

Socioeconomic Diagnosis a Tool for Strategic Planning of Public Authority Actions

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ABSTRACT

This paper proposes the use of Socioeconomic Diagnosis as a tool for the elaboration of the Multi-Year Planning of public management. The research methodology used was descriptive and applied with a qualitative approach. The research instruments involved were field research and document analysis. During the document analysis, it was identified that the form of planning popularly used in the Municipality of Matelândia is built based only on meetings, held mandatorily and randomly in communities in the municipalities, resulting from the “Inherited State”, remnants of times gone by. The results of the research highlighted the need to migrate to the “Necessary State”, with the intention of not only resolving existing demands, but also creating new demands and opportunities. To this end, planning with the use of concrete data becomes essential, and based on the case of the Municipality of Matelândia, it is proposed to use the tool to obtain these data, which is the Socioeconomic Diagnosis.

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Introduction

Government strategic planning is a fundamental tool for public management, which aims to establish guidelines, objectives and actions to be implemented by a government to meet the demands of society in an efficient and sustainable manner. It focuses on aligning resources, efforts and public policies with a long-term vision, ensuring greater coherence and effectiveness in public administration. Government strategic planning is a topic that has been in increasing demand in recent years, as it “helps administrators in the mental exercise of studying the current situation of the organization and establishing strategies for fulfilling the mission and, consequently, achieving the vision [1].

In the private sector, planning has always been in constant evolution, with the development of increasingly active ways to manage daily life and business. The public sector, on the other hand, did nothing for a long time to become more efficient and more coherent. This fact made the public administration control bodies turn their attention to the need for planning.

In Brazil, according to it was from 1964 onwards that the experience with planning began to become more formulated. The planning at the time followed the military, authoritarian, centralizing and economically concentrating style [2]. During this period, for the project of Brazil as a great power to be real, a large mobilization with an advanced planning effort was necessary.

It was observed that the techniques currently used in budget planning in the Municipality of Matelândia do not provide for a broad, detailed, technical study that includes information from public and private areas collected with data from the municipality and region. Thus, planning for the “future” is done based on the limited knowledge of the department manager and the opinions of the population, often based only on their own wishes and not on technical studies. Thus, public management ends up making investments based on “guesses” and not on what is really necessary, which increases the likelihood of failures and inadequate actions that bring little benefit to the population. To Josivaldo Alves da Silva:

It is certainly important to emphasize that the concept of strategic planning of the municipality has clear definitions, based on the principle that the privileged space for decisions is the municipal territory, with the citizen being the main protagonist, when motivated to participate in the discussion arenas, they contribute with their values and knowledge acquired in their realities. This collective action, promoted by the citizens, provides the multidisciplinary technical team with important information for a critical analysis of the current situation of the municipality, a preponderant factor for the formulation of guiding axes capable of directing actions focused on solving public problems and, consequently, the projection of scenarios in the short, medium and long term.

In this sense, the socioeconomic diagnosis was applied in the Municipality of Matelândia and is considered a tool that can be used to assist in planning, as it will evaluate public management,

as well as the local economic scenario. With this vision, the public sector manager will carry out strategic planning of actions, guided by a broad field of research.

This is one of the functions of administration, planning is indispensable to the public administrator. Planning is essential, it is the starting point for the efficient and effective administration of the public machine, as the quality of planning will dictate the direction for good or bad management, directly reflecting on the well-being of the population [1].

Thus, based on the diagnosis carried out in the Municipality of Matelândia, PR, this study carried out a general socioeconomic diagnosis, with the aim of analyzing the threats, weaknesses and opportunities in the short, medium and long term in cities. Thus, given the effectiveness verified in the application of the study in the Municipality in question, this study proposes the use of a socioeconomic diagnosis as the main tool in the construction of public strategic planning, providing greater assertiveness in investments in the short, medium and long term, reducing the risk of wasted public investments.

Economic Planning in Brazil

Reviewing the national literature, it is possible to see that planning in Brazil is not that old. It presents two major divides in the history of planning, the first being the Estado Novo of 1930 and the second the Military Regime of 1964.

According to this same author, the Estado Novo is understood as a moment in which a capitalist state with a planning, interventionist and national-developmental character begins. It can be seen from the words that define the character of this government that the focus would be to develop and plan at any cost.

States that in the two decades of 1930-1940, there were initiatives with government planning, where he highlighted the strong intervention of the State in society. It was then, in this first moment, that the Brazilian public administration was the main inducer and conductor of economic planning activities.

Reports that the second milestone, the Military Regime, is where the sense of the Capitalist State deepens with ideologies of national security, technique and economic efficiency.

We can see from his statements that it was during the military period that the Brazilian planning experience deepened. The same author also states that in 1964 several plans were formulated and implemented. Due to the military style, these plans followed the authoritarian, economically concentrated and centralizing style, typical of military governments of that time [2].

Soon after the 1970s, Brazil went through a phase of great economic growth and development, marked by government intervention through economic planning. Thus, the First National Economic Development Plan, called the First PNDE, was born, which was scheduled for the period 1972-1974. And it was during this phase that the country leveraged its economic growth pattern based on investments in dynamic.

States that, in the period 1975-79, the Brazilian military regime implemented the II National Development Plan, with the forecast, due to the high growth rates, of an adequate investment program. In the following years, 1980-85, the military regime tried to boost the economy, and implemented the III National Development Plan,

which was prepared with several changes in relation to the I and II Development Plans. In practice, this III Plan attempted to control the fiscal deficit and inflation, seeking to balance the public sector and public accounts.

In 1985, with the civilian government of the New Republic, attempts to resume planning initiatives for matters outside the sectoral plan were unsuccessful. It was then, after the Collor government, that planning initiatives to prepare the country and society for a future that was already predicted to be difficult became even scarcer [2].

Thus, planning emerged in the country, and for decades, there has been difficulty in implementing and using planning effectively and efficiently in order to assist and direct work, from now until the future.

Reports that the Brazilian State has the configuration of an "Inherited State", and lists this as a consequence of the political and economic power in force in the country.

In the "Inherited State", in summary, the central characteristic would be the lack of preparation to meet society's demands with a fairer style of development, environmentally sustainable and economically egalitarian [3].

The "Necessary State", in the view of one understood as capable of meeting current demands, as well as of making new demands emerge and satisfy them, in a State-society relationship with an alternative development style.

Essential for understanding, the quote from the authors in relation to the "Inherited State" [3].

It can be said that beyond ideological preferences, the combination that the country inherited from the military period (1964-1985), of a State that associated patrimonialism and authoritarianism with clientelism, hypertrophy with opacity, isolation with interventionism, deficitism with megalomania, did not meet the project of the right-wing coalitions and much less those of the left that, after the redemocratization that began in the mid-1980s, could succeed the governments of the time [3].

In this way, we begin to understand the foundations of today's forms of governance, and to see that what is really needed in this transition is for governments and movements to assume their role and begin this transformation.

Thus, in order to build the "Necessary State", it is necessary to intensify democracy. Without democracy, there is no transparency in decisions, there is no participation, much less participatory planning, accountability and policy evaluation. However, there is impunity without accountability and this democracy, if carried out only in a generic political discourse, which has no relation to the daily actions of the government, can lead to situations of inefficiency and widespread lack of commitment [3].

Emphasizes that governing in an environment with social inequalities, but at the same time with democracy and participation, in the state we inherited, requires very complex and difficult to conform skills and abilities. In this context, it will be even more difficult if the ruler does not use the tools and, without the use of PEG tools, this will be even more difficult.

Thus, if the "Inherited State" is not transformed into the "Necessary State" efficiently, democratization may have great difficulty or even

fail, sterilizing much of the political and social energy. Hence the need for broad political awareness and mobilization, in order to assist the State, so that greater social costs do not occur, in addition to those that throughout these periods, society has already been bearing with almost manageable burdens.

Participatory Budget Planning

State that government and academic agendas are focusing on popular participation in the field of public policies and management, with decision engineering and the application of public money standing out as themes that have greater relevance [4].

In other words, greater participation by the population generates new behaviors in the community, thus creating the need for the State to create ways to meet this “experience” of the population within the budget.

Thus, participatory budgeting is described by Participatory budgeting (PB) is the name given to various forms of participation, predominantly within the scope of local government, of electorally eligible individuals, accredited or not by civil society organizations, in the budget preparation process, in its different phases, which may or may not reach the moments of execution and control, in which public spending decisions deliberated by formal powers, based on the procedures of traditional representative democracy, are transformed into works or services [5].

Citizens play an active role in budget formulation. However, they are not always able to contribute effectively, mainly due to the lack of qualifications of both civil representatives and public agents.

But all is not lost. state that the process of planning, analyzing reality and strategic positioning in public and private organizations has been improved through new environmental monitoring and reading references. Of course, there is a certain difficulty in carrying out the planning activity, as there is always a need for several adjustments in organizations, due to the transformations of contemporary society.

Thus, strategic planning can be established as a permanent process of defining and redefining various objectives, goals and strategies, according to changes in the environment and the need for reformulation also state that adopting strategic planning in itself has the purpose of seeking a sense of future direction, using for this a greater depth of specific realities, also using the knowledge attributed to internal factors, which are controllable, and external factors, considered uncontrollable.

According to in government planning in Brazil, the explanatory model adopted to explain public problems tended, on the one hand, to generic, universal solutions and, on the other, to almost monocausality. With this, a single pattern was adopted, listed as cause-problem-solution, where the cause was basically the same and led to the same global solution.

The “Inherited State”, with its characteristics, made demands become generic matters, and without any concern, neither with the adoption of planning tools, nor with the elaboration of appropriate policies, resources were released through networks of influence and favors.

Identifying and making available the means for actions, the necessary resources, political power, organizational capabilities, equipment, knowledge, as well as sometimes economic-financial resources, make up the “noble” art of planning [2].

State that technique and politics in planning are closely linked and in the event of opposition between them, there is a risk of a lack of mutual understanding and the alleged understanding that the parties are incompatible. To alleviate and resolve this situation, planning must be built on democratic bases, thus involving technique and politics, avoiding excesses of totalitarianism, political instability and technocracy, characteristics that are frequently found in developing countries.

Budget Planning in Brazil

Explain that budget planning in Brazil is basically carried out through 3 instruments, described in the Constitution of the Federative Republic of Brazil (1988), known as the Multi-Year Plan (PPA), Budget Guidelines Law (LDO) and Annual Budget Law (LOA). These instruments are also provided for in the Fiscal Responsibility Law (LRF) (2000) [6].

Explains the Instruments as Defined

The PPA is the medium-term strategic planning; the LDO is the tactical planning. It represents the guidelines for preparing the LOA, that is, it makes the connection between the PPA and the LOA; and the LOA represents the operational planning of public management, as it implements the objectives and goals that were established in the PPA [6].

Thus, these planning instruments unite social priorities that coincide with those of the government, seeking, among others, to balance revenues, expenses, present improvements in health, education, ensure greater transparency, and integrate planning into the budget [6].

The alignment of strategic planning, at the municipal level, with public planning instruments, the multi-year plan, budgetary guidelines, and annual budgets is a very difficult, complex and time-consuming task, requiring significant changes in the philosophy of city halls and management practices, in organizational structures and in the habits of the local population.

According to the Multi-Year Plan is a law that is drawn up for a period of 4 years and comes into effect in the second year of the term until the end of the first subsequent term. It also claims that it is an instrument used in the medium to long term for planning, with the aim of ensuring the continuity of actions, seeking to control possible oscillations with a populist nature. It is subject to deadlines and processing procedures.

Municipal planning follows its own calendar, where deadlines, objectives and guidelines can be defined by organic law, as recommended in art. 165 of the CF (1988):

Art. 165. Laws initiated by the Executive Branch shall establish:

- I - the multi-year plan;
- II - budgetary guidelines;
- III - annual budgets.

§ 1º the law that institutes the multi-year plan will establish, in a regionalized manner, the guidelines, objectives and goals of the federal public administration for capital expenditures and other expenses arising therefrom and for those related to ongoing programs.

§ 9º the complementary law is responsible for:

- I - to establish the financial year, validity, deadlines, preparation and organization of the multi-year plan, the budget guidelines law and the annual budget law;

However, current legislation does not effectively and clearly establish how this planning will be carried out. To this end, municipalities end up using only a small portion of the population's participation. Since the population is somewhat skeptical about the current political situation, it ends up not participating.

Therefore, the data collected based solely on participation has a weak basis for guiding any planning of municipal public policies.

It is necessary to use more effective ways to collect this data, and more commitment is needed on the part of public managers to plan the future of their cities.

Strategic Management and Socioeconomic Diagnosis

According to diagnosis, formulation, strategy and operation are the main moments that make up strategic management, and each one has its function in the strategic matrix of management as explained.

Diagnosis: explain the reality on which you want to act and change; it was, is and tends to be: Formulation: expressing the desired future situation or plan; what should be.

Strategy: check the viability of the project formulated and design a way to execute it; is it possible? How to do it?

Operation: Act On Reality; Do, Implement, Monitor, Evaluate

It is important to emphasize that all moments are extremely important and are self-complementary, leaving no doubt about the need to apply all of them, and that the lack of any of the components may make it impossible to achieve the expected results. However, in this study, we will only deal with the first moment, defined by as the moment of diagnosis, which we will study in more depth in the following item.

Socioeconomic diagnoses are instruments that seek to present the reality of a given territorial area. Those for use in public programs provide information on topics related to the most varied areas.

The information booklet of the Ministry of Social Development and Fight Against Hunger states in one of its publications that the scope of the diagnosis is extremely important. If it is too broad, it loses focus, and if it is too brief, it may be compromised by not covering relevant information. A socioeconomic diagnosis that can be proactive and useful for public policies must be characterized by a study of a specific location or population, including descriptive or analytical texts, cartograms, data tables and, most importantly, specific indicators on various subjects related to the local reality.

Implementing Planning is a Major Challenge, as Josivaldo Alves da Silva States:

The institutionalization of a planning culture in municipal public management will contribute to the creation of an environment of business opportunities for entrepreneurs with an entrepreneurial vocation and the participation of the local community in choosing priorities. That said, one may ask: What are the legal and constitutional instruments that must be followed by the municipal manager to align the Multi-Year Plan with the municipality's strategic planning? The 1988 Federal Constitution establishes the provisions set forth in the preambles of articles 165, 166 and 167 as instruments of municipal public planning [1].

Thus, the task of preparing a diagnosis is certainly a very complex task. And before thinking about solving a problem, it is necessary to identify it. Or, before thinking about uncertain investments, it is necessary to find the specific potentials of the location, so that resources are not lost over time.

According to at the time of diagnosis, the central element is the production of a frame-work that identifies and relates to each other the problems that are considered to be of greatest relevance to a given situation or institution at a given time. These problems can be classified in three ways: a threat, an opportunity or an obstacle. To face problems that are already present, actions will be reactive, and to face threats or opportunities, actions will be proactive.

highlights that the first step of the assessment would be to conduct interviews with business and union leaders from the largest chains, with the aim of understanding and mapping the potential and obstacles [7].

The use of indicators helps and provides a very solid basis for this process. According to choosing which indicators will be used is a delicate task, since there is no single theory that provides objective guidance [8].

Thus, socioeconomic diagnoses considered good employ, to a greater or lesser extent, health, educational, market, labor, housing, public safety and justice, urban infrastructure and income and inequality indicators.

However, the choice of indicators will depend greatly on the demand requested, as well as the subject to be diagnosed, but this choice must be well made, as they are important to measure the reality of each situation, in this case, of a municipality [9-10].

points out that, with regard to indicators, the one with the greatest validity is not always the most reliable, and this is the most ineligible. He also points out that the clearest is not always the most possible, and there is not always an indicator that combines these qualities. However, this does not exempt the researcher, or whoever is carrying out the diagnostic work, from checking all existing possibilities [11].

In fact, what is evident in most Brazilian municipalities are government actions and plans being created and implemented with little or no solid basis in studies. Management policy is heading towards the abyss; it is high time to implement public policy management so that public money stops being poorly invested, whether due to lack of knowledge or to please and fulfill the "own desires" of government officials and influential people in politics [12].

Final Considerations

The models still used carry with them remnants of an "inherited" State, which urgently needs to be developed to achieve the long-awaited "necessary state".

The planning of public policy actions needs to be based on specific information and directed at the sector in order to achieve expansion and make the best economic investment. It is no longer acceptable to carry out actions based on beliefs or even with little information [13-14].

Given this scenario, an important part of the solution would be to carry out the PPA based on a broad field study involving different forms of data collection, then called the Socioeconomic Diagnosis management tool.

For this diagnosis to be concrete and efficient, it is necessary to hire a qualified professional or company with knowledge and experience. This hiring will contribute even more, since impartiality will be used in the collection of data, mainly because it is not a public or

political agent. Its basis will be composed of information from the available database, such as the Ministry of Labor, IBGE, production chains, industrialization sectors, among several other sources. It will also include the results of the interviewees' surveys, whether electronically or in person [15].

After the tool is delivered, it is necessary that the planning does not stagnate in just one single diagnostic performance. The results must be monitored, and above all, the general population must be involved so that they take ownership of the study and do not allow changes or possible "forgetfulness" with changes in government.

Thus, it is concluded that the Socioeconomic Diagnosis gathers information that, if really used, can greatly change the lives of citizens. By investing public money better, gradually, the results of job creation, local economy and revenue that will result in new benefits for the population, an efficient management tool to be applied [16].

Summary

This paper proposes the use of Socioeconomic Diagnosis as a tool for the elaboration of the Multi-Year Planning of public management. The research methodology used was descriptive and applied with a qualitative approach. The research instruments involved were field research and document analysis. During the document analysis, it was identified that the form of planning popularly used in the Municipality of Matelândia is the one built based only on meetings, held mandatorily and randomly in communities in the municipalities, resulting from the "Inherited State", remnants of times gone by. The results of the research evidenced the need to migrate to the "Necessary State", with the intention of not only resolving existing demands, but also creating new demands and opportunities. To this end, planning with the use of concrete data becomes indispensable, and based on the case of the Municipality of Matelândia, it is proposed to use the tool to obtain these data, which is the Socioeconomic Diagnosis.

Government strategic planning is a fundamental tool for public management, which aims to establish guidelines, objectives and actions to be implemented by a government to meet society's demands in an efficient and sustainable manner. It focuses on aligning resources, efforts and public policies with a long-term vision, ensuring greater coherence and effectiveness in public administration. Government strategic planning is a topic that has been in increasing demand in recent years, as it "helps administrators in the mental exercise of studying the organization's current situation and establishing strategies to fulfill the mission and, consequently, achieve the vision [1].

In the private sphere, planning has always been in constant evolution, with the development of increasingly active ways to manage daily life and business. The public sector, on the other hand, did nothing for a long time to become more efficient and more coherent. This fact made public administration control bodies turn their attention to the need for planning.

In Brazil, according to it was from 1964 onwards that the experience with planning began to become more formulated. The planning at the time followed the military, authoritarian, centralizing and economically concentrated style. During this period, for the project of Brazil as a great power to be real, a large mobilization with an advanced effort in planning was necessary.

It was observed that the techniques currently used in budget planning in the Municipality of Matelândia do not provide for a broad, detailed, technical study that includes information from public and private areas collected with data from the municipality and region. Thus, planning for the "future" is done based on the limited knowledge of the department manager and the opinions of the population, often guided only by their own desires and not supported by technical studies. Thus, public management ends up making investments based on "guesses" and not on what would actually be necessary, which increases the likelihood of failures and inadequate actions that bring little benefit to the population.

A review of the national literature shows that planning in Brazil is not that old. presents two major divides in the history of planning, the first being the Estado Novo of 1930 and the second the Military Regime of 1964.

Strategic planning can be established as a permanent process of defining and redefining various objectives, goals and strategies, according to changes in the environment and the need for reformulation also state that adopting strategic planning in itself has the purpose of seeking a sense of future direction, using for this a greater depth of specific realities, also drawing on the knowledge attributed to internal factors, which are controllable, and external factors, considered uncontrollable. According to in government planning in Brazil, the explanatory model adopted to explain public problems tended, on the one hand, to generic, universal solutions and, on the other, to almost monocausality [2]. With this, a single pattern was adopted, listed as cause-problem-solution, where the cause was basically the same and led to the same global solution.

Socioeconomic diagnoses are instruments that seek to present the reality of a given territorial area. Those for use in public programs provide information on topics related to a wide range of areas. In Matelândia, Paraná, the socioeconomic diagnosis was carried out in partnership between municipal employees, the commercial association and with financial support from Itaipu Binacional, in order to hire a professional with experience in producing the research and delivering the diagnosis. This was very successful and was distributed to the government and some units to the population in the form of a magazine, providing knowledge for growth and investment in the municipality.

Therefore, for the accuracy and efficient delivery of this diagnosis, it is necessary to hire a qualified professional or company with knowledge and experience. This hiring will contribute even more, since impartiality will be used in the collection of data, mainly because it is not a public or political agent. Its basis will be composed of information from the available database, such as the Ministry of Labor, IBGE, production chains, industrialization sectors, among several other sources. It will also include the results of the surveys of the interviewees, whether electronically or in person.

After the tool is delivered, it is necessary that the planning does not stagnate in just one single diagnostic performance. The results must be monitored, and above all, the general population must be involved so that they take ownership of the study and do not allow changes or possible "forgetfulness" with changes in government. Therefore, it is concluded that the Socioeconomic Diagnosis gathers information that, if really used, can greatly change the lives of citizens. By investing public money better, gradually, the results of job creation, local economy and revenue that will result in new benefits for the population, an efficient management tool to be applied.

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