

Management Shock Policy: A Case Study of the Financial, Organizational, and Personnel Improvement in the Management Performance of the state of Minas Gerais, Brazil.

Política de Choque de Gestão: Um Estudo de Caso de Melhoria Financeira, Organizacional e de Pessoal no Desempenho Gerencial do Estado de Minas Gerais, Brasil.

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Abstract: After many years of budget deficit, bad management, and poor public employee performance, the government of the state of Minas Gerais, Brazil, developed in 2004 the Management Shock Policy. The program had specific goals of placing the public accounts up to date, establishing an agenda for development, and consolidating the public employees' evaluation process. The objective of this case study is to show some data found on literature that corroborates the improvement of the financial, organizational, and personnel management performance during the three generations of the policy (2004-2014). Achieving respectable outcomes, the policy was based on the incentive of the effectiveness of public budget, efficiency of management, and increased productivity of the public workforce. The organizational and individual performance evaluation methods were also one of the considerable applications on rebuilding a dynamic and innovative state on administrative practices.

Keywords: Management Shock Policy; state of Minas Gerais; Brazil; productivity improvement; public budget.

Resumo: Após muitos anos de *déficit* orçamentário, má gestão e mau desempenho dos funcionários públicos, o governo do estado de Minas Gerais, Brasil, desenvolveu, em 2004, a Política de Choque de Gestão. O programa teve como objetivos específicos a atualização das

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contas públicas, o estabelecimento de uma agenda de desenvolvimento e a consolidação do processo de avaliação dos servidores públicos. O objetivo deste estudo de caso é apresentar alguns dados encontrados na literatura que corroboram a melhoria do desempenho financeiro, organizacional e de gestão de pessoas ao longo das três gerações da política (2004-2014). Alcançando resultados respeitáveis, a política baseou-se no incentivo à eficácia do orçamento público, à eficiência da gestão e ao aumento da produtividade da força de trabalho pública. Os métodos de avaliação de desempenho organizacional e individual também foram uma das aplicações consideráveis na reconstrução de um estado dinâmico e inovador nas práticas administrativas.

Palavras-chave: Política de choque de gestão; estado de Minas Gerais; Brasil; aumento de produtividade; orçamento público.

1. Introduction

Efficiency is a “fancy name for a simple idea: getting the most for the least or achieving an objective for the lowest cost” (Stone, 2012). Efficient governments are those ones that get things done with a minimum of waste and use of resources. Efficient employees are those who work fast in a little time, producing good results and favor development. This concept was one of the main points when considering the need of restructuring the economic, the public management, and the way people use to manage their subordinates.

Public sector’s outcomes are different from the private sector ones. According to Cohen, Eimicke and Heikkila (2013), they are “quite complex and difficult to measure” (p. 178). Because of this fact, the authors argue that success for a public program is measured according to outcomes instead of inputs. The budget, for example, is a necessary but not sufficient tool for influencing the organization’s behavior because it can be “allocated or reallocated based on performance, ideally rewarding programs for efficiency and effectiveness” (Cohen, Eimicke, & Heikkila, 2013, p. 185). Besides that, performance is important because of the political factors. The policy restructured the public accounts and applied new management procedures through many years as a reflection of the teamwork.

The state of Minas Gerais is located in the most prosperous Brazilian region, the Southeast. The state underwent a financial crisis around 2003 which brought a negative impact on its economy. According to Vilhena, Martins, Marini, and Guimarães (2006), like other Brazilian federal states in that time, Minas Gerais had a serious fiscal framework through a notable budget deficit that had existed since 1996, and therefore lacked resources of all expenses, including the regular and timely payment of its personnel.

Gonzaga *et al.* (2017) also argue that Minas Gerais had fiscal deficits and growing indebtedness around 2003. Furthermore, the local departments and workforce offered low productivity and individual performance. The government in force at the time was required to develop a public policy in the attempt to answer to the economic, political, and social pressures, and to be accountable to the taxpayers, too. Policy problems, representations of problem situations, are diffuse sets of worries which there is no apparent solution. Policy performance is never perfect, according to Dunn (2018). However, if the government wants to fix problems and design a better scenario for the future of its society, the legitimacy of a new policy implementation must be recognized and encouraged.

In 2004, the Minas Gerais government projected and started to apply the Management Shock Policy inside the agencies. Some of the goals were placing the public accounts up to date, establishing an agenda for development, and consolidating the public employees' evaluation process. All these points were promised by the government in three different stages until the year of 2023. Berman (2006) assert that "empirical studies confirm that performance improvement is not a fad, but a body of slowly diffusing knowledge and management practice" (p. 12).

Considering these facts and arguments, the main purpose of this research is to analyze, in light of the best American literature of the public administration science, not only the organizational, but also financial and personnel management incomes generated by the innovative Management Shock Policy during the first (2003-2006), second (2007-2010), and third generations (2010-2014).

2. Methodology

The phenomena of the Management Shock Policy are analyzed using one of the qualitative methods, the literature review. The methodology has been chosen because it is a “social or behavioral science research that explores the processes that underlie human behavior using such exploratory techniques as interviews, surveys, case studies, and other relatively personal techniques” (Salkind, 2017, p. 160). Such description and understanding are restricted to a specific context from which one arrives at a type of knowledge distinct from what is attainable by statistical procedures or by other forms of quantification. Case studies reflect the real world with acceptable levels of reliability and validity.

Research in the past decades on the public management has concentrated more in policy evaluation and policy design, but it worked less on how policy is put into effect (Schofield, 2001). Barrett and Fudge (1981) assert that policy does not implement itself and that policy needs to be activated in the sense of being put into action. Understanding who, how and why policy is put into effect can be conceptualized by the concept of implementation theory. According to Schofield (2001), “the benefits of an implementation perspective are such that they allow the policy analyst to transcend the distinction between politics and administration. Such a distinction has had a tendency to be polarized between either political science research or public administration and management research” (p. 245). Understanding those concepts, it is clear the importance of applying the public management theories to a real situation through a study case. To analyze more specifically the impacts of Management Shock Policy, the recent experience of the state of Minas Gerais, in Brazil, is a good opportunity to observe how a policy was put in effect.

The literature concerning the Management Shock Policy of the state of Minas Gerais showed the plans for a significant organizational change in the state’s government. The results and insights found in the literature review help to analyze subjectively the policy considering it a program of high performance which was designed to meet the objectives of efficiency, welfare, and productivity inside public administration. Making a brief analysis of the three stages of the Management Shock Policy, this study also analyzes the results of the financial and personnel improvement after the policy implementation.

3. Case Study

Budget processes vary depending on how particular actors have changed the process to match their needs, values, and problems. According to Ehrhart., Gardner, von Hagen and Keser (2000), “a budget process is a system of rules governing the decision-making that leads to a budget, from its formulation, through its legislative approval, to its execution. In the early 2000s, the state of Minas Gerais’ financial crisis brought a negative impact on its economy. Nassif (2011) says, “The deficit in the public accounts of Minas Gerais was one of the worst in the country, expected to reach R\$2.3 billion in 2003” (para. 01). The society, also the elected and appointed public officials, desired to see improvements in the state's public administration landscape, for example the end of the budget deficit and the payment of fair wages for the public employees with no delays. Therefore, they had hope that the new public policy proposed by the state government could solve these issues and rebuild the state.

The Management Shock Policy was divided into three categories of change and aggregation of public value. Vilhena *et al.* (2006) clarify that the first category was composed by the results from the government plans, program management, sectoral policies, organizational strategies, and agreements of organizational results. The second one was made of changes for human resources management, logistics, e-government, control, quality management, server training, public management, among others. Finally, the third category was concerned about the financial resources, like the reduction of the expenditures, rationalization of inputs, and sizing of the workforce.

The government had the ambition of transforming Minas Gerais into the best state to live in Brazil. The first generation of the Management Shock Policy occurred between 2003 and 2006. It was focused on the fiscal adjustment, with goals of correcting the state's economic and financial situation, rebuilding the administrative machinery, promoting fiscal balance, and recovering investment capacity (Brulon, Vieira, & Darbilly, 2013). Besides, the first stage was attentive on structuring measures, intending to lay the foundations for a new process of economic and social development for the state.

Rubin (2017) says, “The essence of budgeting is that it allocates scarce resources, implying choices among potential expenditures. Budgeting implies balance between revenues and expenditures, and it requires some kind of decision-making process” (p. 02). More specific about the effects of fiscal adjustments on economic and social activities, Mulas-Granados (2005) points out that the literature usually expands from macroeconomic models that estimate the sign of fiscal multipliers to simulations that try to test episodes of fiscal consolidation, with a special emphasis on identifying expansionary fiscal adjustments. Even if the country samples that are included in the analyses differ between studies, most empirical works published in the nineties identified expansionary fiscal contractions in advanced economies.

These works have always focused on the effects that fiscal adjustments have on economic output and on its rate of growth, but they have systematically forgotten the possible impact that budget cuts could have on the distribution of that output. Since fiscal consolidations are more likely to be expansionary when there are important reductions in the most rigid items of the budget (public wages and social transfers), it is reasonable to expect that these adjustments could also increase income inequalities. If this was true, there could exist a trade-off between growth and equality that any government willing to undertake a fiscal consolidation had to confront”.

Queiroz (2009) quotes the respectable results measured after the first generation of the Management Shock Policy, for example, the integration between the budget and planning areas, the fiscal balance, the payment of the employees’ salaries up to date, and the payment of the debts with the state’s creditors. The first generation increased the revenue in 2004 in order to control public accounts, and enable investment growth from 2005 to 2006. According to a research from the Fundação João Pinheiro (2008), compared to the year of 2006, in the year of 2007 the state of Minas Gerais had an increase of 20.9% on its companies' exports. The financial situation has also been improved by the restructuring of the income and expenses, besides the improvement in the administration stated by the first generation, making the state economy restart its growth. In this way, the economic growth was one of the most important results obtained by the new administrative practices. The Center for Advanced Studies in Applied Economics (Cepea), from the University of São Paulo, Brazil, found that Minas Gerais had a trade growth of 14.7% (a superavit of US\$6.7 billion) in 2007.

The second generation of the Management Shock Policy was defined as the period between the years of 2007 and 2010. Most parts of the state officials were demotivated because they had no increase in their basic salaries or development in their careers for ten years, despite their poor performance. However, agencies produce effective results if they are recognized and trained, since we are social creatures shaped and nurtured by the opportunities given us. Berman (2006) says, “By engaging in and ensuring performance, agencies and their managers contribute to the welfare of society” (p. 4). The author recommends quality management, strategic planning, partnering, organizational alignment, performance evaluation, use of information technology, and improving productivity through people as strategies to face problems in the departments.

The state government tried to solve the lag of the employees' wages when reviewing the career plan in the Assembleia Legislativa de Minas Gerais (Legislative Assembly of Minas Gerais, in English). Moreover, the Management Shock Policy has implemented a good evaluation process, besides the restructuring of careers and the realignment of skills. The employee evaluation is central to strategic importance for public agencies. According to Gonzaga, Frezatti, Ckagnazaroff and Da Silva Suzart (2019), “Performance indicators are used in public management to monitoring and evaluation of the actions carried out by the managers, aimed at achieving defined objectives and strategies” (p. 76). The indicators used to measure the work of the secretariats and the government itself in relation to the goals of the structuring projects are made from institutions independent of the public power in order to avoid data corruption.

The individual performance evaluation methods were carried out by an evaluation committee composed of the immediate head of the server, co-workers, and employees of the Human Resources Sector Unit. To measure the performance, eleven evaluation criteria were defined: quality of work; productivity at work; initiative; promptness; use of training programs; attendance; punctuality; time and timing management; proper use of equipment and service facilities; use of resources; streamlining of processes, and ability to work as a team (Marques, Borges, and Reis, 2015). The percentage reached by the server is classified as excellent, good, fair or unsatisfactory. Servers that achieve satisfactory scores could be promoted or receive productivity bonus.

Departments have a right to expect officials to be as productive as possible, and individuals have the right to be fairly compensated. On the other side, appraisal reviews are mechanisms for reinforcing organizational values (Berman, Bowman, West, and Van Wart, 2016). The implementation of a new appraisal process improved the state server's performance levels and impacted positively. Marques, Borges and Reis (2015) carried out a survey with 679 state employees shows that the positive reactions of servers to implementation of individual performance assessment results in significantly higher levels of job satisfaction.

Through administrative decisions, developmental recommendations, technical issues, and interpersonal skills, the appraisal system of the Management Shock Policy was effective. The systems of agencies are the processes, procedures, and skills to get the public work done. The policy provided better results according to the better beliefs written during the planning of the three stages. Neto and Assis (2010) argues that the Management Shock Policy has brought positive effects on their motivation about the evaluation of the public employees, including that the state's policy is compatible, to a great extent, with good international practices.

Brulon, Vieira and Darbilly (2013) explain that the second stage was also focused on developmental actions, known as the "state for results." It is possible to find that concept on the literature. Rainey (2014) says, "Authors and officials have increasingly emphasized themes such as 'managing for results' that involve stating goals and measurements that reflect effectiveness in achieving the goals (Abramson and Kamensky, 2001; Moynihan, 2008; Osborne and Gaebler, 1992)" (p. 149). The goals of the Management Shock Policy were seeking to achieve a state capable of executing the government strategies effectively and efficiently, promoting the full connection between public spending and the expected outcomes. During this stage, the action planed was called "Acordo de Resultados" (Results Agreement, in English) and managed by the Secretaria de Estado de Planejamento e Gestão (Secretary of State for Planning and Management, in English).

Vilhena *et al.* (2006) describe the Results Agreement program as "a management tool that seeks the alignment of institutions, based on the agreement of results and respective concession of autonomies to reach organizational objectives in the line of the government agenda" (p. 98). The establishment of the Results Agreement and the management performance evaluation could

strengthen the transparency of the public processes and meet the real demands of society. These facts have changed the way people assessed the state government. The leaders agreed with the performance targets of the Results Agreement and the employees should be assessed on their efficiency, effectiveness, and productivity (Pimentel *et al.*, 2017).

The Management Shock Policy was expected to be a high-level program that should meet the objectives of efficiency, well-being, and productivity on the state's management performance. Stone (2012) contends, "In the implementation phase, it begins a new journey through the wondrous forms of influence in human society – incentives, rules, persuasion, rights, and powers". Campos (2014) states that the implementation of the project management in the public administration of the state of Minas Gerais was partially satisfactory, as it remedied specific problems and made the government's performance more competent on its projects.

Miller (2014) affirms, "But the message to employees is the same: Government will improve when you improve" (p. 10). In other words, before we can transform our operations, we have to transform our beliefs about public employees. Politicians need to care about performance because of its little capacity, considering all demands from society and Federal government. The scholar also says some of the problems that currently plague government performance are rising costs, low customer satisfaction, failed projects, and huge backlogs. All these symptoms come from the lack of capacity. He says, "Simply, government does not have the capacity to do everything it needs to do, or everything its citizens want it to do" (p. 15).

W. Edwards Deming (cited by Miller, 2014), is an author of the quality movement proved years ago in the United States and value that people are guilty for six percent of the management problems, on the other side, ninety-four percent are inside the system. Inside all the projects, programs, departments, and sectors, are the methods used to accomplish results. In terms of public employee evaluation, Caillier (2014) points out that there is a consensus among research theories that leadership practices are fundamental to increase the performance of employees by using the right mix of motivators. The author also asserts that since organizations are trying to improve the performance of the workers, researchers have been working on testing different theories to predict performance in work environments.

The situation of the public finances has led the state to a broad administrative reform, which has been institutionalized since the publication of a set of sixty-three delegated Laws (Vilhena Martins, Marini, & Guimarães, 2006). The Laws, drafted by the Legislature with normative-legal force, implemented managerial reform in the state. The first delegated Law, No. 49, extinguished the commissioned positions and created temporary positions considered strategic, in addition to creating the bonus function for career employees. In addition, it introduced the flexibility of administrative and human resources structures, with a reduction in the number of secretariats.

The delegated Laws also integrated the functions of public agencies and created audits in each secretariat, so that the mission of making public expenditure expenditures monitored was a policy, thus respecting the principle of accountability. This is one of the most important value-laden concepts for a public official in democratic societies. Public employees should work within a system of democratic accountability and respond to a complex system of checks and balances. Svava (2015) argues, "Accounting and audit systems are needed to do routine checks on performance and behavior, and the capacity for surveillance and investigation must be available to ensure that suspicious of corrupt behavior are not ignored" (p. 171). Castro (2008) concludes that civil society participation with the Management Shock Policy was more important on the process of monitoring and execution than on the process of formulation. Then, accountability brings positive outcomes in any agency and work relationships, which contribute to the protection of constitutional principles and advance of the organizational mission. The concept was one of the concerns for the next generation ahead.

The third generation, between the years 2010 and 2014, was known as "Management for Citizenship". According to Souza (2020), this phase enabled the engagement of civil society in favor of the transparency of governmental actions, so management would be regionalized and participatory in line with open state principles. In addition, it would also be networked, transversal and intersectoral. Queiroz (2009) points out the policy has adopted managerial practices based on strategic theories of promoting a new administration that conciliated globalization, integration, and promotion of the people's quality of life. One of the reasons for that was the establishment of the Public-Private Partnerships.

Souza (2020) says, “The expectation of the defenders of partnerships with the private sector is that governments have a greater concern in adopting management responsible fiscal system, in the sense of greater control over public expenditure. In the private sector, companies need information, such as market potential, economic and financial coefficients of the production and the economic impacts of new technologies, allowing more efficient decision-making to invest in technological innovation. For the public stakeholders, such information allows better planning of incentives and policies.

According to Berman (2006), partnerships fulfill different purposes, involving coordination, policy formulation, funding, and joint service delivery. Public-Private Partnerships were an addition achievement of the Management Shock Policy, justified by the necessity of redefining the role of private initiative and continuing to invest to seek greater efficiency in the provision of public services. The state government realized that the government agencies needed to perform a lot better, and that they could do so by becoming more like business firms, which presumably have clearer goals and performance measures, as stated by Rainey (2014).

4. Conclusion

Any feasible policy plan has to grow from forecasting deeply attuned to the realities of the polis once a policy reaches the point of becoming an official decision. Dunn (2018) states, “Forecasting provides a prospective vision of policy outcomes, enlarging capacities for understanding, control, and societal guidance” (p. 119). The Management Shock Policy was effective on improving the financial, organizational, and personnel performance because it applied management innovative practices and programs inside the state agencies, reorganizing the public accounts and applying organizational and individual performance evaluations to change the workforce unacceptable levels of efficiency and productivity.

Cohen, Eimicke and Heikkila (2013) maintain, “We believe that the public sector can be effectively managed. The key to effective management is an active, aggressive, and innovative effort to overcome constraints and obstacles. Effective public management is, in large measure, simply the product of a positive, can-do attitude” (p. 32). As described in this study, many positive

results were obtained after the three stages of the Management Shock Policy, such as significant growth in state revenues, promotion of fiscal balance, and increased investments in the region.

According to Milles (2014), “The public sector is also called on to maximize return to investors. But our investors don’t want money. They invest in us for far more important reasons: to protect children, ensure freedom, provide economic opportunity, protect the environment, rehabilitate offenders, and on and on. This is our profit, our bottom line” (p. 68). The government of Minas Gerais was concerned about the welfare when planning the policy for the benefit of society. Because elected officials make spending decisions for people, accountability is an important part of public expenditures. The Management Shock Policy worked in a socio-political and economic context because the literature has shown that the organizational performance evaluations changed and impacted the society and public sectors in a positive way.

Shafritz, Russell and Borick (2013) state, “in democratic societies, we require our administrators to work within a system of democratic accountability, respond to a complex system of checks and balances, and be subject to scrutiny by official auditors, by the media, and by community watchdogs and whistleblowers” (p. 189). The strategies to achieve good performance and productivity levels were recognized by the Minas Gerais’ taxpayers. The willingness to increase the public welfare and to be accountable to the citizens was notable marks of the policy.

Brulon *et al.* (2013) point that the concern of transforming Minas Gerais into a competitive Brazilian state with high quality of life and human development had led the government to seek plans to growth effectiveness on its management. It is important to consider the adoption of contemporary management procedures which helped the government to reverse the severe financial panorama. To save its public accounts, the state applied an administrative and financial reform to assure the resources for supporting the governmental structure. The rearrangement of the public apparatus was crucial to maintain the economic development of the state of Minas Gerais.

Concerning performance and productivity, Berman (2006) reports strategies of performance improvement help public organizations face their changing environments, heightened demands for service, and constrained budgets, increasing the expectations of accountability transparency, and a workforce that requires a wide range of motivational strategies. As Pacheco

(2014) says, “It is also worth highlighting the importance of assessing the performance of a public entity, as both the population and managers need to assess the economy, efficiency, effectiveness and effectiveness of a public policy, in which case, the performance indicators the main tool to be used” (p. 55). It is necessary to continuing thinking that there is always a best way to serve society.

The establishment of a new standard of personnel management, based on the performance evaluation, was the basis of the program called “Acordo de Resultados” (Results Agreement, in English). The state agencies were committed to achieve the targets proposed by the government. This fact represented the effort of making possible the productivity premium in case of satisfactory results. Whether the direction decided not to agree, they would leave the team out of the possibility of awarding and thus having difficulty sustaining themselves politically. This agreement increased the chances of making the employees work better. Besides, the evaluation process developed by the policymakers was close to good practices and trends identified in international experiences (Neto and Assis, 2010).

The literature reviewed shows valued data which information affirms the improvement on performance and productivity acted as a support for public accountability instruments, learning processes, avoidance of waste of money, and fraud. It reflects how the agencies use public resources. For elected people, it means knowing about the effectiveness of the strategies developed by a specific political party and guarantee support of the public employees. For public officials, the wage and awards were identified as the main incentive factors for good performance. Marques *et al.* (2015) suggest that part of job satisfaction is influenced by the implementation of the individual performance evaluation system.

Cohen, Eimicke and Heikkila (2013) show that “unlike the private entrepreneur, the public entrepreneur is not seeking personal or corporate financial profit; instead, he or she takes risks to ensure that government programs succeed and that the public reaps the benefits of that success” (p. 33). For taxpayers, the high-level performance of the government, and the performance-related payment for public employees were essential to optimize the use of public resources. For these reasons, the Management Shock Policy accomplished most part of the goals set forth when put in place and constituted an innovative proposal of financial, organizational, and personnel performance improvement for the remarkable state of Minas Gerais.

The implementation of the Management Shock Policy in public administration in the State of Minas Gerais was partially satisfactory, as it solved certain problems and made the performance of the government as a whole more efficient, through the adoption of important contemporary management procedures, with the aim of point of comparison to the harmful situation present in 2003. After the three policy generations, some indicators and targets used to assess performance in the Management Shock proved to be unstable and varied over time (Gonzaga, Frezatti, Ckagnazaroff, & Da Silva Suzart, 2019), consequently they need to be discussed in another study. The policy continues to flow until the year 2023, when it will be necessary to reassess the administrative, economic and human resources scenario, in order to reformulate the current public policy, in view of paramount importance for the state of Minas Gerais, Brazil.

From the literature review concerning the Management Shock Policy of the state of Minas Gerais, it was identified the respectable authors and selected the 12 articles or reviews that were authored by them (Table 1).

Table 1

Management Shock Policy Summary Content in the literature

Author(s)	Publication Date	Subject
Brulon, V., Vieira, M. M. F., and Darbilly, L.	2013	The first and second generations of the Management Shock Policy
Campos, L.	2014	The implementation of the project management
Castro, Camila Penna de	2008	The civil society participation with the Management Shock Policy
Gonzaga, R. P.; Frezatti, F.; Ckagnazaroff, I. B.; and Da Silva Suzart, J. A.	2017	The financial situation of the state of Minas Gerais before the Management Shock Policy
Gonzaga, R. P.; Frezatti,	2019	Indicator's Change used

F.; Ckagnazaroff, I. B.; and Da Silva Suzart, J. A.		for performance evaluation in the second generation of the Management Shock Policy
Marques, A. L., Borges, R., and Reis, I. C.	2015	The public servant's individual performance evaluation methods and job satisfaction
Nassif, L.	August 19, 2011	The deficit in the public accounts of Minas Gerais
Neto, M. T. R., and de Assis, L. O. M.	2010	The state of Minas Gerais public employee's motivation
Pacheco, R. S.	2014	Performance indicators for public agencies
Queiroz, R. G. M.	2009	Managerial practices during the first generation
Souza, D. A.	2020	The engagement of civil society and the public- private partnerships during the third generation of the policy
Vilhena, R., Martins, H. F., Marini, C., and Guimarães, T. B.	2006	The three stages of the Management Shock Policy, the Results Agreement and the sixty- three delegated Laws

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