

Public policy governance - Exploratory study on the implementation challenges of Growth Acceleration Program in municipal perspective

Governança e políticas públicas - Um estudo exploratório sobre o PAC e seus desafios na implementação sob a ótica municipal

Gabriela Rabelo de Paula*, **Marcello Simão Branco**, **Ricardo Luiz Pereira Bueno**

Escola Paulista de Política, Economia e Negócios da Universidade Federal de São Paulo, SP, Brazil

ABSTRACT

In this paper we seek to analyze which ways the innovations of governance conceived in the formulation of the Growth Acceleration Program (PAC) were observed in its implementation phase. The analyzes were carried out based on qualitative research, adopting as strategy the study of case research and using as reference a municipality in the metropolitan region of São Paulo that joined the Program in the axis of social and urban infrastructure, through urbanization projects of precarious settlements. The analysis focused on the initial stage of the implementation process - comprehended between the presentation of the project documentation, passing through the formalization of the commitment term, reaching the authorization to start executing the project. Based on the analysis, it was possible to conclude that, despite the innovation in governance presented by the Growth Acceleration Program in its formulation, there are governance problems in the early stages of the project implementation, which may be due to the lack of permeability of the governance in subsequent stages of implementation of the Program, not being enough to fill the gaps of intergovernmental articulation between the entities that compose the Brazilian federal system.

KEYWORDS: New Public Governance; Innovation in governance; Public policy implementation; PAC; Intersectoral and intergovernmental articulation.

RESUMO

Neste artigo buscou-se analisar em que medida as inovações de governança concebidas na formulação do Programa de Aceleração do Crescimento (PAC) foram observadas em sua fase de implementação. As análises foram realizadas a partir de pesquisa qualitativa, adotando a estratégia de investigação de estudo de caso, utilizando como referência um município da região metropolitana de São Paulo que aderiu ao Programa no eixo de infraestrutura social e urbana, por meio de projetos de urbanização de assentamentos precários. A análise se concentrou na etapa inicial do processo de implementação, compreendida entre a apresentação da documentação do projeto, passando pela formalização do termo de compromisso e alcançando a autorização de início de execução do objeto. A partir da análise foi possível concluir que, apesar da inovação em governança apresentada pelo Programa de Aceleração do Crescimento em sua formulação, verificam-se problemas de governança logo nas etapas iniciais da implementação dos projetos que podem ser fruto da falta de permeabilidade da governança nas etapas seguintes de implementação do Programa, não sendo suficiente para suprir as lacunas de falta de articulação intergovernamental entre os entes que compõem o sistema federativo brasileiro.

PALAVRAS-CHAVE: Nova Governança Pública; Inovação em governança; Implementação de Políticas Públicas; PAC, Articulação intersectorial e intergovernamental.

Submission: December 14, 2017

Approval: December 27, 2017

***Gabriela Rabelo de Paula**¹

Master's degree in Political management and Public Organization at Universidade Federal de São Paulo. Manager of Project in Secretaria de Planejamento e Gestão da Prefeitura do Município de Osasco. Address: Rua Angélica, n. 100, Jd. das Flores, 06110-295, Osasco, SP, Brazil.

E-mail:

Gabriela.rabelop@gmail.com

Marcello Simão Branco

Doctorate in Political Science by Universidade de São Paulo. Professor of the Paulista School of Politics, Economics and Business Universidade Federal de São Paulo. Adjunct Professor at Universidade Federal de São Paulo.

E-mail: marcellobranco@ig.com.br

Ricardo Luiz Pereira Bueno

Doctorate in Business Administration from Universidade Federal do Rio Grande do Sul. Adjunct Professor at Universidade Federal de São Paulo.

E-mail:

ricardolpbueno@gmail.com

1 INTRODUCTION

The process of redemocratization by which Brazil passed in the late 1980s, resulting in the promulgation of a new Federal Constitution, according to Souza (1996) is recognized as one of the most decentralized in the world. The provisions of the New Magna Carta led to the various transformations in the competences and relations between the federates and also changed its relationship with other organizations - organized community, nongovernmental organizations and private sector - allowing the creation of increasingly complex institutional arrangements for public policy execution reflecting of the multiple dimensions of the public power.

Consequently, in the period from the beginning of democratized the country until the early 2000s occurred a strengthening of intergovernmental relations, impelling an expansion of more complex arrangements and articulations to meet the needs of the scenario.

Hill and Lynn (2005) points out "the focus of administrative practice, highly hierarchical, change to the more horizontal, hybrid and associative forms of governance. These changes, in line other changes with "network governance" have implications for management, both in terms of organizational and interorganizational processes, as well as performance.

Thereby this was the context of the creation of a ever more complex institutional arrangements for the formulation, implementation and evaluation of public policies, using network governance models: the Growth Acceleration Program (GAP- PROGRAMA DE ACELERAÇÃO DE CRESCIMENTO – PAC in Portuguese).

The PAC is a federal program whose purpose is promote economic growth, increase of jobs and improvement of the living conditions of the Brazilian population through a set of measures favorable to escalate private investment, increase public investment in infrastructure and remove bureaucratic, administrative, normative, legal and legislative procedures which could prevent growth (Ministério das Cidades [MDC], 2010).

Thus, from an exposition of some relevant scenarios of the program creation scenario, this study aims to analyzed if the innovation of the governance concepts presented in the creation of the PAC occurred along its implementation phase.

This article is structured in five parts, in addition to this introduction. In the first, describes part of the decentralization process experienced by Brazil, of its decisions on competencies and relations between the federal and the other, such as other organizations - organized community, nongovernmental organizations and private sector, of how a decentralization contributed to the design of new institutional arrangements and management methods, according to the hierarchical governance model for a network governance model. In the second, we will address the study and the research methodology adopted. In the third, a conception of the PAC is presented. In the fourth, a discussion about implementation of the Program, by the means of executing the operational projects. In the fifth, the verification if the institutional process foreseen by the Program works, in practice, occurs in a stage of the process of implementation of the program that includes: a presentation of documentation, a formalization of the commitment term and an authorization to start execution of the object.

Finally, the closing considerations will be presented.

2 THEORETICAL REFERENCE

The process of redemocratization by which Brazil passed in the late 1980s resulted in the promulgation of a new Federal Constitution that, as Souza (1996) states, is recognized as one of the most decentralized in the world. The process of formulating the new constitution represented a historic opportunity to build a balanced and stable federative structure by adopting prerogatives such as the decentralization of fiscal resources in favor of subnational governments and granting autonomy to municipalities.

From the point of view of the implementation of public policies and distribution of competences between federal, state and municipal government, there are some relevant characteristics to understand the Brazilian model.

The first relevant aspect is the absolute lack of definition about the competitive or cooperative nature of the federalist model in the country. The Federal Constitution of 1988, when presenting a list of competencies and actions common to all spheres of government, creates a model of distribution of competences that, although it proposes the sharing of these, does not define the functions that are the responsibility of each federative entity in the promotion of public policies, besides not clearly delimiting the attributions of each sphere of government.

Franzese (2015, p. 89) states that:

When designing a decentralized federation, the text follows the direction of a model more conducive to competition. However, in predicting the shared responsibility of attributions in several areas of public policies, the Charter points towards a necessary cooperation between federative entities.

Another important feature is that, in spite of the discourse of decentralization of public policies, the federal government ensured, through CF 1988, the possibility of establishing general norms and initiating legislation in the various public policy areas, thus guaranteeing the maintenance of a degree regulatory authority to influence the political agenda of subnational governments. In other words, the federal government guaranteed for itself the possibility of directly acting in the assembly of agenda, formulation and decision making of public policies, while the stage of implementation would be carried out by the other subnational entities.

Local authorities faced numerous difficulties in the implementation of public policies due to the disparities in the level of financial, technical and institutional capacity of local governments resulting in the supply of inefficient and unsatisfactory public services to the demands of the population.

Considering the convergence of factors such as: the difficulty of local authorities in implementing public policies; the prerogative of the federal government to establish general norms and initiate legislation in the various areas of public policies; the paradigm shift on the performance of the state, which has moved from a logic based on assumptions of the private management model, aspects arising from the New Public Management paradigm, to another logic whose focus becomes interorganizational relations; the emergence of a new movement that would transform the relationship between the federal government and subnational entities (Lotta & Vaz, 2015) was observed in the late 1990s.

Lotta and Vaz (2015, p.175) explain that despite the different nomenclatures or explanations of this movement (recentralization or coordination), there is a tendency of strengthening the federal government in the role of coordinator of national policies and directives to be implemented by municipalities and states, following a logic of minimum standards of action linked to the transfer of resources with incentives and inductions, as already provided by the Federal Constitution of 1988. This process, according to the authors, would be leading to the design of new federative arrangements in which the federal government would act as an incentive (stimulating the development of certain actions), with a logic of transfer of resources linked to voluntary adherence, but considering minimum conditioning factors, counterparts and monitoring, inasmuch the adhesion was made (Almeida, 2005).

Based on this logic of coordination in which the federal government is more active in the regulation and transfer of resources to subnational entities, which are responsible for the implementation of public policies, there have been changes in the institutional arrangements in force in the early 1990s, the crescent inclusion of non-governmental actors constituted by the participation of civil society through councils, conferences, public hearings, among others; and also by the involvement of non-governmental organizations in the implementation of public policies.

The provisions of the Federal Constitution of 1988 brought about several changes in the competencies and relations between the federative entities but also modified the relationship of these entities with other organizations - organized community, nongovernmental organizations and private

sector - allowing the creation of institutional arrangements every time more complex for the execution of public policies, complexity reflected on the multiple dimensions of the problems to be solved by the public power. As Diniz (1995, p. 43) states:

The new international scenario and the growing complexity of the social order imply in a more flexible state capable of decentralizing functions, transferring responsibilities and extending, rather than restricting, the universe of participating actors, without giving up control and supervision instruments.

Pires and Gomide (2014, p.19) signalize that, in the current Brazilian political-institutional context, there are several actors and interests to be coordinated in the process of executing a policy: bureaucracies of different powers and levels of government, parliamentarians associated with distinct parties and civil society organizations (labor unions, business associations, social movements). Within each policy, organizations (with their mandates, resources, competencies and legal instruments), coordination mechanisms, negotiation and decision spaces between actors (government, political system and society) are arranged, as well as transparency, accountability and control. For that reason, understanding the public policy process requires deepening the institutional arrangements supporting the implementation of these policies.

Since the period in which the country was redemocratized until the beginning of the 2000s, there was a strengthening of intergovernmental relations, impelling the expansion of more complex arrangements and articulations in order to meet the needs of this scenario. Therefore, decentralization and the intensification of the importance of local governments have also contributed to the emergence of new practices in the field of public policies. As Farah (2001) points out, decentralization has contributed to the design of new institutional arrangements and management methods which, at some level, discontinue with some practices and characteristics that were part of the public policy cycle prior to the re-democratization period.

Farah (2001, p.36) points out that in this new format - named by this author as a partnership - even if each participant acts differently, everyone shares some responsibility for the policy and the results achieved. These partnerships could be developed in two forms: intersectoral articulation and intergovernmental articulation, be it between different levels of government (vertical articulation), or between governments of the same level (horizontal articulation), stating that the construction of new arrangements will only be complete by incorporating new forms of articulation which can integrate state, civil society and the market.

It is important to emphasize that the performance perception of public administration has moved from a logic based on assumptions of the private management model; such as the use of markets, competition and leasing contracts and service provision within public services; emphasising inputs, control and evaluation of production, performance management and auditing, aspects arising from the New Public Management paradigm to another logic whose focus is mainly on interorganizational relations and process governance, emphasizing that the effectiveness of the service and the results depend on the interaction of the service providers and public services within its environment, which reflects the new paradigm of New Public Governance (NPG).

NPG presupposes a plural state in which the various interdependent actors contribute to the provision of public services and a pluralistic state in which multiple processes influence the system of public policy making. Based on the theory of open natural systems, these are institutional and external environmental pressures allowing and limiting the implementation of public policies and the provision of public services within a plural and pluralistic system. The central mechanism of resource allocation is the interorganizational network, with accountability being something to be negotiated at the interorganizational and interpersonal level within these networks (Osborne, 1997).

Along the same lines, Hill and Lynn (2005) argue that "the focus of administrative practice is shifting from hierarchical government to a greater reliance on horizontal, hybrid and associative forms of governance." These changes, in line with other changes associated with "network

governance" (Osborne, 2010), have implications for management, both in terms of organizational and interorganizational processes, and potentially for performance evaluation.

Thereafter, this new conception of public management focused on governance gives room for the emergence of this model, named "innovations in governance". Moore and Hartley (2010) point out that these innovations differ from standard intra-organizational innovations in products, services, and production processes in at least two obvious ways. The first of these are innovations designed and implemented above the organizational level: because they involve networks of organizations or the transformation of complex social production systems rather than just changes within a given organization. Another possibility is innovations that go beyond concrete changes in what is produced through specific production processes, reaching the way in which productive activity is financed (or more widely, with resources), the processes used to define what will be produced, and the normative standards used to evaluate the performance of the social production system.

In fact, it seems that a revolution in the governance of public production systems is underway as governments seek to move beyond their borders to find additional resources, additional operational capacity, and even additional legitimacy to achieve the objectives assigned to them.

3 OBJECTIVES AND METHODOLOGY

Considering the presentation of some relevant aspects of the scenario in which the GAP (PAC) was formulated and implemented, this study aims to analyze the extent to which the innovations of governance conceived in the formulation of this Program were observed in its implementation phase.

The stage of implementation was chosen as the object of study, because as Silva and Melo defined (2000, p.4) this is the phase which "corresponds to the execution of activities which allow actions to be implemented in order to achieve goals prior defined in the process policy formulation". The authors point out that the recurrent inconstancy and mutability in the process of implementation of public policies have been perceived as more relevant factors for understanding the low effectiveness in reaching the established goals, and complete:

Implementation was therefore the "missing link" in the discussions on the efficiency and effectiveness of government action. As has been widely discussed, unanticipated problems arising during the implementation of programs or policies may pose insurmountable obstacles, which in turn may lead responsible agencies to discontinue them.

This "finding", carried out theoretically from concrete studies on state intervention at the international level, has drawn attention to the role of the problems of programs implementation as a key element in the improvement of government action. (Silva and Melo, 2000, p. 3).

Majone and Quade (1980, p. 5) also corroborate this view of the importance of studying the implementation phase of public policies by stating that:

The field of studies of implementation of public policies is strongly linked to the needs of development of improvements in the political-administrative processes that allow the increment of the implementing activities. This is an explicit feature in the international literature: Public policy analysis [...] is a form of applied research designed to deeply understand sociotechnical problems and thus produce even better solutions.

Therefore, understanding the implementation phase of public policies as strategic for the effectiveness of government action, constituting an important source of information for the formulation of new public policies, this study aims to verify how the institutional arrangement provided by the Program works, in practice, at the stage of the GAP (PAC) implementation process.

The proposed analysis was based on the qualitative research that, according to Creswell (2010, p. 26), consists in "process involving the issues and procedures which emerge from the data typically

collected in the participants' environment and inductively constructed data analysis as of particularities to the general themes and the interpretations made by the researcher".

The research strategy adopted is a case study which, as Creswell (2010, p. 38) points out:

It is the research strategy in which the researcher deeply explores a program, an event, an activity, a process or one or more individuals. Cases are time and activity related, and researchers may reunite detailed information using various data collection procedures over an extended period of time.

The data collection carried out for this study includes the use of official material and information about the Program, such as the Manual of Instructions for Priority Investment Projects - Interventions in Favelas (2007-2010) and the website of the Ministry of Cities, responsible for Program. Moreover, data collection, which includes official documents about the project, such as electronic communication issued by the mandatory, consultation of documents contained in the administrative processes of municipal management to follow up and record the acts carried out of the project execution was performed.

The sources of evidence were collected between 2016 and 2017 and the information analysis was done in a participatory manner. Heron and Reason (1997, p. 8) define that:

The research methodology within a participatory view must be one that is based on enlarged knowledge in such a way that critical subjectivity is augmented by intersubjectivity. Thus, it is a collaborative form of research, in which everyone involved engages in democratic dialogue as co-investigators and co-objects.

Furthermore, in this participatory form of research people collaborate to define the questions they wish to explore and the methodology for this exploration (propositional knowledge) together or separately, and apply this methodology in the world of their practice (practical knowledge); which leads to new forms of encounter with their world (experiential knowledge) finding ways to represent this experience in meaningful patterns (knowledge of presentation) that fuels a revised propositional understanding of issues (Heron & Reason, 1997, p.8).

The qualitative analysis of the collected material run the following steps: an analysis of the official documents about the Growth Acceleration Program was made in order to understand its design, guidelines for formulation and implementation as well as the identification of the stakeholders participating in the formal institutional arrangement; then a temporal analysis of the collected documents was carried out aiming to explain the facts occurred during the project; using a content analysis and with the support of the triangulation method, it was possible to analyze the theoretical basis, the facts verified by official documents and documents collected (Lages & Godoy, 2008).

4 FORMULATION OF THE GROWTH ACCELERATION PROGRAM - GAP

The GAP is a federal program whose purpose is economic growth, increasing employment and improving the living conditions of the Brazilian population, achieved through a set of measures to encourage private investment, increase public investment and remove bureaucratic, administrative, regulatory, legal and legislative obstacles to growth (MDC, 2010).

The formulation of the Program subdivided the investment measures into five blocks, namely: investments in infrastructure, improvement of the investment environment, long-term fiscal measures, tax relief and improvement of the tax system, and stimulus to credit and financing (MDC, 2010).

Regarding the materialization of these investment measures in operational projects, the Program foresees the integration of different stakeholders to enable the execution of the projects, thus promoting a complex institutional arrangement. Here, a complex institutional arrangement is understood as "the specific rules and instances established to define the form of policy coordination

involving a significant and heterogeneous number of public and private agents, covering different stages of the public policy cycle" (Lotta & Vaz, 2015). In this way, the arrangements mark "who is able to participate in a given process, its object and objectives and the forms of relationship between the actors" (Pires & Gomide, 2014, p. 8).

To exemplify who are and what are the duties and responsibilities of different stakeholders involved in the operationalization of the Program will be analyzed the institutional arrangement using as reference the Manual of Instructions for Priority Investment Projects (PPI in Portuguese) of Interventions in Favelas for the period 2007-2010.

The following participants and their attributions are presented in this manual:

- Federal Government, through the Ministry of Cities - Responsible for managing the programs, projects and activities under the Service Agreement Term entered between the Ministry of Cities and the official financial institution (mandatary);
- Mandatary of the contract - Responsible for operating the execution of the programs, projects and activities under the Service Agreement Term entered between the Ministry of Cities and the official financial institution;
- Proponent can be municipalities, states, Federal District, public consortia and private non-profit organizations - Responsible for sending proposals, executing and supervising the achievement of the object, ensuring the technical quality of the projects and their execution is fulfilled.

In the Manual of Instructions for the Approval and Execution of the Programs and Actions of the Ministry of Cities - Projects included in the Program for Growth Acceleration - PAC (2013), the figure of the executing agent (intervener) and its responsibility was also included:

- Intervening executor, is the entity participating in the Term of Commitment - Responsible for implementing the actions set forth in the Work Plan presented by the respective proponent.

Analyzing the Growth Acceleration Program formulation it can be noticed that it follows the innovative trend observed in the early 2000s, when the management model was design to promote the strengthening of intergovernmental relations, impelling the expansion of more articulations and complex arrangements. Therefore, the GAP approaches some precepts brought about by new public governance, such as vertical intergovernmental articulation (between different levels of government) and having the interorganizational network of stakeholders as the central mechanism for allocating resources.

4.1 Implementation of the GAP

From the presentation of the program's conception and its institutional arrangement, it was analyzed in which extend its implementation occurs through the execution of the operational projects carried out by the proponents, in the case of this analysis, the municipalities.

The Program was implemented through a partnership signed between the Ministry of Cities and the proponent for the execution of a specific project, with the financial institution designated as mandatary as the intervening party. The steps formalizing this partnership were: opening of selection by the Ministry of Cities so that the proponents could submit projects that meet the specificities required as well as the standards contained in the manuals and the website of this Ministry; the Ministry of Cities analyzed the proposals submitted in order to assess whether they met the requested requirements and, in case of approval, the Ministry of Cities sent them to the agent; the agent requested the administrative documentation from the tenderer and, if it met all the requirements, the technical documentation was requested. It was at this last moment that the first obstacles to the implementation of the Program could be identified.

The technical documentation consisted of the following documents: Basic project, social work plan; ownership of the area; resettlement plan; land regularization plan; term of reference in cases of studies, plans and projects; and manifestation of the environmental body. All documents, except the environmental statement, are the responsibility of the municipality.

The environmental statement refers to the permits and approvals of projects issued by the competent environmental agency (MDC, 2013). As in Brazilian federalism, when there is no municipal authority in the municipal sphere that has the authority to permits and produce environmental licenses, it is the responsibility of the state government to manage the territory with regard to the environment, natural resources and sanitation.

In the State Constitution of the São Paulo State Government (1989), where the municipality is located, this article presents the following information in its article 192: "The execution of works, activities, productive processes and enterprises and the exploitation of natural resources of any kind, whether by the public sector or the private sector, will be admitted if there is protection of the ecologically balanced environment."

Thereby, during the process of obtaining the technical documentation, the tenderer and the agent may enter into a partnership by means of a commitment term. However, even after the conclusion of the term, until all the technical documentation requirements are met or if the agent does not finish the analysis and issue the opinion on the validity of it, the status of suspensive clause could be applied to the project, preventing the beginning of the work or service, with a deadline not exceeding 180 (one hundred and eighty) days to meet the requirements. In this way, it becomes fundamental to meet the requirements to withdraw this clause in order to start the execution of the project.

4.2 Program Operation: Observing the systematics in a practical case

Regarding the purpose of verifying how the institutional arrangement foreseen by the Program works in practice, in the stage of the process of implementation of the described program which includes the presentation of the documentation, the formalization of the commitment term and obtaining authorization to start execution of the object, the case of a municipality in the metropolitan area of São Paulo that joined the PAC was analyzed, considering the social and urban infrastructure axis, through urbanization projects of precarious settlements.

According to the Brazilian Demographic Census (IBGE, 2010), the municipality has a territorial extension of approximately 64.5 km² with 666,740 inhabitants, with a high population density - among the five largest country (IBGE, 2014). It presents 0.776 in the Municipal Development Index (HDI) - Composed of Income, Longevity and Education, comprising high development. The city is located between major access roads and production outlets in the state capital, which is why social and urban infrastructure works are strategic for the socioeconomic development of the region.

Between 2007 and 2011, this municipality submitted some proposals of urbanization project of precarious sites and had eight of them approved. According to its Social Interest Housing Plan (PLHIS in Portuguese) (2012, p. 173), the urbanization policy for favelas (slums) is understood as:

The transformation of the existing favelas into housing units integrated into the urban network, equipped with basic sanitation and infrastructure, improvement of housing standards and legal settlement of the settlement, through the granting of the real right of use or urban demarcation and legitimization of tenure.

Therefore, those urbanization projects whose proposals were accepted contemplated, to a greater or lesser degree, the execution of infrastructure services, such as paving, micro and macrodrainage; Street lighting; construction of public facilities, housing units constructions; environmental restoration operations and elimination of risk areas.

Thus, as mentioned in the manual, the institutional arrangement provided for the operationalization of this Program through the execution of projects is constituted by the following stakeholders: federal

government, municipal government and executing agency, this relationship being mediated by the mandatary.

Hence, as important as understanding the role of actors is to understand how institutional arrangements may establish the division of responsibilities and decision-making autonomy into different perspectives. These variables may suggest how different arrangements could lead to distinct degrees of autonomy or integration (Löffler, 2000).

Examining in practice, how the procedural flows occur as well as the stakeholders involved in this project behave, in order to overcome this initial stage - starting with the presentation of documentation to the authorization of beginning the execution of the object; in the case of the municipality is worthy to point out that: it is observed that some efforts are carried out mainly by the mandatary, such as the creation of the Municipal Manager of Covenants (Gerente Municipal de Convênios - GMC in Portuguese), the Integrated Management Office (Gabinete de Gestão Integrada- GGI) and the presence of a representative of the CAIXA ECONOMICA FEDERAL (CAIXA) in the Prefectures, in order to promote greater governance and give speed to the execution of the projects. However there was still a quite sharp difficulty in getting authorization for the beginning of object.

When comparing the time foreseen by the Program Manual for withdrawal of the Suspension Clause, which should not exceed 180 days (6 months) and the time in practice to achieve this objective and obtain authorization to start the object, it is observed a relevant discrepancy between the expected and the realized, as shown in Table 1.

Table 1 - Comparison of time between the signature and the Term of Commitment and Withdrawal of the Suspension Clause

Project	Date of the Term of Commitment signature	Date of withdrawal from Suspension Clause	Time → Commitment Term x Suspension Clause
1	10/29/2007	04/28/2008	06 months
2	10/31/2007	04/28/2008	06 months
3	10/29/2007	04/28/2008	18 months
4	12/31/2009	03/22/2011	15 months
5	04/28/2008	07/04/2008	03 months
6	12/31/2009	03/17/2011	15 months
7	10/31/2011	09/13/2013	23 months
8	10/31/2011	06/11/2013	20 months

Source: Authors.

In order to identify the causes of the disparity between the predicted time and the time spent, the analytical model proposed by Silva and Melo (2000, p.12) was used, which includes the implementation of public policies as network building, considering that "public policies are implemented mainly through networks of public agents and, more and more frequently, also by non-governmental agents." The authors also point out that "implementation is almost never undertaken by an agent alone and does not occur within an organization only, but rather within an interorganizational field.

In the analysis made on those projects it was identified that the presentation of some documents to the agent which had a direct impact on the elapsed time. Nevertheless, the document that presented the most time for obtaining and presenting to the agent refers to the manifestations of environmental agencies, responsible for authorizing and granting the execution of works that impact the environment, natural resources and sanitation in the territory whose physical limits are part of the state government's management.

It is worth noting that this municipality, whose projects are being analyzed, lies within the metropolitan region of São Paulo and does not have its own agency for the issuance of these licenses and / or environmental bestowal, ie, all the necessary grants to carry out the project must be submitted and authorized by the state government.

In the government of the State of São Paulo, there are two organizations responsible for this type of authorization. One of them is the Environmental Company of the State of São Paulo (Companhia Ambiental do Estado de São Paulo - CETESB) agency responsible for the control, supervision, monitoring and licensing of pollution-generating activities and the other is the Department of Water and Electric Energy (Departamento de Águas e Energia Elétrica - DAEE) responsible for water resources management in the State of São Paulo.

Thus, unlike what happens with the formal actors of the institutional arrangement of the program, with which periodic meetings are held, usually called by the agent, in order to sensitize and promote alignment among them to resolve obstacles to project implementation, it should be pointed out that there is no participation of representatives of the state government or the state bodies already mentioned in any type of meeting, groups, commissions and committees on these projects.

5 FINAL CONSIDERATIONS

The development of the present study allowed to analyze in which extent the innovations of governance conceived in the formulation of the GAP were present in its implementation phase.

Considering the scenario where the Program was implemented, one could observed that, in spite of the proposals of decentralization and autonomy of federative entities brought by the Federal Constitution of 1988, in practice of the Brazilian federative model, there are no clear definitions and there is overlap of functions between the spheres of government, corroborating a system that both acts in a competitive and cooperative way.

From the point of view of this Program formulation's it was noted an innovative trend, observed in the early 2000s, like adopting management models that promote the strengthening of intergovernmental relations, impelling the expansion of more complex arrangements and articulations. Furthermore, the GAP approximates to some of the precepts brought by the New Public Governance, as a presence of vertical intergovernmental articulation (between different levels of government) and also by having the interorganizational network of stakeholders as the central mechanism for allocating resources.

The Program addresses the logic of the New Public Management paradigm, whose focus is based on interorganizational relations and process governance, emphasizing the effectiveness of the service and which results depend on the interaction of the public service providers with their environment. However, despite this innovative character of governance, it seems that the formal institutional arrangement of the CAP is not enough strong to overcome the lack of articulation and cooperation between the federative entities.

From the perspective of implementing the Program, operationalizing it through projects and analyzing how in practice the process flows and how the stakeholders involved behave in order to overcome the initial approval phase of the project - from the presentation of documentation until the authorization for the object to be executed - in the case of the municipality analyzed, it is observed that some efforts are made, such as regular meetings with the federal and municipal governments, and with the executing agent, usually convened by the mandatary, order to raise awareness and promote alignment among them to resolve obstacles to project implementation.

Therefore, unlike the formal actors of the institutional arrangement of the program, where there is an attempt to promote the integration and alignment of actions and perspectives of the project, the participation of representatives of the state government or of the state bodies mentioned earlier in any type of meeting, groups, commissions and committees on these projects was not identified. It is believed that the lack of involvement of these agencies in the formal institutional arrangement of the Program has possibly negative implications for the progress of the projects, such as reducing awareness of the state sphere of government about the importance of implementing this project, resulting in the application of a common treatment of analysis and approval of its technical parts, unlike what is done by the federal and municipal government where these projects are seen and treated as a priority.

Silva and Melo (2000, p.14) define these implementation bottlenecks as:

Nodes or critics links which are the points in time where issues related to the process of political support of the inter-institutional coordination programs and the capacity to mobilize institutional resources are combined. In this moment of conjugation a kind of crisis takes place, materialized in the process of taking a critical decision by a strategic actor whose outcome impels the program in a new direction.

The authors also point out that "in this proposed model of analysis, the implementation stage becomes directly related to governance structures", understood by them as "the rules of the game and institutional arrangements that support cooperation, coordination and the negotiation" (Silva & Melo, 2000, p.14).

It is worth noting that, in addition to the problem of non-compliance with the deadline for withdrawal of the suspensive clause, delays in obtaining an authorization to start an object may result in direct negative consequences for its execution. One of them is the financial impact on the total value of the projects, since the formalization of the commitment term lead the proponent initiates the process of contracting the executing agent and the gap of time between the formalization of this contracting and the authorization of beginning of the object usually implies the need for term and value contract additives. Another relevant aspect is that, due to the dynamism of the intervention territory, it can be inferred that, the longer the time between the formulation of the project and its implementation and execution in the territory, the less effective tend to be the measures adopted to solve the problems.

REFERÊNCIAS

- Almeida, M. H. T. D. (2005). Re-centralizing the federation? *Revista de Sociologia e Política*, (24), 29-40.
- Arretche, M. (2012). Democracia, federalismo e centralização no Brasil. In *Democracia, federalismo e centralização no Brasil*. Fiocruz.
- Constituição Estadual do Governo do Estado de São Paulo. (1989). Texto constitucional promulgado em 5 de outubro de 1989, com as alterações adotadas pelas Emendas Constitucionais n^os 1/1990 a 32/2009. *Artigo 192 - A execução de obras, atividades, processos produtivos e empreendimentos e a exploração de recursos naturais de qualquer espécie, quer pelo setor público, quer pelo privado, serão admitidas se houver resguardo do meio ambiente ecologicamente equilibrado*. Recuperado de http://www.corregedoria.sp.gov.br/adm/App_Cadastro/Uploads/Visualizar.aspx?id=80
- Creswell, J. W. (2010). Projeto de pesquisa - Métodos qualitativo, quantitativo e misto. In *Projeto de pesquisa - Métodos qualitativo, quantitativo e misto*. Artmed.
- Diniz, E. (1995). Uma perspectiva analítica para a reforma do Estado. *Lua Nova: Revista de Cultura e Política*, (45), 29-48.
- Farah, M. F. S. (2001). Parcerias, novos arranjos institucionais e políticas públicas no nível local de governo. *Revista de Administração Pública*, 35(1), 119-144.
- Franzese, C. (2010). *Federalismo cooperativo no Brasil: Da Constituição de 1988 aos sistemas de políticas públicas* (Dissertação de Doutorado).
- Heron, J., & Reason, P. (1997). A participatory inquiry paradigm. *Qualitative inquiry*, 3(3), 274-294.
- Hill, C. J., & Lynn, L. E. (2005). Is hierarchical governance in decline? Evidence from empirical

- research. *Journal of Public Administration Research and Theory*, 15(2), 173-195.
- Instituto Brasileiro de Geografia e Estatística. (2010). *Censo Demográfico 2010. Características da população e dos domicílios: Resultados do universo*. Rio de Janeiro.
- Instituto Brasileiro de Geografia e Estatística. (2014). *Produto Interno Bruto a preços correntes e Produto Interno Bruto per capita segundo as Grandes Regiões, as Unidades da Federação e os Municípios - 2010-2013*. Rio de Janeiro.
- Lages, M. C., & Godoy, A. S. (2011). O uso do computador na análise de dados qualitativos: Questões emergentes [edição especial]. *RAM—Revista de Administração Mackenzie*, 9(4), 75-98.
- Löffler, E. (2000). A gestão da responsabilização nas parcerias intergovernamentais. *Revista do Serviço Público*, 51(2), 5-34.
- Lotta, G. S., & Vaz, J. C. (2015). Arranjos Institucionais de Políticas Públicas: aprendizados a partir de casos do Brasil. *Revista do Serviço Público*, 66(2), 171.
- Majone, G., & Quade, E. S. (1980). *Pitfalls of analysis*, 8. John Wiley & Sons.
- Ministério das Cidades. (2010). *Avanços e desafios: Política Nacional de Habitação*. Ministério das Cidades: Secretaria Nacional de Habitação.
- Ministério das Cidades. (2013). *Manual de Instruções para Aprovação e Execução dos Programas e Ações do Ministério das Cidades - Projetos inseridos no Programa de Aceleração do Crescimento – PAC*. Ministério das Cidades.
- Moore, M., & Hartley, J. (2010). Innovations in governance: The new public governance? In S. Osborne. (Ed.). *Emerging perspectives on the theory and practice of public governance*. London: Routledge, 52-71.
- Osborne, S. P. (1997). *Managing the coordination of social services in the mixed economy of welfare: competition, cooperation or common cause? British journal of management*, 8(4), 317-328.
- Osborne, S. P. (Ed.). (2010). *The new public governance: Emerging perspectives on the theory and practice of public governance*. Routledge.
- Pires, R. R. C., & Gomide, A. D. A. (2014). *Burocracia, democracia e políticas públicas: Arranjos institucionais de políticas de desenvolvimento (n. 1940)*. Texto para Discussão, Instituto de Pesquisa Econômica Aplicada (IPEA).
- Plano Local de Habitação de Interesse Social. (2012). Secretaria de Habitação e Desenvolvimento Urbano da Prefeitura do Município de Osasco.
- Silva, P. L. B., & Melo, M. A. B. (2000). *O processo de implementação de políticas públicas no Brasil: Características e determinantes da avaliação de programas e projetos*. UNICAMP.
- Souza, C. (1996). Reinventando o poder local: Limites e possibilidades do federalismo e da descentralização. *São Paulo em perspectiva*, 10(3), 38-52.

ⁱ Contribution of each author in the preparation of the article:

Contribution of **Gabriela Rabelo de Paula**:

- Design, implementation, and analysis of the search results.

Contribution of **Marcello Simão Branco**:

- Academic guidance and discussions concerning federal aspects.

Contribution of **Ricardo Luiz Pereira Bueno**:

- Academic guidance and discussions concerning public administration, state reform and governance.