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# Review Of Research



## EPISTEMOLOGICAL CHARACTER ON THE PUBLIC MANAGEMENT



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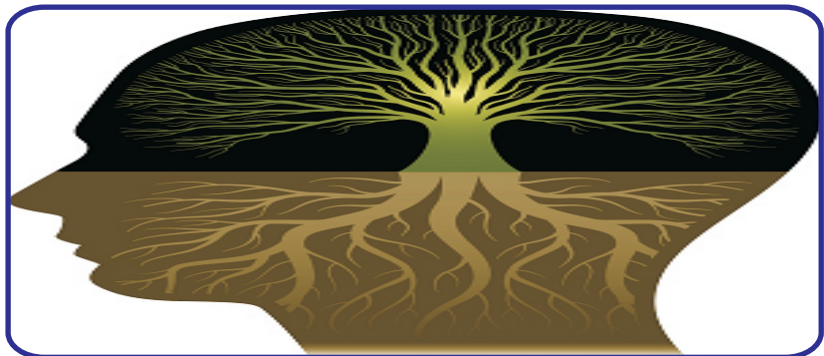
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### ABSTRACT

This paper aims to understand the importance of epistemology on the public administration, with a focus on innovation in decision making. As a result, literature has been used as methodological assumptions from materials already developed and also approach of theoretical and conceptual content concerning public administration, in order to get information about the conceptual views of Management. The use of discourse analysis was important as a complement to the bibliographic study. Concepts were worked as theoretical support for textual construction; the first one is the concept of

epistemology intended for a discussion concerning epistemological foundations of public administration. Another concept used was Public Management, where there is possibility of innovation in the relational process of organizations, enabling from an



epistemological interpretation, a question about the process of recognition and legitimacy of public administration as a science. Finally, there is an understanding that the administration is not acknowledged as a science, because it has no own methods for seizure of its object of study, however it is necessary that the administrative science, including aspects of their theoretical and scientific limitation be imposed in the field of scientific research, pointing their unique issues, seeking its own

methodology from an epistemological perspective in the construction of a locus of action. In this sense, it is believed in the academic world contribution within the undergraduate and graduate levels, leading to a position of reflectivity on the innovation process in the public service, giving theoretical, scientific and methodological support to the actions and public managers' decisions making.

**KEYWORDS:** Business. Administration. Epistemology. Innovation. Public Management.

### 1. INTRODUCTION

Unlike some areas of knowledge that have objects of well established studies, the Administration understood by the Social Sciences searches for to make up itself from the development of a specific epistemology that increases qualitatively as a scientific subject, which expand its scope field. This essay seeks for interpreting the epistemological character of public management.

Epistemology is understood as the study of the foundations of science, such as Administration Science that deals with public management as a field of knowledge, and can bring the innovation of decision-making as a crosscutting theme, suitable for the required improvement in government agencies. In view of the above, this study seeks to answer the following question: What is the epistemological character on public administration considering the innovation of decision-making?

The question to be answered here concerns the change of administration science locus, first known as part of Sociology that studies the organizations in order to establish as knowledge that can be studied by means of a methodology. Thus, it is presented in this document as a general objective to study the epistemological character of public management focused on innovation of decision-making; and in order to achieve a result is intended as specific objectives to study the main theoretical and conceptual content of public management: (1) to analyze the epistemological meaning of public management in the face of the New Public Management Theory (2), and to provide new epistemological proposal for public management (3) The document consists of topics and subtopics involving a theoretical and conceptual review, methodology, results, conclusion and references as follows.

### 2. THEORETICAL AND CONCEPTUAL REVIEW

On this section some concepts will be considered in order to provide contribution in the textual construction of epistemological character, useful in the debate on public management fundamentals. The concept of epistemology in this text is based on interdisciplinary comprehension in the scientific knowledge axis of sociological, linguistic and anthropological character as suggested by Serva (2012). For this author, epistemology, also known as the Theory of Knowledge is part of the philosophy interested in the validation of knowledge; it is a disciplinary field to achieve in sophisticated level of knowledge, and those involved in this type of study should maintain a critical character in the causal relationship. Serva (2012) explains that the epistemological character stands as essential in the scientific establishment.

The other concept now applied is the public management, where it is included definition of innovation in the relational process, which enables epistemic reading, pointing the question that supposes the legitimacy of public administration as science, following the precepts in Matias Pereira (2014). In fact, organizations are the result of individual and group human actions, in the way of meaningful practices to those involved interested in the relationship. It has in its core the impersonal and bureaucracy as indicated by Denhardt (2015); the author argues that some public organizations has the concentration in efficiency and service as assumption; however, its members are shown greatly

involved in routines that are thoughtless, making the organization often arbitrary about to become cruel to the point of view of these relationships. This is a consequence of people's attitude and personal interests and diverse nature, which generally cause conflicts with the objectives and institutional goals. Dias (2012) states that for the understanding of social relations in organizations, it is used the concept of organizational culture, which this author defines as the reference point for the members of the organization, and that becomes standard in driving dynamics inside the structures. The said author records that the organizations are found different value systems that compete with each other creating different organizational realities rather than a uniform culture. Different professional groups may have different views about the nature of the actions taken, or there is not always understanding and clarity about the objectives to achieve. Professional goals often are confused with personal goals. This is the theoretical channel that guides the task as indicated in its introduction.

### 3. METHODOLOGY

For the construction of this essay we used the method of literature using the publication of materials already developed, represented by books and papers. There is no doubt about the benefit of this measure, because the bibliography allowed us to relate the interest of the researcher have a range of facts treated and published by different authors and in different lines of research, as suggested by Gil (2010).

Initially, there was the survey of theoretical and conceptual content of public management, in order to get information about the conceptual views of Management. Complementing the bibliography, discourse analysis method was significant that, as discussed in Gerhardt and Silveira (2009) is a reflection on the conditions of production and apprehension of the meaning of texts produced in different fields. This perspective of discourse analysis becomes essential as a text does not express a sense in itself, but rather expresses ideological positions.

### 4. STUDY OF EPISTEMOLOGICAL CHARACTER OF PUBLIC MANAGEMENT FOCUSED ON DECISION-MAKING PROCESS INNOVATION

According to Denhardt (2015) public management in Brazil has undergone renovations in an effort to restructure and modernize the State. The first attempt was the institution of bureaucracy in the Brazilian government in effect since the Vargas Era, moment in time in which exacerbated paternalism deployed in the country, and where the public was often confused with the private, creating predisposition of nonconformity in the control system of the State. In the epistemological point of view, it is possible the deployment of results combined in the subtopics below.

#### 4.1 Survey of the main theoretical and conceptual content of public management

On this topic will be treated some theoretical and conceptual contents related to public management. Along with them, the bureaucratic administration adopted in Brazil, based on the Weberian conceptions, as discussed by Denhardt (2015) assumes an authoritarian and centralizing character.

As Matias Pereira (2014) bureaucracy is advocated as social control system based on rationality, assuming an adaptation of the means to achieve the ends, with reference to efficiency. This takes place from the need for a reasoned model that has involved all sides of the organization, from the requirement of well-defined models, resulting from the growth and complexity of organizations.

Matias Pereira (2014) also states that bureaucratic perspective, recognized in its origin as the possibility of public service professionalism in search of efficiency, brought undesirable consequences.

Some practices such as hiring servers without public tender, the lack of development of senior management careers, belief in bureaucratic processes, in the name of efficiency have led to an extreme bureaucratization, the inflexibility of public management activities, enabling the weakening of the strategic core of the State, have allowed a discomfort in the organizational environment, leading to paternalism practices. These ones, which spread through public institutions at various levels, have supported to build a negative image in Brazilian society.

Another theoretical and conceptual content of the public management refers to the management board. Its purpose is the process of change, transformation and innovation in public administration. It is based on the premise that the state should improve the sharing of its service to society. The model called management, with its concern for efficiency and control of the results, focusing on citizens, intends to simplify procedures in public administration. Matias Pereira (2014) states that the management takes as its premises the public interest, modernization of the state and the provision of quality public services to the population, linking their action to the interest of the community focusing on the citizen-customer.

These prospects for change in the direction of modernization of the state to increase its capacity to offer public services of quality for the population, becoming the state into smart and public management into competent, should consider the issues involving another concept, namely: organizational culture, which according to Dias (2012) it is a system of values and shared beliefs that interact with people, with the organizational structures, decision-making processes.

There are different value systems that compete with each other creating different organizational realities rather than a uniform culture. Therefore, different professional groups from the same organization may have different views on the character of the actions taken; there is no understanding and clarity about the objectives to achieve. Therefore, it is understandable that professional goals are confused with personal goals.

### **4.2 Analysis of epistemological meaning of public management in the face of the New Public Management Theory**

Public management, based on the New Public Management Theory, has a set of guiding principles that involve a range of aspects, which permeate the entire process of decision-making. On the one hand, a new public management concerned with results, with the service and the satisfaction of citizens and on the other hand, focused on the qualification, satisfaction and involvement of its public officials. This based on innovation, procedural dynamism, efficiency and transparency of information, with an ethical, moral and legal commitment of those involved. Your goal is the positive outcome of the implemented public policies and the credibility of government.

Debates about the epistemological foundations of the administration are not part of the discussion of its theoretical and methodological development, characterized since its origin by the positivist inspiration. An epistemology that enables the in-depth study about public management can lead to important changes from knowledge and Theoretical-Practical the perspective about management.

Even the administration not being considered as a science, for the reason that has no own methods for seizure of its subject of study, it is necessary to understand the aspects of their theoretical and scientific limitation and be imposed in the field of scientific research, pointing its peculiar questions, seeking a specific methodology from an epistemological perspective, the construction of a locus of action.

In accordance with Serva (2012) epistemology is presented as an interdisciplinary knowledge,



since it studies the production of knowledge of both traditional as linguistic, sociological and anthropological point view, thus this study provides justification for the decision-making process.

It is about the knowledge of the process, in the becoming, in the conceptual analysis that is the task of epistemology, discerning that knowledge is provisional, and may never be regarded as finished or definitive. Serva (2012) supports the view that the development of a specific epistemology is a prerequisite for qualitative elevation of a scientific subject, contributing to the improvement of the administration significantly.

### **4.3 Establishment of a new epistemological proposal for public management**

Several actions taken in public administration are carried out under the technical perspective, without a prior theoretical and conceptual study about the demands, leading people to exhausting routines, which as DIAS (2012) stated are caused by excessive demands and relations in the organizational environment.

In this sense, there is need for involvement of public officials in order to know beyond its workplace, employees, partners, so that there is an appreciation of the actions developed within the organizational environment.

Studies about the methodological, conceptual and epistemological aspects of management are needed in that from the in-depth knowledge of specific issues of administrative science opens up the possibility of understanding and comprehension not only of making per se, but also of the epistemological essence of constitution of public management.

Brazil has followed the interest in critical reflection on the science of administration, occurred in other countries. The Federal University of Paraná and the Pontifical Catholic University of São Paulo has been offered the Graduate Program in Business Administration for few years, such as epistemology subject of management as required by promoting debates and publications corroborating with the theme of epistemological public management.

Recently, the epistemology topic has established in the field of Education and Research, in the context of National Association of Graduate Studies and Research in Administration – ANPAD; and in the area of Organizational Studies has been held annually the International Colloquium of Epistemology and Sociology of Science of Administration, by the Research Center on Organizations, Rationality and Development, located at the Federal University of Santa Catarina.

The Professional Master's Program in Public Administration organized by the Federal University of Rondônia has addressed questions about the relationship between theory and practice, in an epistemological aspect, promoting debates on the foundations of scientific production in the field of public management.

It is believed in the academic world contribution in the context of post-graduate courses, through meetings and conferences, as has been happening for the coming out of an attitude of reflectivity on the innovation process in the public service as of the perspective of epistemological knowledge giving theoretical, scientific and methodological support to the actions and pronouncements of public manager's decisions.

## **5. CONCLUSION**

This paper has sought to understand the importance of epistemological character of public management. Therefore, it is very important to study the fundamentals of administrative science as a prerequisite for the understanding of the Public Management, as a field of knowledge, focusing on innovation in decision making.

The constitutive study of Public Management as a principle for decision-making has been described as a guiding principle for the epistemological understanding of Administration as science. It was found that the new public management based on innovation, procedural dynamism, and efficiency of information and transparency starting a liability to an ethical, moral and legal commitment of those involved, has as objective the positive result in public policies established and the credibility of government.

How the debate about the epistemological foundations of the administration was not part of the discussion of its theoretical development, characterized since its origin by the positivist inspiration, administration has a quiet rest without major challenges, reaching a profound theoretical stagnation. Thus, it was understood that even the administration not being recognized as a science, for the reason that has no own methods for seizure of its object of study, it is necessary the administration science including aspects of their theoretical and scientific limitation, be imposed in the field of scientific research, pointing their unique issues, seeking its own methodology from an epistemological perspective, the construction of a locus of action.

Finally, the contribution of the academic world in the context of undergraduate and graduate, through meetings and conferences and this has already been happening, for the emergence of an attitude of reflectivity on the innovation process in the public service, it is necessary as a theoretical, scientific and methodological support to the actions and pronouncements of public manager's decisions.

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