

# Proposed Steps to Projects Development in the Public Sector

Francisco Antonio Maciel Novaes<sup>1,2</sup>, Herlandí de Souza Andrade<sup>3,4</sup>, Messias Borges Silva<sup>4,5</sup>, Milton de Freitas Chagas Jr<sup>6</sup>

<sup>1</sup>Faculdade de Tecnologia de Taubaté, Brazil

<sup>2</sup>Faculdade Dehoniana, Brazil

<sup>3</sup>Faculdade de Tecnologia de Guaratinguetá, Brazil

<sup>4</sup>Universidade Estadual Paulista “Júlio de Mesquita Filho” – Campus Guaratinguetá, Brazil

<sup>5</sup>Universidade de São Paulo – Escola de Engenharia de Lorena, Brazil

<sup>6</sup>Instituto Nacional de Pesquisa Espaciais

**Abstract**—Public Policy and projects have been the subject of discussion in public organizations, with the argument that it organizations has resources, but there are no projects to invest. This research aims to suggest a step-by-step proposal to elaborate a project, based on a public policy, in a way that will improve public management, with specific results and contribute to the quality of life of citizens and society. In this research was analyzed the concepts of public management, public policy, programs and projects, which resulted in a logical, interrelated proposal, consisting of steps that comprise a step by step to elaborate project to a public policy. He sought the qualitative aspect and used the bibliographical research as methodology. Structuring the work in chapters organizing in introduction, theoretical survey and its analysis, proposed a step by step to elaborate project and concluded with the final considerations.

**Keywords**— project management, public management, public policy.

## I. INTRODUCTION

In the public sector and in the non-governmental organizations it is common the argument that there are resources, but there aren't no good projects to carry out investment. In this way, discussing projects, programs, public management and especially public policy, became a relevant topic.

In view of the above, several factors motivated the elaboration of this work. The first was to know the concepts of public management, public policy, programs and projects, as well as analyze and understand their application to improve productivity of organizations, quality of life of citizens and especially of society. The second was the interdisciplinarity of concepts and their application. The third was to propose a logical sequence constituted in stages that consisted of a step-by-step

sequence composed to elaborate a project and the fourth and last one, its application in the day to day.

In this way, this work aims to present a step-by-step proposal to elaborate a project, based on public policies.

The methodology used was the theoretical-bibliographic research, supported by discussions with professionals in the public sector. After elaboration of the proposal, new discussions were held to pre-validate the method.

This work is structured in 4 chapters. The second presents the theoretical reference and its analysis. The third refers to a step-by-step proposal for drawing up projects from a public policy and the fourth and final chapter deals with the final considerations.

## II. LITERATURE REVIEW: PROJECTS FOR PUBLIC POLICIES

This chapter will deal with Public Management, Public Policy, Programs and Projects. It should be noted that the Federal Constitution of the Federative Republic of Brazil of 1988 grants its own tax powers and independence to define and execute its public spending policies and that it remains organized as a federative republic with three levels of Government: a Central represented by the Union, twenty-six Member States and the Federal District, as well as the municipalities.

### 2.1 PUBLIC MANAGEMENT AND PUBLIC POLICY

Before discussing the public policy issue, it is important to highlight the National Public Management Program, which was established by Decree No. 3778 of February 23, 2005. Its main characteristic is to be essentially public and to be geared towards the provision of results for society and be federative. It is also "contributing to the improvement of the quality of the public services provided to the citizens and to increasing the competitiveness of the country through the continuous

improvement of the management", according to the service letter of the National Public Management Program (2009).

According to the UCP (2004, p. 4), in the field of governmental action, "each level of government has administrative autonomy, both for the organization of public services in general and for its own financial management." The UCP continues: "The financial autonomy of each level of government manifests itself through the formulation of the budget, the power to explore its fields of tax jurisdiction and the ability to make public expenditures."

With the creation of these programs we realize that the focus is on society, so it is independent of the political party that is governing. According to Osório (2005), the Brazilian Public Management "tends to be guided by theoretical parameters of quality, productivity and control of results". It is important to focus on results. The author continues: "This is a reality imposed by international policies and, for this reason, tends to be the official discourse of any government."

This reality focused on results makes the public administration have technical capacity. According to Osório (2005), in order, to be able to "work correctly with the new paradigms of agile, efficient and committed managers with results, we must build, a stable administrative machine, equipped and technically qualified."

It is perceived, therefore, that to implement services of excellence for the citizens, to use project becomes necessary. According to the services charter of the National Public Management Program (2009, p. 16), a public organization "should establish a working team to coordinate the Project". By the services letter, described above, the project is necessary and for this to have a team with knowledge about the processes of attendance of the organization is of fundamental importance.

With this plan, the State, in the current scenario, needs a citizen-oriented organization. According to Queiroz (2011: 32), governance "is its administrative capacity to govern effectively and efficiently, returning to the action of the state services to serve citizens."

We understand that to govern effectively is to govern with monitoring of the results achieved over time through their actions. Actions that result in improvement of the citizens' quality of life. According to Chiavenato (2003, p.40), effectiveness "is to remain sustainable in the environment, present global results over time, coordinate efforts and energies systematically". Efficiency "is to do things the right way, solve problems, take care of the resources applied, fulfill the duty and reduce the costs". Effectiveness "is doing the right things, producing

creative alternatives, maximizing the use of resources and getting results"

It is clear that the State to govern effectively will use public policy to meet the demand of citizens and achieve the necessary results. Queiroz (2011, p. 33), points out that "it is fundamental to value regional and local social demands through greater attention of the State to these interests".

Understanding that public policies are the means available to the public administration for the defense and realization of the rights of freedom, defining and formulating laws that meet this demand is necessary. Queiroz (2011, p. 99) points out that: "the sector in which the definition and formulation of laws and public policies is defined comprises, in the Federal Executive Branch, the direct administration organs that integrate the structure of the Presidency of the Republic and the ministries and, in the State or Municipal Executive Branch, the organs of direct administration that integrate the structure of the government / cabinet and the structure of the secretariats". It is clear that the Executive Power is important in this process and knowing the Master Plan of a government is necessary.

Thus, evaluating the results of the actions established by the public policies and the responsibility of the rulers becomes necessary. Queiroz (2011, p.104) cites the need for social control of public policies as: "evaluation of results and accountability of government officials for their actions". To have public policy and to control its results and responsibilities we understand as actions of fundamental importance in the current social context.

Possessing programs and / or projects that allow the realization of public policy, whether Federal, State or Municipal, presents itself as an initiative that facilitates the accomplishment of actions, results monitoring and identification of those responsible. When analyzing the concepts, it is also possible to understand that the actions of the public policies favor in some way the local and / or regional development.

Given the importance of public management and public policy, knowing projects, their concepts and procedures, we understand that it will facilitate identifying a specific action to be taken that results in an improvement in the quality of life of the citizen and society.

## 2.2 PROGRAMS AND PROJECTS

To propose a step-by-step to design project, from a public policy, we initially need to understand what is program for design purposes.

According to Keeling (2002, p. 7), programs "are presented in the form of a series of projects", so according to the author, projects "may be autonomous modular".

Then, it can be understood that the programs welcome the projects with specified objectives and expected results.

According to the same author, in continuation: "the projects are destined to obtain an independent but complementary result, that is frequently integrated to the work of other agencies with interests in the same area of operations or field of activity". According to Keeling (2002, p. 4), the project presents common characteristics, "are independent enterprises, have distinct purposes and objectives, and are of limited duration". The author continues to cite that the projects have: "determined dates for beginning and ending, own resources and administration and own administrative structure."

According to Oliveira (2005, p. XIV), "project is a unique and temporary event". Thus, design is unique and has clearly defined beginning and end. Being unique, to elaborate it or to plan it, it is necessary. The author continues: "project needs specific planning to achieve its objectives".

In this way, a project is a specific action that disengages from a routine activity, but can contribute to its efficiency. According to Keeling (2002, p.4), a project "... is planned, financed and administered as a distinct activity". The author continues: "The project perspective is rigidly defined, limited by time and resources, and the objectives are more specific."

Since a project is a specific and unique action, a project is defined as a defined challenge. According to Chiavenato (2003: 361) "a project is a defined challenge to create a single product or service". The author continues: "Project is temporary because it has a definite beginning and a definite end".

The PMBOK Guide (2004, p.5) cites a project as "a temporary effort undertaken to create a unique product, service, or result."

When analyzing these project citations, it is clear that the project has specific characteristics and benefits that KEELING (2002, p.5) highlights: "simplicity of purpose, clarity of purpose and scope, independent control, ease of measurement, flexibility of employment, leads to motivation and team morale, sensitivity to management style and leadership, useful for individual development, conducive to discretion and safety, mobility and ease of distribution".

According to the PMBOK Guide (2004, p.7), "projects are used as a means to achieve the strategic plan of an organization". When understanding that a project meets a strategic plan, knowing the strategy of an organization is necessary to achieve results, thus identifying the improvement programs is an action of fundamental importance, in order, to elaborate the projects that will serve those programs. Improvements.

In addition, to strategic considerations, project can also meet specific objectives. Oliveira (2005, p. XIV) exemplifies projects such as "creating a product for classes A and B". The specificity of the objective is clear. The author continues: "build a residential building".

In this paper, the authors describe the ISO standard 10006 (1997), which defines a project as "a unique process, consisting of a group of coordinated and controlled activities with dates for beginning and ending, undertaken to reach a goal according to requirements, including time, cost and resource constraints. "

According to Tuman (1983) apud Rabechini, Carvalho and Laurindo (2002), a project is an organization of dedicated people aiming at achieving a specific purpose and objective.

According to Oliveira (2005, p. 15), "to start a project is to recognize the need to formalize its beginning". Presenting a proposal is of fundamental importance. According to Oliveira (2005, p. XV), "executive proposal is a document that summarizes analytical data on the technical, operational and financial viability of a project". Through the executive proposal of the project that will seek its approval. According to Oliveira (2005, p. XV), "objectives, premises, constraints and financial returns presented in the Executive Proposal need approval, so that the project advances to the planning process."

### 2.2.1 PROJECTS MANAGEMENT

According to the PMBOK Guide (2004, p.8), "project management is the application of knowledge, skills, tools and techniques to project activities to meet their requirements."

According to Keeling (2002, p.9), project management "is the center around which all activity, the link between internal and external stakeholders and organizations, regulates progress, speed, quality and costs, leader and motivator of staff, communicator and negotiator on all things related to the project, and controller of finance and other resources. "

When it comes to project management, defining the profile of a manager is of fundamental importance. According to Keeling (2002, p.10), the characteristics considered important for a manager's profile are: "strong, energetic but tolerant personality, diplomacy and advocacy."

To defend the project, its independence and ability are of fundamental importance. On this independence the author continues: management must possess "Intelligence with an independent spirit". About Ability the author continues: that "it must be proven in the branch of the project and to see things as a whole". Therefore, according to the author who continues "the management of own interest and concern to see the project completed.

Ability to direct and delegate technical work. Commercial, financial procedures, contractual, legal, entrepreneurial dynamism, and energy and persistence." Once the manager's profile has been identified, the project life cycle must be identified through the phases of a project. Keeling (2002, p. 13), cites four phases of a project life cycle: "conceptualization, planning, implementation (execution), and completion." To reinforce the importance of identifying the project life cycle, the PMBOK Guide (2004, p.5) cites the following management processes: "initiation, planning, execution, monitoring and control, and closure".

In order, to elaborate the project, the conceptualization phase is fundamental. It is the moment that presents the idea or vision of improvement for one direction. According to Keeling (2002, p.17), "it is the project proposal, defining justification, proposed methods, estimated costs and benefits and other details."

If the proposal is approved by the management, a detailed study is necessary. Keeling (2002, p.17), recommends "a structured feasibility study that offers recommendations as to whether the project should continue." It is important to emphasize that in this conceptual phase of the project the purpose is clarified. Keeling (2002, p.25), cites as the moment when: "its exact purpose, that is, to stipulate objectives, scope, outcome and cost, and to identify stakeholders is clarified."

As Keeling (2002: 26) writes, it is important to consider the following questions: "What exactly should be achieved? What results are important (needs), which are desirable, but not so important (desires)? What should not be included? How could the "goal" of the project be better achieved? How long will it take to achieve the results? When would it be wise to start the project? How much will it cost and where will the resources come from? What opposition could be found, by whom?"

Scratched and defined the concept and the proposal, studying the viability of the project becomes necessary. Keeling (2002: 45) points out that an initial proposal should have four purposes: "introducing the concept, testing the reactions of potential stakeholders, obtaining support, and establishing a basis for assessing viability." It is clear the importance of the feasibility study that naturally considers the project risks.

Managing the risks of the project is of relevant importance. A threat can lead to abandonment of the project. According to Keeling (2002: 53), "risk management is an ongoing process throughout the life of all projects, starting with the viability stage, when foreseeable risks are identified, graded and evaluated." Neglecting this practice can create serious difficulties in the execution of the project. According to Keeling (2002: 54), which considers risk management occurs in four

phases that are: "identification, evaluation, analysis and elimination".

These four phases depend on the elaboration of a table that shows the activities, their dependencies, time of accomplishment, cost, probability of the risk occurring and its impact. Managing projects effectively is key. Finally, as Chiavenato (2003, p. 361) proposes, "to manage projects effectively is to define, rationalize and optimize all forms of work that are essential for good corporate results."

### 2.2.2 PROJECTS: PLANNING, IMPLEMENTATION AND CLOSURE

Once the conceptual phase has been completed, the project is designed for the analysis, study and approval of stakeholders and especially public policy.

It can be understood that it begins the planning phase when the decision to carry out the project was made. According to Keeling (2002, p.17), planning "begins when the decision to proceed" was made. This moment requires a more analytical study of the proposal and the selection of management. Keeling (2002, p.17), defines the moment in which "selects the management, realizes the plan of activity, finances, human resources, communication, norms of quality, security and administration." The planning carried out must be validated by project supporters.

After the planning phase, the implementation phase begins, which for Keeling (2002, p.17), "is a period of concentrated activity when the plans are put into operation". Controlling each activity in relation to the planned one is necessary, and Keeling (2002, p.17) states that "each activity is monitored, controlled and coordinated to achieve the project objectives." According to Keeling (2002, p.17), "the efficiency of work will be directly linked to the quality of the plans already formulated, to the effectiveness of the administration".

Implemented the plan established in the planning begins the completion phase. Keeling (2002, p.18) points out: "it is the delivery, attribution of duties and responsibilities of follow-up, such as disposal of machinery and equipment, closure of bank accounts, evaluation, transfer of personnel and closure report".

### III. A STEP BY STEP PROPOSAL TO DEVELOP PROJECT

Figure 1 presents eleven steps proposed to elaborate a public policy project. These steps are interrelated and ordered.



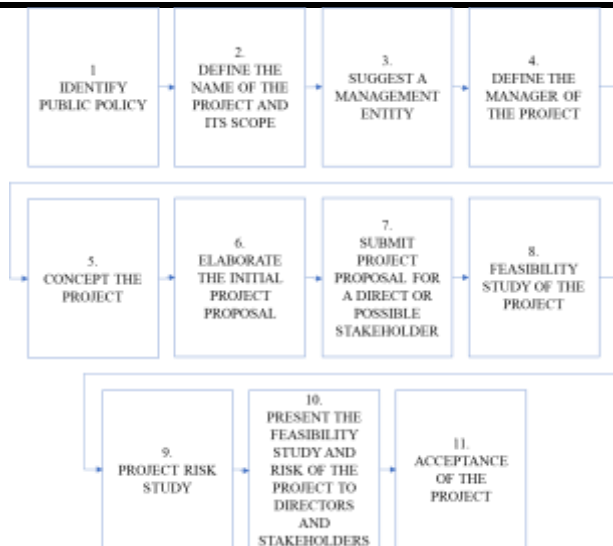


Fig.1: Public Policy Project step by step

Below are described each one of the proposed steps:

- **STEP 1 - IDENTIFY PUBLIC POLICY:** Identify in public policy their objectives, requirements, deadlines, costs and results that they intend to achieve, in order, to offer improvement to society.
- **STEP 2 - DEFINE THE SCOPE OF THE PROJECT:** Give a name to the project, even if it is provisional. And, define the scope and the time that the temporary efforts that will be undertaken to create a unique product, service or result. This is the moment to identify the project stakeholders.
- **STEP 3 - SUGGEST A MANAGEMENT ENTITY:** Once the exclusive product or service is defined, it is necessary to define the managing entity for this project.
- **STEP 4 - DEFINE THE MANAGER OF THE PROJECT:** Once the management entity is defined, it will be necessary to identify the project manager.
- **STEP 5 - CONCEPT THE PROJECT:** defined the project manager, it is recommended to conceptualize the project. Moment in which the exact purpose is clarified. It outlined the objectives, scope, outcome, and cost.
- **STEP 6 - ELABORATE THE INITIAL PROJECT PROPOSAL:** Defined the concept, it is suggested to present the justification of the project. Time to report the methods, costs, time, risks, materials that will be used, the people needed, the form of communication and especially the scope of the project.
- **STEP 7 - SUBMIT PROJECT PROPOSAL FOR A DIRECT OR POSSIBLE STAKEHOLDER:** Having a clear and objective proposal, meet with a direction or group of potential stakeholders and discuss the concept of the project to get support and,

also, seek new stakeholders by the project. Tests the reactions of those interested. Moment to validate the concept of the project.

- **STEP 8 - FEASIBILITY STUDY OF THE PROJECT:** Study the viability of the project. Moment to consolidate the concept, seek data that aggregate the project and further clarify the project. It is suggested to develop a framework that clearly presents information on how the project should achieve its results.
- **STEP 9 - PROJECT RISK STUDY:** Analyze the risks of the project and present ways to mitigate and solve possible predictable problems, that may interfere with the project. It is recommended to develop a process that identifies, evaluates, analyzes and presents a way to eliminate possible and predictable risks.
- **STEP 10 - PRESENT THE FEASIBILITY STUDY AND RISK OF THE PROJECT TO DIRECTORS AND STAKEHOLDERS:** Present the project, which has been studied, analyzed and argued. Moment still conducive to contributions, changes and suggestions for improvements. Discussed the project, obtain final project approval and authorization for continuity.
- **STEP 11 - ACCEPTANCE OF THE PROJECT:** Proceed with the documentation and preparation and signing of the contracts. The planning, implementation, (execution and control) and project closure phases begin (themes that are out of focus for this work).

#### IV. CONCLUSION

This work presented the concepts of public management, public policy and projects in a way that allowed to present a logical and interrelated sequence composed by a step-by-step to elaborate project, from a public policy. From this it was possible to suggest eleven steps to elaborate a project.

With the definition of the eleven steps, it is concluded that the research reached its objective, thus contributing to a certain interested party, who wishes to elaborate a project, based on the objectives and results expected by a public policy.

It is suggested for future work the detailing of each one of the proposed steps, as well as its insertion of already consolidated project management tools.

#### REFERENCES

- [1] CHIAVENATO, I. **Planejamento estratégico**. 5ª Impressão. Rio de Janeiro, RJ. Elsevier, 2003.
- [2] KEELING, R. **Gestão de Projetos: Uma abordagem global**. São Paulo. Saraiva, 2002.

- [3] OLIVEIRA, G. B. **MS Project & Gestão de Projetos**. São Paulo. Pearson Makron Books, 2005.
- [4] OSÓRIO, F. M. Novos Rumos da Gestão Pública Brasileira: Dificuldades Teóricas ou Operacionais? **Revista Eletrônica sobre a Reforma do Estado**. N. 1, Março/Abril/Maio/2005. Salvador/BA.
- [5] PROJECT MANAGEMENT INSTITUTE. **Um Guia do Conjunto de Conhecimentos em Gerenciamento De Projetos**. 3ª Edição. PMI Publications, 2004.
- [6] QUEIROZ, R. B. **Formação e Gestão de Políticas Públicas**. 3ª Edição. Curitiba. Ibpx, 2011.
- [7] RABECHINI JR, R.; CARVALHO, M. M.; LAURINDO, F. J. B. Fatores Críticos para Implementação de Gerenciamento de Projetos: O Caso de uma Organização de Pesquisa. **Revista Produção**, V.12, N. 2. 2002.
- [8] SOUZA, C. Política Públicas: Uma Revisão da Literatura. **Revista Sociologia**, V. 8, N. 16, Jul/Dez 2006, P. 20-45.
- [9] ULTRAMARI, C.; DUARTE, F. **Desenvolvimento Local e Regional**. 2ª Edição. Curitiba. Ibpx, 2011.
- [10] BRASIL, Ministério da Fazenda. Secretaria Executiva. **Programa Nacional de Apoio a Gestão Administrativa e Fiscal dos Municípios Brasileiros**. Documento Do Projeto Bra/04/033. Brasília, Dezembro de 2004.
- [11] BRASIL, Ministério do Planejamento, Orçamento e Gestão. Secretaria de Gestão. **Programa Nacional de Gestão Pública e Desburocratização** – Gespública; Prêmio Nacional da Gestão Pública – Pqgf; Carta de Serviços ao Cidadão; Brasília; Mpog, Seges, 2009. Versão 1/2009.
- [12] BRASIL, Presidência da República. Decreto N° 5.378 De 23 De Fevereiro de 2005. **Programa Nacional de Gestão Pública e Desburocratização**.