

## Promoting Entrepreneurship for Public Management: Case Study of the Municipality Of Tietê

<sup>1</sup>Thompson Reis, <sup>2</sup>Graziela Cremonezi, <sup>3</sup>Valeria Spers  
<sup>4</sup>Angelo Melo

<sup>1</sup>Professor of Business Administration. Adventist College of Hortolândia. FAH/UNASP-HT/IASP.

<sup>2</sup>Professor of the postgraduate - Methodist University of Piracicaba. UNIMEP

<sup>3</sup>Professor of the postgraduate - Methodist University of Piracicaba. UNIMEP

<sup>4</sup>Student of Master of Business Administration. Methodist University of Piracicaba. UNIMEP

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**Abstract:** This study aimed to verify the characterization of entrepreneurship fostered by public management through a case study of the City of Tietê, São Paulo, and the institution was considered the Municipality of that city. For this, we used qualitative research type diagnosis to survey this city within the parameters of entrepreneurship in public management, which identified the guiding principles that indicate entrepreneurship in him. Furthermore, the actions identified himself entrepreneurial proposed by the municipal leadership through a focus group aimed at municipal secretaries. With this technique, we sought to determine whether the municipality had vocations in economic terms and, if so, what would they be. The analysis indicates that, while the privately managed leader can act the way it deems most appropriate or necessary, provided it is not prohibited by law, by contrast, public administration the manager can only perform what legal regulations permit. We conclude that this fact renders the entrepreneurship in public management, as the municipal leader analyzed in this study has entrepreneurial profile, but can not act according to this profile by virtue of any legal aspect that surrounds it. Given the results of this research, it is understood that it enables the introduction of public policies for this segment through further studies, including the continuation of this work in the doctoral program by the author of this work.

**Keywords:** Entrepreneurship. Public administration. Municipal manager. Promotion.

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### I. Introduction

One of the largest and most relevant current movements in the modernization of public management focuses on the New Public Administration, according to Andion (2012). According to this current, the public organization must be managed, organized and oriented towards the market, that is, it should be used in public management concepts of private initiative, such as: performance, cost reduction, efficiency, productivity and vision With focus on the client (COHEN, DUBERLEY; MCAULEY, 1999; HOOD, 1991).

Public management carries central principles and practices of order, uniformity and equity, as well as multiple objectives to ensure consensus and political support. Public administration, as its name implies, is public and, therefore, dissociating it from politics is practically impossible and democratically undesirable. Moreover, political power is always superior to the administrative one, being impossible or innocent to try to circumvent it (SHARKANSKY, 1979). Thus, according to Osborne and Gaebler (1994), entrepreneurship in this management needs to privilege the achievement and production of high-quality public goods and services, with a prior orientation for the client society as well as the business sector.

It should be noted that entrepreneurship in public administration is a recent issue. Thus, the public agent still seeks to act within the legal framework and does not always seek to innovate; In this sense, the quality of public services is limited to legal traits. For this reason, all individuals have civil and religious rights protected by the Federal Constitution. However, a large part of the population does not follow the direction of public management, and this causes serious problems for the nation in general and contributes to the perpetuation of politicians without technical capacity to exercise the function of representatives of the people, who become managers Inefficient publics, which would not occur if entrepreneurship were present.

The great difficulty lies in demonstrating to society that entrepreneurship is not restricted only to the business sphere, since it is possible to insert it into the public administration. In this context, there will certainly be some legal limitations, but the theoretical-practical foundation will be the same.

Entrepreneurship modifies current currents, which, as far as public administration is concerned, are surrounded by bureaucracy with the introduction of something new and different in response to perceived needs. Therefore, it arouses the interest of society in terms of organizational studies. In Drucker's view (2002), entrepreneurs are like innovative people: change always gives them the opportunity for the new and the different. For the author, systematic innovation consists in the deliberate and organized search for the promotion of change and a systematic analysis of the opportunities that such transformations can offer for economic and social innovation. In view of the above, the following research question arises: what are the actions to foster entrepreneurship by the public management of the Municipality of Tietê, State of São Paulo?

Thus, as a general objective the article presents: Describe and analyze the indicators of entrepreneurship promotion in the Municipality of Tietê, State of São Paulo.

As specific objectives: To elaborate a diagnosis of the Tietê Municipality within the parameters of entrepreneurship in public management, after surveying secondary data of policies aimed at the promotion of entrepreneurship; Establish guiding principles to demonstrate the entrepreneurial capacity of the municipality, Identify entrepreneurial actions proposed by the municipal leader, and compare the proposed with the executed in relation to the government plan and Identify vocations of the municipality, which can be attracted from the point of view of public management .

This study is justified especially because the precepts established in the Brazilian public administration are focused on obsolete paradigms, compounded of retrogressive and outdated doctrinal effects. In this way, there is a need for public managers who value efficiency, innovation and the provision of good services to the population.

Brazil has a young constitution, since it was enacted in 1988, and undergoes a process of structural change with regard to public administration. We leave a clientelistic model for the requirement of adopting techniques and tools that allow the development of the management assumed by the executive power.

## **II. Administration And Public Management**

Public administration is responsible for examining and managing phenomena of a high degree of complexity guided by a multitude of forces that possess flexible behavior. Above all, due to the variance of contexts and behaviors of actors involved in the public administration, it is necessary to adopt a more judicious and pragmatic approach to this field, based on the vision of knowledge about society as a whole (KLIJN, 2008; TEISMAN, 2008).

According to Catherein (1913), public services are defined as the set of activities and goods that are exercised or made available to the community, in order to cover and provide the highest possible degree of social welfare. Thus, the state, the organization of political power of the community, is organized with the purpose of harmonizing its activity in such a way that it reaches the goal of promoting and satisfying the public need, that is, the common good (KOHAMA, 2003).

According to Meirelles (1984), public administration is all apparatus of the State directed to the realization of the latter's services, in order to meet the collective needs.

Public institutions, according to Dussault (1992), depend on a particular way of the socio-political environment, that is, its operating framework is regulated externally. They may have autonomy in the direction of their business, but initially their mandate comes from the government. In this way, one perceives that its authority is fixed externally.

In the context of public administration, a rupture of traditional patterns depends on the demand between supply and response capacity, so that the actors or agents responsible for institutional change are the leaders of social, political, economic or military organizations or movements (PRATS I Page 6

Cunto et al. (2014) comment that the transformations undergone by the public administration have been the subject of debates, existing difficulties regarding the bureaucracy delimit discussions around a new model of public management, conceived for a more effective and effective governmental action in the face of social needs. Therefore, it is a question of modernizing the state apparatus in order to provide better service to society. From the early 1980s onwards, an administrative reform movement started in England under the command of Prime Minister Margaret Thatcher and then in the United States under Ronald Regan.

For Paula (2005) it is erroneously assumed that the private sector is more efficient than the public sector in proposing and applying administrative decisions. Thus, public administration, in view of this and other premises, encourages the adoption of managerial practices previously seen only in private management.

In Brazil, according to Andriolo (2006), this wave of modernity began in 1995 with the Brazilian State Managerial Reform during the first Fernando Henrique Cardoso administration, which originated in the Master Plan for the Reform of the State Apparatus. Same year. The proposal of this reform was to overcome the difficulties faced by bureaucratic public management and to make the State efficient by implementing the values and practices of the private economy.

The New Public Management terminology emerged in the mid-1980s as a response to the expansion of the state's economic and social functions, to technological development, and to the globalization of the world economy.

The New Public Management does not properly mean new ideas, as it is in the perspective of developing a corporate culture in the public sphere. It supports the concepts of efficiency, effectiveness and quality of services and under the perception of the citizen-client of these same services, seeking to replace traditional public management with processes and techniques imported from business management.

Therefore, a "business administration" is conceived, replacing the traditional administration and public management by a management similar to that of private companies. With the prospect that the state and public administration are inefficient and that private management has advantages, as it achieves better results with lower costs, this should be the model to be followed, proposing the substitution of one model for another (ROCHA, 2001).

This New Public Management is based on several managerial innovations that have been registered in the different areas of the Brazilian public administration with direct applicability in the governance and in the optimization of the services rendered, point Cunto et al. (2014).

Denhardt and Denhardt (2000) argue that the concerns of the new public administration are concerned with the introduction of techniques and values of private administration in the context of the public sector. For Kliksberg (1992), public institutions are also subject to organizational changes. Thus, as in private sector organizations, they undergo changes that can be of a political, structural and strategic nature, which give the organization and individuals opportunities to adapt to the current environment. This author asserts that public organizations can not remain oblivious to the need for strategic restructuring and adoption of new management techniques necessary for their capacity building in relation to complex organizational and environmental demands.

### **III. City Management**

Municipalities with results-focused management can, through city management, discover their potential in day-to-day operations and operations. For this, compliance with the law is necessary, but innovative measures are relevant to all technological evolution experienced by society.

#### **3.1 Public Policies**

The elaboration and execution of public policies that seek the improvement of the social indexes and promote the development are part of the several primordial activities of the State. Much of what is expected of a government is related to its proposals regarding such policies. Therefore, the government that seeks to elect after an electoral contest has the whole state apparatus to try to execute its plans of action. Therefore, the creation and execution of these state initiatives for social change is traditionally a governmental function (BRANDÃO, 2013). Entrepreneurship and development are very important themes in the current contexts of our complex society and, therefore, receive special attention from itself and the State. Many of the key actions related to these issues occur on the basis of public policy.

But what, after all, is public policy? The answer to this question is given in the course of this section, beginning with the question of the studies about it, which are recent, especially in Brazil. There are still many conceptual disagreements on this topic, which makes it necessary to discuss, think and rethink about it. According to Souza (2006), since the 1990s there has been a resurgence of the importance of the field of knowledge called public policies, as well as institutions, rules and models that govern their decision, elaboration, implementation and evaluation.

Thus, before defining city management, it is necessary to understand the concept of public policies, since its definition is complex because there are differences in the theoretical field in the discussions. Also, conceptualizing public policies is an arduous task because of the relationship between them and the social, historical, economic aspects of the country, which leads to a range of analytical possibilities. Therefore, it is necessary to observe public policies beyond their legal aspects (MENDES, ORLANDO, 2014).

According to these authors, the public policies help the decision-making of the public manager. By promoting gains in the productive sphere, in theory, public policy actions must compensate for social misalignments by expanding and enforcing constitutionally guaranteed rights, which supports vulnerable sectors and mitigates conflicts of interest among groups.

Also for the authors, public policies are guidelines and principles of actions and programs implemented by the State that may have participation from the private sphere or organized society, whose objective is to guarantee the minimum right to the citizens of a nation.

### **3.2 Public Governance**

Kissler and Heidemann (2006), in the current debate on the continuing modernization of the German public sector, points out that governance has become a key concept that everyone uses without knowing exactly what it is. According to these authors, their original meaning derives from an understanding associated with the political-developmental debate, in which the term was used to demonstrate development policies that were guided by certain assumptions about structural elements, such as management, responsibilities, transparency and legality of the Public sector, considered necessary for the development of all societies - at least according to the models devised by international organizations, for example, the United Nations or the Organization for European Cooperation and Development.

According to Jann (2003), before the vision of political science, public governance is associated with a transformation in political management. It is a tendency to resort more and more to self-management in the social, economic and political fields and to a new composition of forms of management deriving. Parallel to the hierarchy of management and the market, with its forms of management based on "power and money", the new model adds up to negotiation, communication and trust. Therefore, governance is understood as an alternative to hierarchy-based management.

Still for this author, in relation to the local sphere, it means that cities increasingly strengthen cooperation with citizens and also with companies and non-profit entities in the conduct of actions of both. Cooperation involves both the joint work of public, community and private actors as well as new ways of transferring services to private and community groups. Local governance, as a regional configuration of public governance, is thus a self-organizing form of coordination and cooperation through interorganizational networks that can be formed by representatives of political and administrative organizations, associations, companies and civil societies, With or without state participation.

According to the Federal Audit Office, governance in the public sector essentially comprises the mechanisms of leadership, strategy and control put into practice to evaluate, direct and monitor the performance of management, with a view to the implementation of public policies and the provision of services of interest Of society (BRASIL, 2014).

For Burke and Tully (1977), public servants join the organization in the performance of roles and thereby assign meanings to themselves and reaffirm the values of the organization itself. And Duarte (2009) affirms that the work that these people perform is determinant of the construction of their image in the own work and in the public organ, be it in the behavioral aspect or in terms of intellectual capacity.

In this sense, considering that affective commitment refers to identification and loyalty, when the individual undertakes, there is an affective discharge of energy, as well as a sense of belonging psychologically to the company (DUARTE, 2009).

Neves (2001) reports that for a long time the concept of management was not considered applicable to public administration leaders. Their role was to administer according to pre-established rules and resources assigned to their services, which guaranteed them the fulfillment of duties and the exercise of competences equally predefined in organic law.

It is understood that the increasing media disclosure of inefficient public administration actions has contributed to the existence of strong pressure on public managers, who, for this reason, seek to use management tools that provide greater transparency and effectiveness to all that Involves public spending.

According to Behn (2003), managers of public bodies must use performance measurement measures through internal control, budget indexes, and finally, instruments that allow effective management.

Silva (2012) comments that public institutions are collective-oriented, so their managers need to understand that they need to establish guidelines that guarantee quality and credibility in their actions. However, managers often face difficulties linked to established bureaucracy through standard procedures that do not allow for analysis and reflection.

Consequently, as the public service, with its strictly bureaucratic formula, was accused of favoring corruption and inefficiency, the private sector began to be seen as an example of efficiency and quality, which contributed to reflect an image of Their superiority, which ended up enhancing and strengthening their mode of action (SILVA, 2012).

Brunelli (2008) asserts that, because of this, the need to adopt in public administration concepts considered relevant in the private environment, according to the author, considering that the public administration has been changing a lot in Brazil since 1995, that is, Has sought the satisfaction of citizens and users of public services and is focused on results and organizational effectiveness, it is indispensable that the servers that give support to the public administration are committed and motivated. In this sense, it is observed that the author links the achievement of goals through organizational effectiveness to the motivation of public organization employees.

#### **IV. Empreendedorismo**

In this chapter, entrepreneurship is described. For this, the terminology is defined and conceptualized by renowned authors, then delves deeper into the theme by characterizing the entrepreneurial profile and determining the roles of the leader. In addressing the theme of entrepreneurship, one of its precursors, Jean Baptiste Say (1762-1832), industrialist, French economist and author of Say's Law, was first mentioned, according to which production creates its own demand, which makes it impossible to General crisis of overproduction (SILVA, DUTRA, 2004). To undertake, according to Ferreira (1986), means to deliberate to practice, to propose to try a laborious company. In many studies of entrepreneurship, it is perceived that there is no single understanding of the exact definition of the concept.

According to Barros and Pereira (2008), in the first decades of the twentieth century there was intense entrepreneurial activity of small businesses that derived from European and American capitalism. Thus, in 1911, the Austrian economist Joseph Alois Schumpeter published Economic Development Theory, in which the author cites the role of the entrepreneur as a preponderant factor of growth and describes how he challenges established firms in the market by inserting innovations that make them obsolete Products and technologies.

In the context of the spread of entrepreneurship, it emerged first in the economic area, and soon after, it was studied with different approaches and different schools of thought, starting from the classical school to the recent school of cognitive mapping. Also as a business strategy has been consolidating in the context of different types of organization over time (SILVEIRA et al., 2010).

The entrepreneur is linked to economic development, innovation, and business opportunities, says Schumpeter (1984), especially someone who makes new combinations of elements, introduces new processes, identifies new markets or sources of supply, creates new types of organization .

In the conception of Leite (1999), the formation of a professional profile based on entrepreneurship emphasizes, above all, some peculiar characteristics, namely: multifunctionality, with domain of computer science; Does what he likes; Broad knowledge of basic management principles and guidelines, in order to develop specific skills for business management and results with competence to work as a team.

Degen (2009) clarifies that to identify the needs of unmet customers, the entrepreneur candidate needs to recognize the success formula of the successful business observed and analyze the needs of the clients served. Once you understand them well, you should look for another group of customers who are not being served in those same needs and evaluate the opportunity to give them solution using the same recipe for success in a new business.

According to Lezana (1995), the creative individual identifies opportunities with his own initiative, seeks information permanently, communicates persuasively, among other characteristics, what he provides for himself and his family, as well as jobs and wealth.

#### **V. Methodology**

The methodology guides the research process, helping people to make correct decisions and identify appropriate concepts and techniques. Thus, it fulfills the function of searching for true information pertinent to specific situations in a logical and orderly way (THIOLLENT, 1983).

The choice of the Municipality of Tietê Municipality as the focus of this study is justified because it is a municipality managed by a young leader and postgraduate in Management of Cities. In addition, the ease in access to information also had a preponderant participation in the decision making process. The municipality is located in the southwest of the State of São Paulo, administrative region of Sorocaba, being categorized as a small small municipality by the Brazilian Institute of Geography and Statistics (IBGE) because of the number of inhabitants it owns.

##### **5.1 Methodological Procedures**

Among the methodological procedures adopted in this study, the qualitative research of the diagnostic type was used, which, according to Vergara (2007), presents a set of techniques and instruments of analysis that allow not only the diagnosis, but also the rationalization of the system. Thus, its purpose is to emphasize the discovery of strengths and weaknesses related to the object of study. Roesch (2009) clarifies that this research can be used to explore the organizational environment, raise and define problems, in addition determines that the data collection is aimed at obtaining information about a particular population. This, in the view of this author, is a group of people or companies that the researcher is interested in interviewing with the specific purpose of a study.

Through the diagnostic research we obtained answers that made it possible to create a map about what is being done in terms of the government programs of the Municipality of Tietê, which characterized the proposed actions and what is actually being carried out. In this way, the use of the focus group allowed categorizing everything that was and is being carried out by the current government, including, pointing out flaws between the expected versus realized.

Also in this sense, documentary research was used, which, according to Cellard (2008), indicates that the use of documents in research allows to add the dimension of time to the understanding of the social. In this way, documentary analysis favors the observation of the process of maturation or evolution of individuals, groups, concepts, knowledge, behaviors, mentalities, practices, among others. With the documentary research, it was possible to verify the legislation and internal documents that allowed to conceive instruments of analysis regarding the plan of government of the mentioned municipality.

Gil (2008) states that documentary research is similar to bibliographical research. The fundamental difference between the two is in the nature of the sources, since the former is worth of materials that have not yet received an analytical and detailed treatment or that can still be re-elaborated according to the objects of the research. The author explains that, in addition to documents analyzed for the first time (archives, churches, unions and institutions), there are also those that have already been processed, but may receive other interpretations, such as company reports and tables.

After these procedures, a case study of the Municipality of Tietê Municipality was carried out. For Yin (2005, 32), "The case study is an empirical investigation that investigates a contemporary phenomenon within its real-life context." This method of research is appropriate when "circumstances are complex and can change when conditions are not met before, when situations are highly politicized and where there are many stakeholders"

In order to better study the promotion of entrepreneurship in the City of Tietê, the technique called focus group or focus group was used with secretaries. As its name indicates, this technique has a guideline of attention that should always delimit the works; In the case of this research, it is the analysis of entrepreneurship as a promotion through public management. This technique gave the participants the exposure of ideas, perceptions and feelings.

Thus, as already mentioned, this research has qualitative characteristics. The main challenge in analyzing qualitative data is that "there is no clear and accepted set of conventions for analysis corresponding to those observed with quantitative data" (ROBSON, 1993, p.390). According to Denzin and Lincoln (2000), qualitative research is interested in studying things in their natural environment and seeks to make sense of phenomena or interpret them according to the meaning that people attribute to them.

According to Martins (2004), qualitative research analyzes the microprocesses, studying social actions in which the researcher can participate or not in the researched community, exercising a detailed analysis of the data collected.

## **5.2 Case study protocol**

The case study protocol for data collection consisted of documentary research and a focus group. The documentary research: was carried out through the simultaneous analysis of the government plan and also of the current government programs.

In the focus group, the research universe was the Municipality of Tietê Municipality of the State of São Paulo. The choice of this institution is due to the fact that the researcher exercises the function of general controller of this municipality. In addition, because this study is a professional master's degree, the results of this research can be used to obtain public policies aimed at fostering entrepreneurship through public management in the current government or even in future administrations.

Three focus group sessions were conducted with the objective of collecting data, being divided into three meetings and lasting one hour and thirty minutes each. As agreed with those involved, they occurred weekly in the afternoon, in the Noble Hall of the Municipal Hall in Tietê, on days and times of meetings of the municipal secretariat, since these were summons issued by the Municipal Office. Such caution was essential for the smooth progress of the focus group.

The first data collection, first block of questions, took place on June 25, 2015, through a discussion focused on the topics raised to the municipal secretaries and also to the municipal mayor. The second data collection, which occurred on July 30, 2015, referred to the second block of questions. The third and last data collection through discussion centered on the topics included in the third block of questioning of the focus group occurred on August 28, 2015. These question blocks are found in Appendix B of this dissertation.

During the group meetings, the participants sought to encourage and encourage the participants to promote debates that were restricted to the theme in focus, with full democracy and opportunity for expression.

At each meeting, at the end of the testimonies, a final space was given to the participants to add, clarify or change some idea referred to in the discussion as well as to express their respective feelings. The three meetings were closed with final thanks.

Transcripts of the data collected through the Focal Group technique were carried out, which, together with the theoretical framework and the research objectives, allowed the construction of three categories of analysis with the purpose of identifying relevant phenomena and characteristics For the verification of the promotion of entrepreneurship through public management, namely:

1. the entrepreneurial vocation of the municipality, added to the entrepreneurial actions of the current management, allows a better entrepreneurial development of the city;
2. there is in the current management evidence of public policies fostering entrepreneurship;
3. the municipal manager has a profile aimed at entrepreneurship as well as there are strategies of public policies aimed at innovation in what concerns to public management.

## **VI. Analysis And Discussion Of Results**

This chapter discusses the process of fostering entrepreneurship through public management, taking as a reference the campaign proposal in relation to government programs and especially the secretaries' responses to the Focal Group. It is considered pertinent at this moment to emphasize that there is no intention to point out flaws or correctness regarding the studied administration.

Thus, a diagnosis was made of the Municipality of Tietê (Appendix A) within the parameters of what was proposed in the campaign and it was sought to raise secondary data of public policies aimed at fostering entrepreneurship through the Focal Group, which are presented in the Table 8 (page 85).

Then, guiding principles were established that made it possible to demonstrate the entrepreneurial capacity of the municipality. Thus, we identified the entrepreneurial actions proposed by the municipal manager comparing the proposed with the executed in relation to the government plan, which were evidenced through the focus group.

It was also identified, in the secretaries' speech, the vocations of the municipality. In addition, to facilitate the reader's understanding, the focus group was subdivided into three categories of analysis, namely:

1. entrepreneurial vocation and entrepreneurial actions;
2. there is in the current management evidence of public policies fostering entrepreneurship;
3. the municipal leader has a profile focused on entrepreneurship and there are still strategies of public policies focused on innovation in public management.

These categories are presented below. To preserve the identity of the focal group participants, they are called Secretary A, Secretary B and so on.

### **6.1 First Category of Analysis of the Focal Group**

In this first category of analysis, it is sought to verify if there is an entrepreneurial vocation and entrepreneurial actions in the municipality. It was observed that the entrepreneurial vocation of the municipality, added to the entrepreneurial actions of the current management, allows a better entrepreneurial development of the city.

With regard to the first triggering question: "Given the current government, are there elements that show the entrepreneurial capacity of the municipality?", After analyzing the responses of the municipal secretaries to the Focus Group, it is clear that most of them can identify the entrepreneurial vocation Of the municipality. However, they are mirrored in previous administrations to define values of the current, which, according to Souza (2006), is important, since knowing the origin and the ontology of an area of knowledge is essential to understand it.

The secretaries argued that there are limitations in the public administration, so the municipal leader is imprisoned in the whole legal aspect, which shows, therefore, the difficulty in becoming an entrepreneur in the public management. Osborne and Gaebler (1994) assert that the public administrator needs to be free to govern, which does not happen with the Tietê municipal official, since only then can he innovate.

Some secretaries cited fundraising with the state and federal governments as entrepreneurial action. However, according to Brandão (2013), this is just one of many government functions. Thus, it can not be confused as an entrepreneurial measure.

For Dornelas (2003), entrepreneurs have some characteristics: visionaries, decision makers, individuals who make a difference, know how to exploit their opportunities, determined and dynamic, optimistic and passionate about what they do, dedicated, independent, leaders, Well-connected, planners, hold the knowledge, take risks and create value for society. In this sense, the secretaries raise similar characteristics to these in relation to the profile of the municipal leader, which corroborates the fourth assumption of this research (P4), that is, entrepreneurship in the municipality depends mainly on this administrator.

Therefore, it is understood that, as some secretaries have identified, the creation of the Development Secretariat was an entrepreneurial action, since it was not a governmental obligation. However, in his campaign proposal, the municipal official recognized the need to administratively restructure the City Hall, but did not identify which changes should be made.

The creation of the tax incentive law (Annex B) brings measures that show the current administration's concern to provide greater economic development to the municipality. As Schumpeter (1984) asserts, entrepreneurs are those who promote economic development.

According to Salm and Menegasso (2009), public administration is a set of knowledge and strategies in action to provide public services - a common good - for the human being, considered in its multiple dimensions and as a citizen participant in an articulated multicentric society politically. Likewise, the argument of one of the secretaries follows in this sense when it shows that the public manager has exclusive attributions that will be measured through the results of government performance.

Regarding the second question: "In your view, what were the entrepreneurial actions adopted by the current government?", There were elements in the statements of the secretaries that allow us to identify what they understand as entrepreneurial actions. They constantly cited these: partnership with Sebrae; Adoption of measures aimed at increasing local entrepreneurship through the incentive law; Internal debureaucracy in relation to the public services offered to the population; Creation of the Secretariat for Sustainable Development; Search for resources with the state and federal governments, as well as the creation and implementation of the Statute of Public Servants.

Analyzing the evidence cited, it is noticed that there is a lack of consensus among the secretaries about what exactly would be an entrepreneurial action. Osborne and Gaebler (1994) argue that there is currently an era of rapid change in a global market that imposes enormous pressure in terms of fierce competition among economic institutions. Because of the information society, people have access to information sometimes faster than their leaders, the current economy is based on knowledge, in an era of niche markets where consumers are accustomed to high quality and wide choice. In this environment, the bureaucratic institutions, public and private that developed during the industrial era, seem increasingly deficient. In this sense, it was verified in the comments of the focus group that there is a comparison between past and current management to identify if there is innovation in the latter.

According to Osborne and Gaebler (1994), the fact that one can not govern as one who runs a company does not restrict the government from becoming an entrepreneur. Any institution, be it public or private, can become entrepreneurial, just as any institution, public or private, can be bureaucratic. As these authors have identified, the change can occur in different ways, there is no exclusive model to be sought, but for public institutions it is interesting to check what others are trying to do, as this allows them to copy effective models. Thus, the comparison that the secretaries made between the current management and the previous one finds theoretical support in the study of Osborne and Gaebler (1994).

With reference to the third triggering question: "The Tietê Municipality presents an entrepreneurial vocation?", One does not notice a direction of ideas in the answers of the secretaries, the information was dispersed. Some have shown that, for the municipality to develop, there is a need for public investments, which corroborates the thinking of Martins (2005), for which the management of public resources is paramount for a municipality that does not have a defined economic vocation.

In other comments, it was verified that the fact that the vocation of the municipality is linked to a traditionalist society indicates a marked characteristic. However, it was evaluated that for a municipality to become entrepreneurial, there is a need for public management. This argument is in line with what Osborne and Gaebler (1994) point out: entrepreneurial governments need to develop a methodology to find the best instrument to achieve the desired goal, ie, public policies to promote entrepreneurship.

In the fourth and last question of this category of analysis: "As municipal secretary, in your vision, what would be the economic vocation of the municipality?", Different understandings were revealed. While some treated agriculture and livestock as an economic vocation, others argued that tourism would be the master pillar. There were still those who pointed out that industry and commerce are the best ways to go. Through these understandings, it was verified the lack of direction of the thought of the current secretaries; They did not demonstrate to visualize the necessary public policies for the economic development of the municipality. Also, according to Brandão (2013), the creation and execution of these state initiatives of modification or modernization is traditionally a governmental function.

## **6.2 Second Category of Analysis of the Focal Group**

In the second category of analysis, the secretaries were asked if there is evidence of public policies in the current management promoting entrepreneurship.

Regarding the second category of analysis and focusing on the first issue of this category: "Do you envisage any public policy aimed at fostering entrepreneurial / innovative actions in the Tietê public management?", It was noted in the secretaries' speech that The answers themselves were positive. However, there was a clear difficulty on the part of the respondents to identify what public policies would be, which, according to Mendes and Orlando (2014), help in the decision-making of the municipal manager. By promoting gains in the productive sphere, in theory, public policy actions must compensate for social misalignments by expanding and enforcing constitutionally guaranteed rights, which supports vulnerable sectors and mitigates conflicts of interest among groups.



It was also noted that it was difficult to understand what would be entrepreneurship in public administration. Therefore, the replies of the secretaries brought a political speech to the dance, evidencing a vision of political "sponsorship", that is, they always used a discourse to support the mayor. Somehow, this attitude was expected, as the secretaries occupy commissioned positions. This is, therefore, a limitation of the study.

In a more unbiased analysis, a cross-checking of data was carried out between the one proposed in the campaign and the programs carried out and in progress of the current government, according to Appendix A, with which it was possible to infer that of the 193 government programs established at the beginning of 127 have been completed, 53 are ongoing and 13 have not been initiated. According to Schumpeter (1984), the entrepreneur is responsible for innovation and the use of opportunities, since it combines new elements and creates new types of organization. In this sense, it can be affirmed that there are elements that evidence public policies to promote entrepreneurship in Tietê Municipality, mainly through the actions established in the tax incentive law (Annex B).

It should be noted that, as Osborne and Gaebler (1994) point out, this does not mean diminishing the strength and performance of the state; on the contrary, society needs a strong, vigorous and very active government.

Regarding the second issue of this category of analysis: "In general and under the subordination of the mayor, what is the capacity of the current government to promote the promotion of entrepreneurship through public management at this time of economic crisis?", Was unanimous. All the secretaries agreed that, in the present march of the economic crisis of the country, it is perceived that the public investment below the intended one hinders the progress in terms of increase of the entrepreneurial activity in the municipality. According to Machado (2002), the public budget is a powerful instrument of public action that allows to achieve three situations: political control of collection and public spending, economic intervention and public administration, in short, without economic resources for investments, the manager is held hostage only for costing, which makes him fulfill only his role of public administrator, not that of a public administrator who innovates.

### **6.3 Third Category of Analysis of the Focal Group**

In this third category, it was sought to verify if the municipal manager has a profile focused on entrepreneurship and, also, if there are strategies of public policies focused on innovation regarding public management.

The delimitation of the third category of analysis is limited in the verification of the municipal manager to have a profile oriented to entrepreneurship, and also, if there are strategies of public policies focused on the innovation with regard to public management. It was noted that the first issue of this category of analysis: "The mayor (mayor) presents features that guide the current public policies aimed at promoting entrepreneurship" has prompted the secretaries that the municipal leader has been providing public management with measures that evidence the entrepreneurial capacity of the municipality, with the creation of a Development Secretariat, as verified in Appendix A. There were also detailed actions in the speeches such as the creation of the Casa do Empreendedor and the tax incentive law (PRODETI).

Secretaries, as a rule, agree that entrepreneurship in public administration depends fundamentally on their municipal leader. In making a relation between the researched theory and the one that had been reported by the municipal secretariat itself regarding the profile of the mayor, there was evidence that he is an entrepreneur, since he presents entrepreneurial characteristics mentioned by many authors, such as: innovator, Proactive, interpersonal, self-confident, determined, persevering, ambitious, independent, creative, skilled, experienced, planner, organized, characteristics identified by authors quoted in the study by Filardi, Barros and Fischmann (2014). Presented in Table 2 (page 47).

The second question in this category could be verified: "For you, entrepreneurship in municipal public management depends fundamentally on its municipal leader?" That, indistinctly, entrepreneurship in public management depends fundamentally on its leader. This finding corroborates the understanding of authors such as Schumpeter (1984), who warns that the preponderant factor of entrepreneurship is the entrepreneur itself, and Dornelas (2003), who asserts that entrepreneurs are responsible for making decisions and, in doing so, Take risks and create value for society.

Still in this merit and with a view to the third issue of this category of analysis: "Given the political strategies of the current government, can you clearly identify innovative actions?", It was evident in the secretaries' speech that the principles established in the government plan Annex A) do not allow to highlight the entrepreneurial capacity of the municipality, since there is not yet a metric that makes it possible to establish what is an entrepreneurial action and what is the obligation of the municipal leader. It is suggested that future research can determine this metric.

And to finalize the research established in the focus group, the last question: "As for entrepreneurship, in their view, does it flourish from an insight of the municipal leader or, if the municipality has an entrepreneurial vocation, does it occur spontaneously?" Through the answers of the secretaries and based on the researched theory that the leader is the main responsible for the actions of foment to the entrepreneurship in the municipality.

After analyzing the responses to the focus group in relation to the government plan, it was verified that the current management responsible for the Municipality of Tietê Municipality is fulfilling what had been promised in the electoral campaign.

In addition, it was observed the existence of a gap in the researched theory that deals with the entrepreneurship in the public administration, especially regarding what would be actions of foment to the entrepreneurship through the public management.

As far as the entrepreneurial actions of the current management are concerned, Roberts and King (1991) define entrepreneurship in the public sector as a process of introducing innovation in public sector organizations. Osborne and Gaebler (1992) explain that managers with an entrepreneurial profile use available resources and construct new ways to maximize productivity and organizational effectiveness.

In addition, it was evidenced that the existence of actions of fomenting to the entrepreneurship of the current management is in agreement with the thought of Diefenbach (2011), that is to say, entrepreneurship in the public sector implies in an innovative and proactive role of the government in the conduction of the society for Improving its quality of life, including the generation of alternative revenues, improvement of internal processes and development of innovative solutions to satisfy the social and economic needs of the community.

## **VII. Final Considerations**

This research had the general purpose of describing and analyzing the indicators of entrepreneurship promotion in the Municipality of Tietê and, based on the data obtained, identify if there are public policies aimed at the development of entrepreneurship in this municipality.

Based on the literature review, the following question was asked regarding the research problem: "What actions to promote entrepreneurship are applied by the public management of the city of Tietê?". For this, a qualitative research of the diagnostic type was chosen, with data collection through the focal group, and the case study was adopted because this approach is the most adequate, in view of the objective And this question.

The institution studied was a specific organization within the public administration: the Municipality of the Municipality of Tietê, which was chosen because the researcher performs the function of general controller of the municipality and, therefore, has easy access to the information of this. In addition, the mayor mayor showed interest in the research and offered the necessary conditions for its realization.

Contact with the municipal secretaries of the Municipality of Tietê either through the Focal Group or through informal conversations allowed a better understanding of the importance and the role played by this organization in the society.

As highlighted in the course of this research, public institutions are also subject to organizational changes. In the same way as in private sector organizations, there are political, structural and strategic changes that allow the organization and individuals to adapt to the current environment. Public organizations can not be oblivious to the need for strategic restructuring and adoption of new management techniques necessary for their capacity building in relation to complex organizational and environmental demands (KLIKSBURG, 1992).

As described previously, managers were questioned about the existence of entrepreneurship promotion through public management, and the focus group allowed for targeting and attention to the problem question.

Therefore, based on the analysis of the collected interviews, it was possible to verify in the secretaries' speech that the municipal leader is the main responsible for the institution of public policies, whether they are directed to entrepreneurship or any other subject.

It was also verified that the current financial difficulty prevailed in the opinion of the municipal secretaries, being the main obstacle to the strengthening of entrepreneurship through public management.

Despite the difficulty pointed out, there is some optimism on the part of the secretaries, because according to them the political will and the skill to govern are outstanding characteristics of the current municipal leader. Therefore, the search for resources with the state and federal governments allows the municipality to develop.

After analyzing the contents of Appendix A, it can be stated that the actions proposed in the government plan are being fulfilled. In fact, there have been some limitations in terms of financial resources due to the current financial crisis that plagues the entire country, however, because of the funding mentioned above, the programs are being fulfilled.

Concerning the vocation of the municipality, he urges to observe that there is a clear need for a public policy focused on the development of the segment chosen for analysis, since the municipal secretaries do not have clarity about the economic vocation of the Tietê Municipality. Thus, it is necessary to enable them to seek

guidelines that contribute to the introduction of public policies aimed at entrepreneurship and development of this municipality.

It was also observed that there are no authors in the researched literature that determine what actions within the public domain can be considered as entrepreneurial measures, in short, there is a dividing line between public and private administration. Thus, in the private administration, the manager can do everything that is not in the legal framework, in contrast, in the public administration, the manager can only execute what is established in the legal norms. This fact engages the public administration, and this hinders the existence of entrepreneurial actions.

Concluding: because the world is constantly changing and developing, being inserted in a globalized environment. As a result of the introduction of new technologies based on new concepts, there is clearly a great challenge in the sense of breaking existing paradigms and allowing the public administration to move towards the inclusion of public policies aimed at development through innovation and entrepreneurship.

There is little experience in the adoption of entrepreneurship through public policies in Brazilian municipalities. There has been perceived deficiency in terms of a results-oriented management linked to innovative actions, there is clearly a thickening of public management. Thus, studies, research and work in this direction are recommended, since they may contribute significantly to the development of public management considering the entrepreneurial nature.

It is also recommended to continue this research, going deeper into the issue of entrepreneurship development in public management, which will help in correcting errors and improving various other aspects of public administration. In addition, it is understood that the sequence and the development of the research are important for the author of this work in the doctoral program in Administration.

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