external tariff; coordination of macroeconomic policies and harmonization of customs, tax, fiscal, foreign exchange, monetary, investment, foreign trade, services, transportation, communications, agricultural, industrial, and labor policies, among others; harmonization of the legislative codes of the member countries in the areas defined as relevant to the integration process [9].

After the creation of GATT, in 1947, and later, of the WTO, in 1995, tariffs and other quantitative restrictions decreased significantly. However, other forms of protectionism have become evident, such as technical regulations. In this sense, several countries have many regulations in place that establish requirements for quality, safety, composition, production process, packaging, labeling etc. for products sold in their territories. These national regulations can often consist of so-called 'technical barriers to trade'. The adoption and implementation of these government measures may, however, aim at protecting legitimate objectives, such as health, safety and the environment. These legitimate justifications can often serve as an explanation for the imposition of protectionist technical requirements [9].

The consideration of the interrelationships and characteristics of a social system that involves its ideas, principles and values, becomes a governance and governance strategy [7]. Such a strategy, in turn, involves actions in the production chains; in the constitution of territorial collegiate bodies; in the valorization of family farming enterprises; and in the articulation between national, state and municipal public and private agencies [7]. For the Ministry of Economy [8], the term Governance seeks to expand and overcome the current public administration paradigm. The terminology Public administration is associated with a preponderant role of the state as a direct executor in the development, management of public policies and provision of services. The management model was mainly aligned with orthodox bureaucratic models, mirrored in mechanistic organizational models, endowed with characteristics of hierarchy, verticalization, rigidity, isolation. And in order to better explain this public administration process, it is important to address governance and public governance in the first moment it will be addressed about public governance, in turn, it is based on multiple arrangements with the participation of several actors (state, third sector and market) in the development, management of public policies and service provision [9]. This model does not diminish the importance of the state, but qualified with the role of orchestrator, strategic director, inducer and promoter absolutely essential for the activation and orientation of the capacities of the other actors. This paradigm promotes the adoption of post or neo-bureaucratic management models, such as: networks, organic management models (flexible, results-oriented, focus on the beneficiary), broad mechanisms of accountability, control and permeability [9].

Governance is pointed out in a first generation of analyzes on, originated in Huntington's works in the late 60s and 70s [24], it was observed as a crisis of governability resulting from the excess of participation and overload of demands. The proper functioning of political systems depends on the balance between input institutions, aggregators of interests $\frac{3}{4}$ especially political parties $\frac{3}{4}$ and government output institutions, which regulate and implement public policies. When, in the context of consolidated democracies, a wave of participation arises, in response, there is an increase in government activity, accompanied by overload in the government, failure of outputs and delegitimization of authority, with subsequent weakening of political institutions. The latter, however, because they are strong, adaptable and coherent, end up absorbing, within limits, the tensions and pressures for participation, managing to preserve themselves until the wave of participation has cooled.

V. PUBLIC MANAGEMENT AND DEVELOPMENT

In the environment of discussion of the development process, the study of territory and the resources coming from the territory has been growing more and more. The territory is the foundation of work, the place of resistance, of material and spiritual exchanges and the exercise of life [41]. When talking about territorial structures so that there is no confusion with the environment, the set of physical elements, flora and fauna [41]. Regarding territorial production, it is a complex process that must be understood in order to contribute to and modify it through territorial planning, and to better understand whether it is necessary to know how to

differentiate space and territory because they do not mean the same thing because space precedes territory, because the territory is generated from space, where to build a territory the actor projects a work in space, that is, energy and information, adapting the conditions of society's needs [41]. The role of land use for local development, especially the strengthening of civil society in the territory, where we can observe and identify public management practices aimed at territorial development, especially in the policy relations of States and governments and programs and services in the institutionalized dialogue with society, which also makes use of the territory, this dialogue is, above all, promoted by actions that efficiently constructed, produce new ways of understanding local particularities [6]. The local and regional development of the territory, has become the major concern of national and local governments, since the 1960s and 1970s.

The changes in economic activities from the uncertainties and risk of the globalized economic system and the deepening of geographical inequalities in the search for the social well-being of the territories [38]. The studies that came from the academic community to strengthen social well-being, aimed at the globalization of the economic information system, provoked a reorientation of the rules of the game; the search for new potential territories for world capitalism, based on regionalization processes through the constitution of vast free trade zones, enabled the new organization of the world economy around three major development poles that are in North America, the European Union and Japan [38].

In the years of the 2010s, it was possible to observe a tendency towards an increasing separation between the spatial locations of the spheres of reproduction. The present problem is the content of the transformations in the temporal spatial matrix of social, business and territorial organization resulting from informational, genetic and energetic revolutions, which tend to make our analytical tools obsolete and contribute to generate a new paradigm that leads us to consider the urban on a territorial scale [38]. The scope of the population distribution contributes to substantially change the living conditions of different settlements in different parts of the territory, depending on whether they are strategically located in the face of new communication and transport networks, or whether they are integrated and / or not integrated with flows business and production [38].

The territorialization of the actions that mark the presence in the territory, conducted by social actors, is characterized by the multiplicity of interests of the socioeconomic agents that forced different positions, causing conflicts in these spaces [45]. In this direction, the social actors have, based on their objectives, positions that delimit their respective powers in the territory, defining and redefining their territorialities. The struggle expresses, through conflicts of real and latent interests between individuals, a redefinition of the territory more or less subject to interference, both internally and externally by other actors located at different scales [45]. In order to understand the dynamics of local development and interpret its territorial processes, it is essential to consider the relationships that occur at this level of analysis [14]. National contexts constitute significant cultures as homogeneous and contradictory spaces, constituting a relevant reference scale for reflection on local development [14]. The socioeconomic and cultural reality of the different nations, forced the search to measure the use of territories in order to express that this use can bring social welfare. It is a great challenge for territorial public policies, which will certainly face several obstacles, be it quantitative and qualitative, to build the methodological arrangements and the possibilities that have as a synthesis a search for spatial and temporal realities, for the construction of an index or indicator with social characteristics [14]. Indexes such as the HDI and the MHDI are important indexes to highlight similar socioeconomic situations in different locations around the world, such as access to education and health services, thus contributing to the mapping of inequalities [25].

The end of the 20th century allowed the installation of information techniques (to overcome inequalities and the pursuit of human development) that allow the most diverse techniques to communicate, as an indispensable need, and certainly create a potential fluidity transformed into globalized capital services. [16]. In other words, the territory can also be defined in its inequalities based on the idea that the existence of capitalist accumulation in the territory does not happen in the same way. Condensation zones and rarefaction zones of this accumulation can be identified; the logic of capitalist accumulation and competitiveness, makes each company made global seek to increase its sphere of influence and action in order to be able to influence territories and the resources existing in it [16]. This panorama can be seen through the large economic groups in the market with the large mergers reducing the number of participants in the midst of this global process of competitiveness.

In the case of Brazil, this decentralization process was combined with an attempt not to diminish the strategic importance of the central power in relation to its redistributive role. The country is marked by a strong presence of heterogeneity, with which decentralization reveals contradictory results and generates new tensions for already existing problems, such as those of countless regional inequalities [4]. These financial, social, political and technical - administrative conditions directly interfering in the capacity of the government to react to the local population, the literature on the subject reveals that smaller municipalities are completely dependent on the federal and state government [4]. The Federal Government, even in a context of incentives for decentralization, was placed in the 1988 Constitution itself, which generally transferred only the implementation

of policies to states and municipalities, while still maintaining the power of the federal government to standardize and finance the majority of policies. Analyzing the constitutional competences, the author concludes that the federal government has regulatory authority to peremptorily interfere in the political agenda of subnational governments [4].

The context of subnational governments points to a trend towards recentralization as a strengthening of the federal government, and consequently to be able to strengthen national policies and guidelines to be implemented by states and municipalities; these incentives contribute as advantages aimed at stimulating development through the Union and other subnational entities, through taxation and others [4].

VI. THE CONTRIBUTION OF INSTITUTIONAL THEORY TO DEVELOPMENT

Institutional Theory is a relatively new field of study in the area of management, however, in the field of economics, sociology and politics, this Theory has been worked on in numerous investigations for some time. This theory has in its essence institutionalism, which seeks the motivational explanation of organizations to incorporate practices and procedures in their routines [39]. The discussion structure of this Theory brings as perspective, that the organizations need legitimacy of the interested parties and for that they adopt tangible elements like the structure and the processes to correspond to a set of norms and intangible values in the institutional environment. This behavior ends up becoming a rule in organizations, reflecting the cognitive and emotional expectations of its audience, which society, in a broader way, sees as the appropriate way for the organization to act [39].

The institutional theory was conceived based on the idea that institutions progress and this progress occurs not only from pressures from internal groups, but also from the values of society, adapting to the pressures of environments, not guided only by issues of rationality and efficiency. This orientation also occurs due to the need for legitimation and social acceptance in the face of the detected complexities [22, 39]. Upon detecting this complexity, the need for local development integrated with the global is highlighted, which is only possible with the presence of legitimate institutions at the municipal level, since they represent potential and give a voice to society [40]. The contribution of institutional theory to this investigation, which addresses the existing relationships between the capacity of public management and the process of municipal development, resides in the possibility of favoring public institutions and institutional changes through management measurement mechanisms that conform to the norms of acceptable institutional behavior, in addition to promoting possibilities of reaching levels of management capacity committed to the well-being of society.

Management tools need to bring to the public management process the variables related to social behavior, considered in Institutional Theory, as they allow, through the possibility of constant updating, the introduction of social behavior variables that give legitimacy to the management process. These practices and structures, made up of cognitive, normative and regulatory aspects, give stability and meaning to social behavior and which, if adopted by organizations, make them socially legitimate [32, 44]. The place of maximum expression of management, where it is possible to observe its results, as is the case of the municipal territory, becomes the locus of the impact and the expression of the powers in the territory, which decide on the capacity of the municipal manager to carry out the management of the project. territory, based on financial and political decentralization in the decision-making power of governments in public policies.

As for the management capacity in order to instrumentalize and potentiate the public policy implementation processes, it is essential to delimit parameters of the municipal management capacity and to point out the issues that need to be deepened, as well as the proposals for public policies aimed at their improvement to meet the companies involved [13]. Therefore, the management capacity at the local level is the competence of the municipal executive power to fulfill its objectives and its legal attributions, according to the public interest, with efficiency, and achieving effectiveness in the organization of spaces for the purpose of territorial planning [13].

In this perspective, the effective contribution of institutional theory to this discussion occurs in two moments. In the first, the Institutional Theory provides elements of understanding about the structure and functioning of organizations according to rules, procedures and values that characterize a given reality; without this understanding, the interpretations arising from the relationship between public management and development would be compromised. In the second moment, the Institutional Theory would assist in the understanding of an institutional environment, which would receive from this discussion, guidelines for the decision-making process based on the understanding of the relationship between the capacity of municipal management and municipal development; thus, the institutional theory would provide subsidies for the contribution of this study, in relation to the need to conform to the social norms of institutional behavior.

The new public administration in this state brings some elements that are correlated in the treatment of the budget and public finances, transparency and responsibility in accountability, popular participation and popular control in addition to the provision of public services [42]. The search for the efficient management capacity of the public administration and the services offered to society, not only institutionally strengthens the federated entities, but also allows different ways of monitoring management and its results [19].

The contrast between places with public services with more qualities and others with an absence of few services offered by the municipality in local development on the part of the public sphere, with challenges for resolving poverty as highlighted by the institutional capacity raised by the Meu Brasil Project, and the cooperation effort between Brazil and the European Union in the network of municipalities and their local efforts to overcome poverty. The Meu Brasil project articulates partnerships with companies and institutions that met in order to disseminate environmental, social, educational and professional actions across the country; Among the activities carried out in the project, studies, the promotion of institutional development actions are highlighted [19].

The importance of the functioning of public management for municipalities that have particularities and differentiated complexities raises questions about the importance of the economic, social and environmental dimensions in the decentralized scale of power, which give managers and their managements different singularities in dealing with these dimensions. The unfolding of public management is present in several aspects in addition to accountability and financial issues, as the provision of services to society demands much more than just one sector. Studies in an attempt to discern the institutional capacity to incorporate the principles of children's rights in municipal public management, point out that the main limitations in municipal public management, for the full guarantee and protection of children's rights, are the little knowledge and training of civil servants municipal publics on the rights of children, the limited reference to the Convention on the Rights of the Child in public policies and in the traditional view of public management, manifested in hierarchical and clientelistic social participation [50]. This example, warns that many of the sectors that make up public management, need better training of their employees in order to better respond to the demands of civil society, which goes beyond institutional policy.

The overcoming of these municipal management capacities is highlighted as essential for continuity and the unfolding of the study of aspects related to the management capacity of the public sector, as they work as a battery of indicators and / or indices [20]. These important aspects of management were the focus of studies that used calculations to determine the degree of consolidation of management capacities in municipal governments [50]. The operational management model, adopted from studies, in bureaucratic governments is still leaning on a management model where the progress of processes is still slow due to the excess of management steps [50]. In this sense, the operational management models used by municipalities, consider the social indexes as fundamental indicators for the formulation of a database capable of minimizing the unwanted effects of public policies. Indexes such as HDI, the Urban Quality of Life Index - IQVU and the Firjan Index, for example, demonstrate that management capacities in several cases within the sphere of municipal governments are in a low position. Their capacities are insufficient to develop basic municipal functions with the minimum quality required [20].

The concept of Capacity for Public Management - CGP articulates management and policy as a form of instrumentalization, to think about the development of federated entities, as previously mentioned, consequently the role of the ability of administrations in management and politics articulate objectives related to the good - being social. In this sense, it is important to highlight the concept of management, as the process of articulating goods or services, in an organized way for the common good of society and for CGP's success, in the search for local, regional and national development [52]. The ability of management to direct public resources, manage programs, people and evaluate the objectives achieved, are still challenges and are performed differently in the three federative scales, Union, states and municipalities, since the municipalities in the smallest decision-making scale do not have as much skill in management capacity regarding the Union and the states.

Public management capacity can be defined and described in several ways, but it basically consists of the ability of administrations to fulfill their responsibilities in a democratic government: i) use public resources wisely and direct them to the desired objectives; ii) manage programs and people efficiently; iii) assess whether the objectives are being achieved [52]. The capacity of public management, not only in general terms, but also addressing different subdivisions, is worked on in the most different organizations and its strength is increasingly present with the greater professionalization of the various organizations [10]. The state of the art in public administration reflects not only a repetition of themes, dilemmas and paradoxes, but also a constant search for new knowledge to solve practical problems, as there are pressures for more and better services through urgent solutions. These are complex solutions to solve because, as the market is dynamic, making the search for greater efficiency somewhat recurrent, in order to obtain an answer to the population's demand for possible solutions by the administrative authorities [10]. Management capacity works with forms of socioeconomic development to manage public policies capable of offering more efficient and effective services to civil society. Since the 19th century, management has developed in response to the problems and challenges faced by companies with the advancement of the Industrial Revolution. Mechanization, automation, production and mass consumption have forced companies to grow extraordinarily, so that traditional standards of direction and control have become inadequate.

The concern with the formation of a body of systematized knowledge about administrative tasks, was accentuated at the beginning of the 20th century, especially in France, the United States and England. Taylor

was one of the first management classics; Taylor was more concerned with aspects directly linked to work in the factories, such as task rationalization, time studies and production movements - in short, with increasing productivity and efficiency. Some studies have highlighted forecasting, organization, coordination and control, which are part of the administration [18]. Other investigations have emphasized the organizational structure, highlighting the sectors of the companies, that is, their emphasis falls on structures and not on tasks [49]. Both studies were important theorists to understand management systems in relation to efficiency and their productivity in the organizational structure. To better understand public policy, it is important to take into account that the public thing is not private, therefore, this means that one of its central characteristics is the fact that they are decisions and actions covered by sovereign authority and by the imperative character of the public Power.

Recognized by the literature on the subject as the first authors of public administration. Efficiency was the objective and the way to achieve better public administration [33]. Another change in the management model was in relation to managerial management. The need to improve the administration's productive processes, boosted the changes in the ways of managing compared to the bureaucratic ones where they were considered centralizing, accumulating and, overloading functions to the point that they could not take it, of so many steps in the administrative process when they were covered 30]. Thus, unlike managerial management, which was characterized by diversification and separation of programs that the government made available to the respective sectors, so that the population could be served, for example, without much bureaucracy and thus improving the public interest [30].

At the beginning of the 20th century, there was a search for universal management principles; however, the study of administrative principles, appeared in parallel to the errors and disappointments of the inefficiency of the public administration due to its embryonic state of activity. The model used was excessive in control mechanisms, resulting in a reduction in efficiency, transparency mechanisms and management objectivity, thereby creating favorable conditions for groups considered privileged, thus strengthening their interests to the detriment of the population that remained in need [45].

This context of dichotomy, between public policies implemented in the territory, the interests of organized civil society and the structures of public administration, made the management of public organizations need a management model based on challenges to deal with the shortage of workers. resources and, at the same time, the demand of the public sector for the good counterpart towards the citizen, thus being able to attend the social strata and the improvement in the quality of public services. The best proposal would be to further commit public managers to values essential to social well-being [15]. These values served as a basis almost as a universal management ethics, in which equity, efficiency and effectiveness would condition administrative behaviors, and not practical management proposals.

The phenomenon of bureaucracy deals with the specific form of organization that, subject to specific rules of conduct, determines and exercises legal authority [54]. Thus, bureaucracy is present in all sectors of society at first, we have to recognize that there is a tendency to attribute uniformity to the concept of bureaucracy, which ends up in errors about the forms they take in the different existing relationships . Studies work on bureaucracy in three separate forms, bureaucracy as an organization, bureaucracy as a power and bureaucracy as control: Bureaucracy as an organization, because it is based on an organizing rationality of an instrumental nature, structured in the way work is organized [17]. The technical and social division of labor establishes how the other dimensions of life influence the daily lives of individuals. Bureaucracy is organization because it is based on a specific order that needs to be shared and reproduced in order to guarantee the existence of civilization itself.

The idea of forms of political organization faces issues related to the maintenance of bureaucratization progress, highlighting that there is an irresistible tendency to bureaucratization; on the other hand, studies highlight that in the face of the power of state civil servants [54]. And, finally, studies highlight the limits of the bureaucracy's capacity in political organization and in state-policy, as well as in the private economy [54]. Bureaucracy as power, has as a condition the establishment of relations of domination, either by shaping social relations or by instituting informality in favor of elites who hold the bureaucratic apparatus, it enables the reproduction of individuals in their social positions or of organizations in the logic of domination political and economic. Bureaucracy, as an instituted rationality and mediator of political and economic relations, presents itself as a space for social struggles [54]. Bureaucracy as control, because its forms are present in productive organizations and in the State. In this sense, the State is understood as the organization in the form of a machine that guarantees political and social control, directly influencing the reproduction of other organizations in society [17].

Another way of understanding organizations in addition to bureaucracy, comes to understand the administration process from the flexibility of administrative actions. Since then, the New Public Management (NPM) was introduced in the last decades of the 20th century, with the objective of its operation being to make public administration operate as a private company, thus enabling more efficiency, reducing costs, potential productive capacity in the provision of services. Because the citizen is seen as a client and user of public

services instead of recipients of state actions. With the NPM, the shift to flexibility did not extinguish traditional controls, but also showed an increase in bureaucracy. They ended up creating more bureaucratic rules and more hierarchical levels to control the supposed decentralization. In the United States, traditional standards of flexibility and pragmatism in management, inspired by the British style, have been reduced, and bureaucratization has reached a high level [29]. The American government considers four areas as key to understanding government management: information, personnel, finance and infrastructure, as a way to better manage states and, in turn, measure the performance of state management.

Information, from the four governmental dimensions, presupposes transparency as a central element of the management process. The investors of a company, for example, need to understand clearly and objectively their performance, and the communication channels created by the state with society, it also becomes a central element between the public and the private, with regard to transparency of information. Revenues and expenses, both of the State and of the Companies are fundamental to control the public and private budget, when transferring information. As for the personal dimension, the government highlights the fragility due to the delay of personnel (the oldest to seek their pensions). Regarding finance, the government's concern is due to the scarcity of financial resources, mainly as a recession occurred. The infrastructure, in turn, demands increasing resources to meet the demand of society, being essential the planning for execution and the cost of maintenance of the infrastructures created from the social demands [29]. What is observed is that in the 1980s and 1990s, the attempts at changes that took place in the sense of better performance in the public sector, focused on the New Public Governance, especially in the Anglo-Saxon countries through alternatives for public management in the search for better adaptation and the transfer of managerial knowledge produced in the private sector to the citizen.

In Brazil, for example, a Latin American country, the idea of implementing a governance policy arose from the perception that it was necessary to conduct an integrated and coherent approach to the various isolated sectorial initiatives to improve governance. To provide support and unity to the policy, recommendations from the specialized literature and from international organizations, notably the Organization for Economic Cooperation and Development (OECD), which summarize the best governance practices, were used. All of this taking into account the main weaknesses of the governance models adopted within the scope of the Brazilian federal public administration [8].

Clarifying the conceptual differences between governance and New Public Management is important for the continuation of the discussion. Governance derives from the political culture of the country in which it operates; while New Public Governance does not demonstrate this contextual and ideological sensitivity. Thus, it is to be expected that institutional governance designs are different, depending on the context in which they are applied [37]. More broadly, the concept of governance can be used in public administration theory to qualify the relations that the State (domain of politicians and bureaucrats) develops with the private sector (domain of companies and consumers) and the third sector (domain of organized citizenship around their interests). The effectiveness of governance, such as the construction of effective organizations within the public sector, also depends, in addition to motivated and well-trained public servants, employees who must organize themselves so that it can improve performance in order to increasingly reduce the problems caused by public bureaucracy [27]. However, these organizations must be run effectively by people who have the necessary skills so that they can move forward in the best way.

In public administration, few terms are used as often and in contexts as different as governance. In recent years, it has become a real line of reasoning to designate a kind of definitive solution to problems in public management and for the success of government policies [8]. The Civil House, in Decree No. 9,203, of November 22, 2017, treats public governance as a set of leadership, strategy and control mechanisms put in place to evaluate, direct and monitor management, with a view to conducting public policies and the provision of services of interest to society [8]. And the indexes and indicators have fundamental and strategic roles in this context.

In short, this section sought to demonstrate the contribution of institutional theory to this investigation, which basically resides in providing elements of understanding about the structure and functioning of organizations according to the rules, procedures and values that characterize a given reality. The municipal management capacity was discussed in this context, as having particularities and complexities differentiated through the economic, social and environmental dimensions in the decentralized scale of power.

VII. CONCLUSION

This investigation took on the challenge of analyzing the contribution of institutional theory to understanding the relationship between public management and development. The environments of planning and control in public management are inserted in a wide and relevant worldwide debate for the construction of mechanisms capable of regionally improving the capacity of public management in favor of promoting the well-being of populations and the institutional Theory presents relevant elements and contributors to the development of this debate.

In this perspective, the study concluded that the contribution of institutional theory to the relations between public management and development lies basically in providing elements of understanding about the structure and functioning of organizations according to the rules, procedures and values that characterize a given reality. The municipal management capacity was discussed in this context, as having particularities and complexities differentiated through the economic, social and environmental dimensions in the decentralized scale of power.

The discussion structure of this Theory brings as perspective, that the organizations need legitimacy of the interested parties and for that they adopt tangible elements like the structure and the processes to correspond to a set of norms and intangible values in the institutional environment. This behavior ends up becoming a rule in organizations, reflecting the cognitive and emotional expectations of its audience, which society, in a broader way, sees as the appropriate way for the organization to act.

Future studies in the field of this theme should be directed to the construction of instruments that measure the capacity of public management along the development process of regions and countries. Only after the construction of these instruments will it be possible to guide the decision-making process within the public sector.

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