

Governance, Sustainability and Collaboration Analysis Model

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Abstract— *The public management and its organizational structure underwent, throughout the 20th century, different changes in its architecture, due to the strong influences of the different ideological currents that followed one another over the years. The objective of the study is to theoretically build arguments that show the relationship between collaboration and sustainability in public management and governance as an interlocutor between public systems, the private sector and society. The methodology was a systemic analysis of a qualitative approach using systemic models to understand the evolutionary or retrograde movements of the economic man. It concluded that public management focused on sustainability is a management process with strategic characteristics in the sense of reconfiguring the culture and knowledge of society, soon reaching public bureaucracy, politics and the regional governance initiatives.*

I. INTRODUCTION

Sustainability, collaboration and governance are concepts strongly linked to the management of public affairs, they emerged with great force at the beginning of the 21st century. They still have a conceptual basis that requires a review and updating, according to new social and economic behaviors and discussions of the valuation of natural resources, so that, when using them, their conceptual basis is aligned with their use in practice. Given this, the concept of collaboration can be interpreted with a strong political and sociological link. Its use can serve to leverage issues such as “management”, whether private or public. The use of the term sustainability is sometimes more linked to a “fashion” than to the practice of sustainable and conscious actions with nature and with living beings. The term “Governance” is often associated with resolving social and political issues in a “Welfare State” alignment. Thus, the term has two strands of understanding in two parallel sectors, the private and the public. Governance, in the private sector, brings the way in which organizations are managed and controlled, and how they relate to the interested parties “Stakeholders”. In the public environment, public governance can be defined as the ability to decide, govern and implement public policies [1].

In a company, when the manager, in addition to the attributes of leadership, incorporates leadership characteristics, for example, he is able to more easily implement what can be called a collaborative environment. In a public organization or even a local government, it is possible to achieve more significant social results when it is possible, in some way, to create an environment of collaboration. Wherever it is, then, it is possible, theoretically, to think that there is a positive relationship between collaboration and results, whether business or social. Sustainability is sometimes not properly used, which generates a certain wear and tear due to its misunderstanding in the public, private and third sector as well. This can cause wear and tear. This can cause strain on relations between sectors and on the alignment of public policy propositions. What can be considered new is the search for the relationship between collaboration and sustainability, in its broad and systemic view, which involves economic, social and environmental aspects [2]. A collaborative environment facilitates sustainability and the latter, in some way, makes it possible for individuals and social groups to collaborate with each other, especially when the focus is on the “common good”. It follows, then, that the sustainable system, or systemic sustainability, can also be an element that links collaboration and sustainability itself. The role of governance would be to promote the articulation between the systems and the

awareness in the use and in the adequate form of the concepts and their insertion in the social, economic and environmental dynamics. However, in order to understand and seek a systemic architecture, which links collaboration and sustainability, as well as to establish conceptual conditions for governance to fulfill its role of articulation in the geographical and historical macro system in which the public and private sector converge, it is necessary to promote the conceptual application of these terms in practice. The important thing is that what we are going to call in this analysis of system variables and subvariables are identified and understood. For this, two elements that encompass the different subvariables will be used. They are: a) precondition for effective public management; and b) structural pillars of collaborative public management. Another important element in this theoretical construction will be the relationship between growth and development. These are different concepts, but fundamental to understanding the theoretical package that supports the larger system called “collaboration-sustainability”. For Schumpeter [3], development is a distinct phenomenon, entirely new to the usual circular flow, in the tendency towards balance or our routine.

The objective of this work is to theoretically build arguments that show the relationship between collaboration and sustainability so that it can be absorbed, understood and applied by all social actors and governmental and non-governmental organizations. As this is a relationship that goes beyond organizational rules, both in the public and private spheres, the concept of “collaborative public management” will be used as a central element [4]. This will certainly be the terrain of most theoretical vulnerability, as the organizational “pros” is almost always supported by what can be called managerial authoritarianism. In public organizations, authoritarianism has as its source, almost always, the bureaucracy or the political-bureaucracy set. In private organizations, authoritarian management has other bases, and its power can range from ownership of capital and its indications to authoritarianism, the result of the arrogance of the so-called experts. Be that as it may, the “pros” of collaborative management is a problem, as it is hardly present in current organizations, or in the historical trajectory of most of them [5].

II. PUBLIC ADMINISTRATION

The public administration and its organizational structure underwent, throughout the 20th century, different changes in its architecture, due to the strong influences that it suffered from the different ideological currents that followed one another throughout the period. Both

totalitarian ideologies, on the left (socialism) or on the right (fascism), as well as those considered more democratic, theoretically more liberal, have fattened the State. All ideological strands, however, had the same argument: to improve the living conditions of citizens and society as a whole. This argument was often packed with populist and opportunist speeches. The result, however, was a bloated state, increasingly less efficient and dislocated from its good intentions, whatever they were. Aguilar Villanueva [6], when describing the dysfunctions of public management in the 20th century, recalls, among others, the "...financial disorder and inefficient provision of goods and services...that erode the confidence of citizens in their governments...". Aguilar Villanueva [6] shows that the inefficiency in the functioning of the public machine generates what can be called the "legitimacy" of the public machine, or rather, the lack of legitimacy. In addition to the lack of legitimacy, and strongly related to it, there is the issue of capacity. The Public Administration compromises its capacity when its resources, tangible and intangible, are unable to face the problems of different communities or are structurally insufficient to fulfill the promises of the political discourses that were used to obtain the political orientation of the State bureaucratic machine. Populist governments, for example, are adept at promising unattainable results, as well as talking about resources, which are actually non-existent.

The different communities of society, know or should know, as the managers of public affairs themselves forget or insist on not knowing is that the government and its bureaucratic processes are not capable of controlling all the key variables of well-being and social prosperity. These variables are, at a minimum, the following: a) Economic growth; b) Employment and income; c) Social security; d) Overcoming poverty; e) Emancipation of citizens. This, in fact, is a problem that has been discussed for a long time under the heading of "governance", and it brings questions related to the resources necessary for the

direction of society, which are: a) Economic resources; b) Information; c) Intellectuals; d) Morals; e) Technological; and f) the managerial capacity of both the State and private property. In some cases, inefficiency in business results or in the public sector is alleged mismanagement or lack thereof. But, what is "good management" or, for some, "sustainable management"? Who really cares about the results to the State; entrepreneurs or society as a whole?

In this sense, it is necessary to consider the regime of government and ideology adopted in a territory, as they will determine the structuring models and the movements that a society will make in the evolutionary process and characterize its actions in the economy, in the concern with natural resources, with culture and social demands. Samoggia [7], discussing public governance, shows that it is high time to replace the hierarchical mode with a government "...more associative and coordinating." By showing this necessary change, the author signals the change in the direction of what is being called, here, "collaborative". On the other hand, public managers often adopt an egocentric behavior, prioritizing their needs and considering only their ideological and partisan issues [3]. In addition to the lack of legitimacy and the structural lack of capacity, there is another issue that hinders the functioning of public bureaucracy, which is the lack of a "public value". When focusing on this point, it is always opportune to remember what Sennett [8] shows when he states that "The notion that human beings have a right to happiness is specifically a modern and western idea. The public value referred to here is precisely this happiness to which the author refers. Discussing from different angles the decline of the public man and the troubled relations between the public and the private throughout the 20th century, the author states that a "secular charisma: a psychic striptease was largely, responsible for the "incivility" that we have today, which, in other words, shows the loss of public value on the part of public management itself.

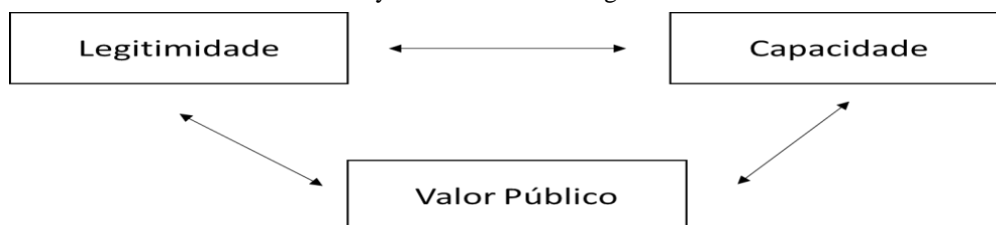


Fig.1 - Preconditions of Public Management

Public administration, then, in order to achieve the goals that society expects of it, needs to be supported by what can be called the precondition of public management (Figure 1). The major complicating factor of these preconditions is that they form a system that is

permanently self-reinforcing, thus generating trends that can be directed to meet social needs or in the opposite direction. In the same line of reasoning, it is good to remember that, because it is systemic, the set of elements is dynamic and needs to be, somehow, monitored and

strategically realigned to achieve the desired objectives. It is this point that will be rescued later to justify the need for social collaboration. In parallel with the systemic set called preconditions of public management, it is important that the public bureaucracy itself is adequately supported by a legal structure (legal framework) that provides sufficient stability for the system to function. This legal framework, however, needs to be flexible to adapt to the different operating technologies that may be incorporated into the system. It also needs to be operated with efficient tools for it to be effective. The legal framework and the operative tools can actually be considered within the same sub-variable, as the legal framework needs to contemplate the regulation of the operative tools themselves. These two sets of elements, the preconditions and the legal framework, will be fundamental for the effective functioning of what will be called, here, the “structural pillars” of collaborative public management, formed by at least 3 elements: a) connection; b) collaboration and c) engagement. Schumpeter [3] warns that changes take time, involve different aspects and systems must adapt to survive.

2.1 FORMAL STRUCTURE

For Evans [9], the central elements of the formal structure of collaborative public management are, therefore, connection, collaboration and engagement. The first two elements are heavily dependent on both the

precondition system and the legal framework. The third element, engagement, is a function of the systemic preconditions of management, but also a function of the transparency of management itself. It is important to remember that transparency is different from communication, as it implies an adequate and sufficient understanding of the acts of organizational bureaucracy. Now, having said that, transparency, which has the potential to create opportunities for social control and social participation, presupposes knowledge on the part of society, since it, society, is the focus of the actions of public organizations. In other words, society needs to be able to understand what is shown so that actions can be considered transparent. Calling the central elements of the formal structure of collaborative public management “structural pillars” it is possible, then, to establish and show the connections of these pillars with the elements identified here and called preconditions, legal framework, and transparency and operational tools. These elements can be called infrastructural, as they are elements that, in some way, will or can support the structural pillars. It can also be said that the structural pillars that support collaborative public management, similarly to the precondition systems, is a system where its elements strongly influence each other. This actually works this way because management itself needs to act in a systemic and adaptive way.

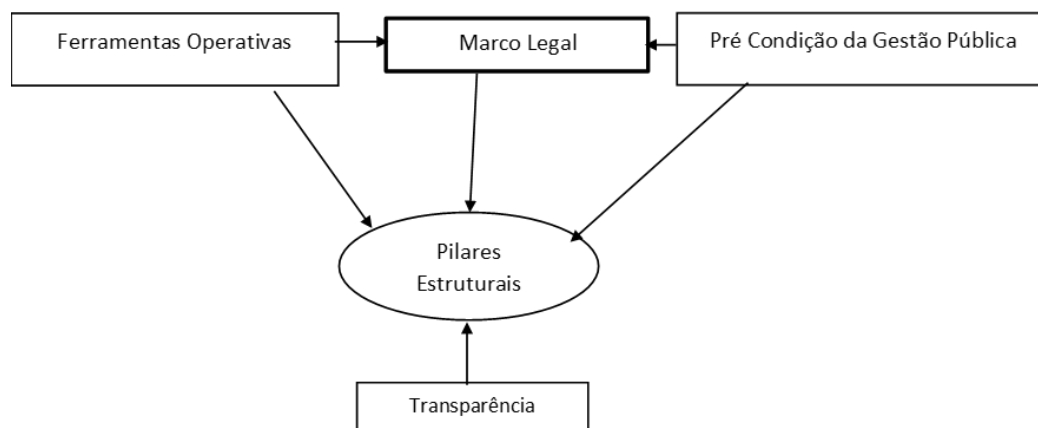


Fig.2 - Infrastructural elements (preconditions)

Any imbalance, lack of function or poor functioning of one of the pillars can destabilize the entire system, causing damage to organizational management. It is important, therefore, that management and managers simultaneously focus on all pillars, giving them attention and reorienting their strategic actions in order to keep each pillar vigorous and thus balance the system, but the pillars need to be known to all stakeholders. actors in the system and aligned with the legal framework that also serves as a

regulatory instrument for the management model. It is important to always make it clear that any imbalance, lack of function or poor functioning of one of the pillars can destabilize the entire system, causing damage to organizational management. It is important, therefore, that management and managers focus simultaneously.

III. BUILDING A MODEL

Surely, collaborative public management is directly dependent on, at least, 3 elements (collaboration, connection and engagement) that here have been called “pillars of collaborative management”. This dependence occurs both in the cultural-behavioral field and in the procedural field. The values that sustain this dependence, as well as the very praxis associated with the institutionalization of the different processes, guarantee

what is called legitimacy. In parallel, the other two precondition elements (capacity and public value) solidify the system as a whole, harmonizing values and processes. It follows, therefore, that collaborative public management, which in essence is the guarantor of sustainable management, is a function of the cause-effect relationship of close elements, which were called structural pillars here, and more distant elements, which were called precondition, legal framework and transparency.

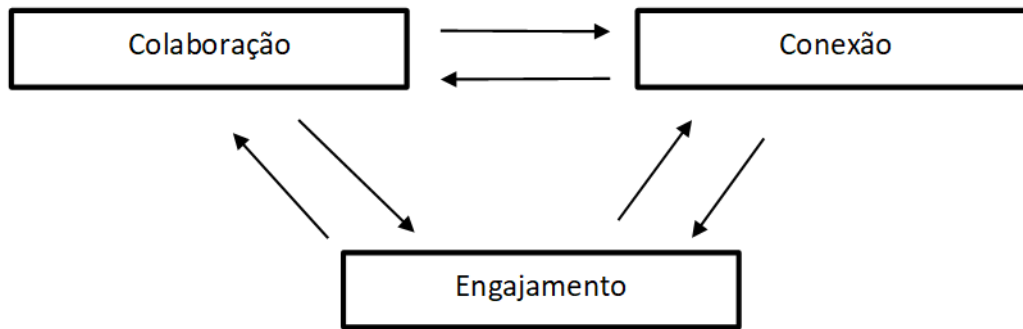


Fig.3 - Collaborative Management Structure (Structural Pillars)

Using a terminology of Marxist origin, it can be said that the close elements form the structure and the distant elements form the infrastructure. All these elements need to be managed from their theoretical specificities and

need to be on the management radar on an ongoing basis. Thus, a control panel, with adequate performance indicators, is essential for these elements to be managed (Figure 4).

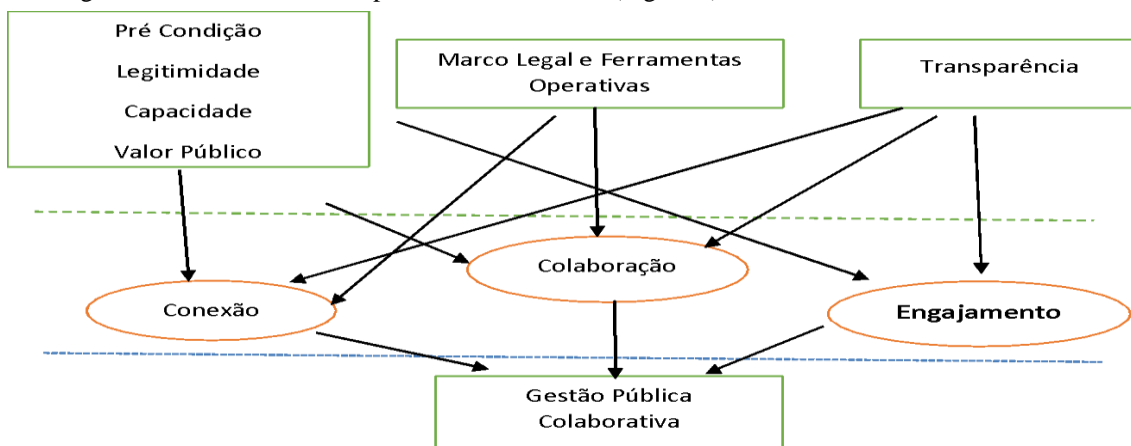


Fig.4 - Structure and Infrastructure of the Collaborative Management System

The performance indicators (ID) that monitor conditions and structural and infrastructural elements need, at the very least, to assess, in some way, the individual performance of the variables and their relationships. Once the structural and infrastructural variables are being properly evaluated and managed, one can expect, as a consequence, an environment conducive to growth and

development, in its different conceptions, which are economic, social and environmental. It cannot be forgotten that here there is also a relative cause-effect relationship when it comes to growth and development. Although they are different concepts, it is known that growth facilitates and provides opportunities for development (Figure 5).

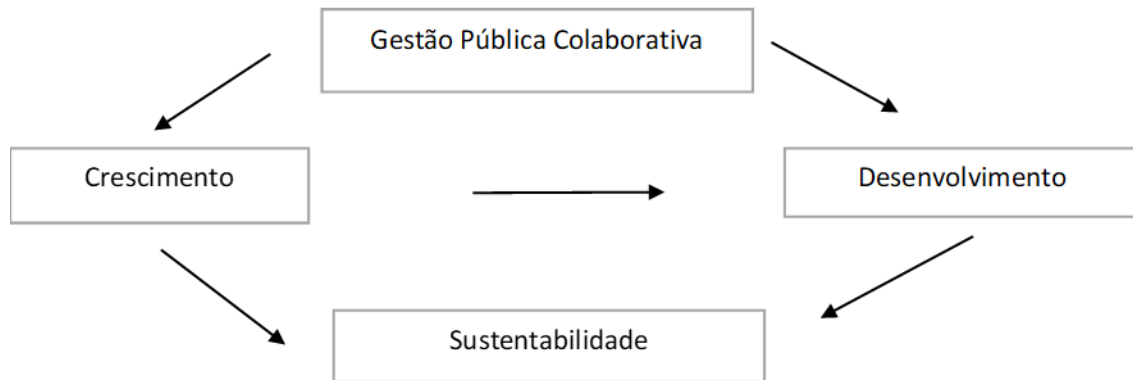


Fig.5 - Collaboration and Sustainability

With the dynamics of growth-development implemented and being sustained over time both by management and by society itself, there are then the necessary and sufficient conditions for sustainability to be adopted as a social culture, as it is assumed both by public management as well as by society itself, as the system works collaboratively [10], (Figure 5).

IV. FINAL CONSIDERATIONS

By way of conclusion, it would be important to remember that public management focused on sustainability needs to start with what are called structural and infrastructural elements, to establish collaborative public management itself, as well as the growth-development binomial. Finally, it is considered that the management of operational elements of sustainability is almost a consequence of a management process with such characteristics that need to be implemented in a strategic way in order to reconfigure the culture of society. Therefore, somehow they affect both public bureaucracy, politics and the community as a whole.

The cultural-behavioral change needs, therefore, to be capillarized in all the elements of the model presented here. For this, governance must exercise its functions of articulation and representation in the management of interests and in the visibility of local actions to promote collaboration between actors, as well as to strive for systemic sustainability in all governmental spheres and together with non-governmental organizations. To act and manage the infrastructural elements is to act on the “causes of causes” and to manage the structural elements is to act on the “causes”. Governance is effective when it manages to simultaneously manage all elements of the model (structure and infrastructure). As a desired result, there is the growth-development binomial, which

form the necessary conditions for achieving sustainability in a broad way (economic, social and environmental).

When broad sustainability is achieved, the conditions are created to reinforce collaborative public management itself, through proper management of all structural and infrastructural elements. Therefore, the proposed model is systemic and, to be implemented, it needs to be monitored not only in its elements but also in its relationships between the elements of the system.

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