
Políticas de desarrollo y sus relaciones con la dicotomía público-privado y la regulación del Estado

Development policies and their relationship to the public-private dichotomy and state regulation

Marcio Rodrigo Caetano de Azevedo-Lopes; Jorge A. Santos-Silva

Instituto Federal de Educação, Ciência e Tecnologia Baiano; Bahia, Brasil; Universidade Federal do Recôncavo da Bahia, Bahia, Brasil.

Correo electrónico:

mrcaetano@yahoo.com.br

ORCID: <https://orcid.org/0000-0001-8302-9359>

<https://orcid.org/0000-0001-8419-8787>

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Resumen

Este artículo pretende reflexionar sobre políticas de desarrollo, sus relaciones con la dicotomía pública privada y la regulación Estatal en Brasil. En vano, las políticas públicas están en el centro de propuestas de desarrollo promovidas por gobiernos en varios países. Es importante evaluar las múltiples dimensiones que se insertan en este contexto para observar cómo actúan la dicotomía público-privado y la regulación del Estado en estas *conexiones*. Para cumplir el objetivo, los autores confiaron en la literatura especializada. Las políticas de desarrollo son factibles con la regulación estatal en la economía y con un proceso de toma de decisiones políticas.

Palabras clave: Políticas públicas; Dicotomía público-privada; Regulación estatal; Economía; Sociedad

Abstract

This article aims to reflect on development policies, their relations with the public-private dichotomy and State regulation in Brazil. In vain, public policies are at the center of development proposals promoted by governments in several countries. It is important to evaluate the multiple dimensions that are inserted in this context in order to observe how the public-private dichotomy and State regulation act in these connections. To achieve this objective, the authors relied on specialized literature. Development policies are feasible with state regulation in the economy and with a political decision-making process.

Keywords: Public policies; Public private dichotomy; State-owned regulation; Economy; Society

Introduction

The term development, allows us to reflect on the most diverse definitions and dynamics focused on this context. Even presenting a subjective aspect, development is much more than growing, it is being able to have the freedom to experience human progress and the possibility of a dignified life. Aristotle (2005), mentions that living well is living happily. It is unlikely that he imagines the improvement of social poverty frameworks, in the political context, without the due knowledge of the means that make it possible to better achieve social happiness according to Dias & Matos (2012).

Sen. (2000), states that the extension of freedom is important and, at the same time, the main path to development. It is possible to interpret this development, which by mistake and for a long time was synonymous with growth, as the exclusion of limitations that leave people with minimal options and few opportunities to enjoy more dignified social conditions.

With respect to public policies, Lascoumes & Le Galès (2012), state that these "can be considered as normative structures that frame the actions of individual actors, collectives and organizations" (p. 172). Public actions reflect the materialization of political decisions that are often rooted in diverse interests that ignore the particularities and realities of the actors that receive a given public policy.

The challenges are diverse, especially in a country with continental dimensions like Brazil, immersed in a cultural, spatial, religious, political, social and environmental diversity, among others. It faces the need to reduce the excessive social imbalances that marginalize certain social groups from achieving better living conditions. The Fundamental Principles of the Constitution of 1988, advocates in its article 3 the construction of a free, fair and equal society; ensure national development, eradicate poverty and reduce social and regional inequalities, promote the good of all without prejudice to race, sex, color, age and any other form of discrimination.

This denotes the importance of the State in creating a public agenda around social problems, in order, according to Lascoumes & Le Galès (2012), to "develop concrete actions to address them" (p. 23)

Development depends on state actions, political interventions in companies and the legal system proposed by the constitutions, as well as through the existing rules in many countries. In this context, Bobbio (1989), explains that in each order we find two types of norms: those of conduct, which prescribe how conduct should be, and those of structure or competence, which establish the conditions and procedures through which valid norms of conduct emanate.

The understanding of state regulation must elucidate the context involving the dichotomy between the public and the private. Marked by the patrimonialism of the past, Brazil still presents a historical heritage of the colonial period in which the differentiation between the public and private spheres was ignored as noted by Campante (2003) and Pinto & Costa (2015). This refers to the harmfulness caused by many of the managers of the Brazilian State who throw themselves into dark paths such as corruption and nepotism.

Perceiving the importance of the role assumed by the State in the implementation of development policies implies raising debates that point to the perception of the interests of political and economic structures. The dynamics that sustain the often controversial relations between public and private institutions are immersed in a solid political-dominant field, composed mainly of oligarchies that dust off the real role of the State, to the detriment not only of the decentralization of power, but also of the emergence of a new socio-political dynamic that benefits diverse social groups.

This article aims to reflect on development policies, addressing their relationships with the public-private dichotomy and state regulation. The work is justified by the importance of reflecting on state relations in the economy and on how development policies are being applied to societies. The article also analyzes the policy cycles that extends from the identification of the problem to the evaluation of impacts as fundamental to the promotion of this and other policies. To this end, this work was based on scans of literature that discuss the subject, among other references that support the work in order to contextualize what is intended.

Development

Development policies: social freedom perspectives

Inevitably, the government's management model will guide which policies will gain priority on the state's public agenda. Promoting a state of development requires an understanding of the role of the state, also in social policies, and this implies reducing the inequalities of social groups, which in itself, becomes an inherent premise of development prospects that goes beyond identifying industrial and technological advances, to increasing incomes.

Also contributing to this discussion, Sen. (2000), in associating the expansion of freedoms with development, explains that these "freedoms also depend on other determinants, such as social and economic provisions" (p. 17). These reflections, according to the author, are inserted in a context of services in education and health, for example, as well as the exercise of civil rights to participate more actively in politics.

For his part, Heidmann (2009), states that the almost absolute freedom of individuals caused problems, because he did not consider the community dimensions of human life, with its problems and solutions through political means. These perspectives show that the State has a fundamental and decisive role in supporting essential policies for certain social groups, consisting, as Villalobos (2000) says, in focusing on "the resources available to those with the greatest needs" (p. 51). In this sense, Ribeiro (2010), states that no individual will guarantee minimum living conditions that are relieved from a social structure and that no social structure will exist without any political action.

The imposition of limits on individual activities, especially in the economy, has made the role of the state grow in the 20th century. Called intervention by liberals, the action of governments in the economy was presented as a regulatory action and by the direct participation of the state in the economy, such as the creation of state enterprises.

In Brazil, the industrialization process did not take into account an instance of integrated development, leaving aside social concerns, such as: health, education, social security, environment, among other issues that improve people's freedoms to have a better quality of life, as well as the freedom to develop socially.

Lack of concern for social problems implied a model of growth as an end in itself. It is important, above all, to ratify that there are differences in the epistemological sense, between development and growth. Economic growth cannot be considered an end in itself and, therefore, must be linked to conditions of social advancement and human progress in society itself. The effectiveness of public policies becomes a real and tangible path for the consolidation of actions that focus on these processes.

The Brazilian State views the manufacturing industry as a factor of social progress. This thinking becomes contradictory, as far as it is possible to perceive, to the liberalist ideals because growth will not always be synonymous with development. Development is much more than economic growth, it is also about providing participation between society and political participation in decision making, because, in this way, the probabilities of achieving successful results, with respect to collective progress, become attainable.

Until today, the main indicators of development were of an economic nature and in order to make this more bottom-up, it was important to implement a market economy that included the majority of citizens. Indeed, these economies were implemented, in most peripheral countries, there was much more of an individualistic propensity to accumulate capital from collective processes that were consistent with social advances. It is important to recognize the realities of each country and what

the notion of development may represent for each of them. In other words, it is important to take into account the factors that give political and institutional contribution to local social issues.

The process of industrial globalization connected countries, cultures, economies, and societies; however, this episode brought perverse consequences to underdeveloped countries that tried to follow the development models of countries with already structured economies. The preservation of the natural environment, for example, are values that are sensitive to humanity, and negative data are increasingly raised about the environmental damage in the world caused by exacerbated material consumerism.

This demonstrates the representativeness of the development of measures implemented by the purchasing power of the population is no longer satisfactory. The accumulation of wealth is conical, that is, providing mechanisms that simply raise income is also a complex and structured path in economic valorization. Unlike this point, it is important to create a development policy linked to collective possibilities and interests, taking into account humanity in general and its people or nation in particular as Heidmann emphasizes (2009).

For Heinemann (2009), politics is concerned with the set of processes, methods, and conveniences used by individuals or interest groups to influence, conquer, and maintain power. From this perspective, power is often identified by particular interests and can compromise society and the functioning of institutions. Political practices must focus on the common good and the use of dignified living conditions for citizens.

Without adequate planning and systematic evaluation, the expenditure of financial and human resources can occur and be a crucial factor, leading to ineffective and discontinued public development policies. Effective policies will not materialize without the joint action of public authorities with social organization and without elements that contribute to the continuity of public projects, even in government transitions.

The administrative structure of governments is an important organizational channel within governments. It is the policy makers who make public policy, so it is important to understand that policy is public and not private. This confirms the importance of these policies being built together with society itself. It is important to eliminate the lack of certain communities, and it is necessary that these communities do not return to the stage they were in.

The development process precedes many more actions to maintain and evaluate objectives that simply apply resources to provide compensatory policies. The effectiveness of public policies, dispense with compensatory social policies and allow for the insertion of societies in conditions

conducive to development. The existence of a compensatory policy shows that the first policy aimed at a particular end was not effective.

Heinemann (2009), points out that in the perception of societies, governments are very expensive or provide services in volume and quality below their corresponding costs. There is a much higher tax charge and less compensation for taxpayers. The misuse of public resources dedicated to poorly designed and/or evaluated policies, compensatory policies, political illegalities and forms of collection has directly implicated the Brazilian economy, which, for example, needs to multiply the resources obtained for the maintenance of existing social projects.

Still on Brazil, it has been through complex economic situations that will be carried out in the short term. What is perceived behind the political scenes is much more than a scenario of power struggles than convergences in search of solutions. The personal accumulation of power weakens institutions as stated by the Inter-American Development Bank [IDB] (2007). The political and structural inability in Brazil is much greater than one imagines, is worrying, and has caused setbacks for the nation.

The public policy cycle

Remarkably, public policies are often unsuccessful in their applicability. Some policymakers have ignored the necessary policy cycle, which hinders adequate progress in public policy implementation processes. Public policies are instruments that should be used to define directions and establish criteria for human action in order to maintain social balance or introduce imbalances aimed at modifying a reality, with the objective of guaranteeing certain citizenship rights, either in a diffuse manner or for a certain social, cultural, ethnic or economic segment, as Frey (2000) states.

As shown in Figure 1, Connors (2016) points out that this cycle is used to explain how policy is thought, formulated, designed, implemented and, above all, evaluated. Therefore, this cycle is generally used as a guide for policymakers. It is important to note, however, that the way in which policy is created, implemented, and evaluated is not unique and is tailored to the realities of each public context.



Figure 1: Policy Cycle Structure

Source: Adapted from Connors (2016)

At the same time, even in the policy cycle, Frey (2000) refers to the phases of formulation, application and control of public policies within a procedural reference model. Each of these approaches can be considered an integral part of the policy cycle and requires constant evaluation. The policy cycle allows for the integration of the different evaluation approaches: policy evaluation, public policy analysis, and evaluation where there are processes that can be monitored in order to control the effects of these policies throughout their cycle, from the perception and inclusion in the agenda to the definition of the problems to be researched and analyzed. Policies must be evaluated with a view to their continuity, improvement, reformulation or simply discontinuity, as Heidmann (2009) points out.

He public resource is something that must be reinvested in society and lacks evaluative systematization to predict or provide data that can influence the desired or unattained results. Whatever the purposes of social policy, evaluation allows for increased efficiency in the achievement of the criteria accepted as a goal, including whether it is Cohen & Franco (2013). In turn, Araújo & Boullosa (2009), point out that "evaluation is an intrinsic activity for the human being, charged with subjectivity and related both to the field of decision making and to the field of individual and social learning" (p. 9).

Evaluation is one of the most important steps and can involve the entire cycle of project preparation, implementation and completion. At the beginning of the implementation process it is possible to evaluate at this point, if the routes described in the planning are on the right way to reach the desired objectives. Cohen & Franco (2013), show, through studies, that there are different

evaluation models, which are structured through the objects evaluated and the types of evaluators. In this context, it is important that the evaluation takes into account the different dimensions in terms of efficiency and effectiveness as considered by Oliveira (2010).

For some authors such as Heinemann (2009), managers use little or no rational method to make decisions. Decisions are often made with a much more political intent than consistent with the real needs of a given society. In order to minimize certain misunderstandings, it is important to develop studies and improvements on public policy cycles in the policy cycle, which can be extended to policy makers and thus contribute to the further elaboration of political processes. By identifying the problem and inserting it in the public agenda, there is already a systematic evaluation for the creation of a particular policy, so that it can be implemented efficiently. This also depends on the direct and transparent relationship between policy makers and the beneficiaries of these policies.

Institutional structures have a great influence on the decision-making process of development policies. Neo-institutionalism is an ideological aspect that has a conceptual breadth and passes through sciences such as economics, history, law, and sociology. Some concepts about neo-institutionalism emphasize the role of institutions in explaining social, economic and political behavior, as revealed by IDB (2007). It is notorious that institutions contribute to social development and, in action with policy makers, have the power to insert the necessary resources to interfere in a given social environment in order to stimulate changes in accordance with society's needs.

It is also important to focus on the role of leadership in the performance of political processes within institutions, because leaders can influence public policy objectives, even in crisis situations. Leadership can be characterized as functional or dysfunctional.

Functionality allows a plurality of leaders to act as catalysts for deliberative processes and to provide efficiency in political processes and institutions, in order to act cooperatively among the networks needed in the decentralized distribution of public policies. Dysfunctional leadership, on the other hand, is characterized by the domination of power by a single person. This characteristic leads to the weakening of institutions and this can lead to uncontrollability, arbitrary decision-making, and corruption. The very development of public policies depends on leaders, and the elaboration of public policies is a complex task according to the IDB (2007).

Examples of aspects of development, such as: quality education, access to health, security, social security, environmental preservation, among others, depend on public policies, and yet there are no equal models for all countries. Policies must meet specific criteria for each region, country, and

society. There is no universal list of appropriate public policies. Policies are contingent responses to the situation in an IDB country (2007).

Therefore, it is important to take into account the institutional dimensions, as well as their interactions with society and, from this perspective, to preserve historical, cultural and social values. The credibility of policies must be subject to impact evaluations on their applicability and, in this sense, measuring the validity and reliability of policies, it is of utmost importance to obtain the legitimacy of the evaluation of these impacts.

In many cases, policymaking processes take place as a condition of exchange between politicians and voters and/or between politicians and politicians. Negotiation takes place in some formal settings (Executive, Legislative or Judicial), or informal arenas, such as the street, where the politician has direct contact with his or her constituents. These situations can have different degrees of commitment and transparency. This is a classic example of the political model observed in Brazil.

The IDB (2007) refers that the beginning of a new policy requires a diversity of actors that must converge in the decision and insertion of this policy. However, it is not enough to decide; the determining factor in the implementation of a given policy must be put into practice by all the executors of a public policy. The preparation of these executors is also very important and decisive, which directly affects the quality of implementation and the effectiveness of the policy. Effective public policies require political actors with relatively long time horizons, as well as institutionalized environments for the discussion, negotiation and control of compliance with political agreements and projects.

The good performance of public development policies does not depend so much on a technical perspective, but on the creation of networks between policymakers and the target population so that they can, in fact, benefit from the policy. Public policies, especially development policies, should be in the public interest and not in the private one. It is necessary not to separate policy from institutions; above all, it is of fundamental importance that public policy analysis and planning be considered together. Therefore, it is worth mentioning that society is inseparable from this process and that it is provided, fundamentally, with access to the proposals of the political cycle and educational debates, as the engine of the development mechanisms for current and future generations. The perception is that, therefore, society better understands its realities and seeks better living conditions through public policies.

The regulation of the State

For Bobbio (2007), the great public-private dichotomy is doubled for the first time in the distinction of two types of social relations: between equal and unequal. Political society is considered unequal and equal to economic society. These conceptions meet with relations of subordination between rulers and the governed. These are relations of a social order that allow us to perceive the distinction between equal and unequal; it is no different in the relations between the private sphere and the public sphere.

Relations regulated by law are characterized by two major dichotomies: public law and private law. These dichotomies happen for reasons regarding the variations between contract and law, mainly because they consider permanent the bond that unites the State with the citizens. From this perspective, public policies are important and necessary instruments for the consolidation of actions in order to provide balance and, above all, minimize social inequalities and promote justice and equity.

It is remarkable that the two dichotomies are mutually conditioned and therefore establish relationships and contrasts of mutual interests. In fact, the original differentiation between public law and private law is accompanied by the assertion of the supremacy of the former over the latter as stated by Bobbio (2007). The greatest concern, even with the conceptual division of the two spheres, must be focused on the maintenance of the republic, that is, on the thing of the people, and by people, we do not simply mean the existence of man, but the sense of joint social formation by a group of people. And this is much more than a legal bond.

The liberal conception of the State gives companies the right to property and the most diverse forms of contractual relations between them. The conceptions around the minimum state are a contrast of the individual interest in relation to the collective interest and about the relations of subordination already mentioned here. It is taken to precedent, then, that the defense of the supremacy of the primacy of the public over the private is a reaction to the liberal state and means the elevation of state intervention in the coercive regulation of the relations of individuals and infra-state groups, that is, for Bobbio (2007), it is a path contrary to the emancipation of civil society that impacts social relations, mainly between them and the state.

The appearance of the bourgeois class, the formation of other classes and the extension of private law, is the conception of the liberal state, to defend the primacy of the private over the public. However, it emphasizes the importance of individual freedom in the concept of social development, which is related to the insertion of evaluation processes that culminate in the effectiveness of political decision-making processes.

For Sen. (2000), the development of a society must be assessed by the concrete freedoms to which individuals have access and insertion, and this differs from actions directed at different social groups or political categories. The author discusses that providing development requires actions and practices that strengthen the recognition and legitimization of territories that need to rise in social, political, cultural, environmental, and economic values.

Strengthening citizenship allows for the socialization of power between the public and private spheres and the increase of democratic capacity, which is a democratic decision on public development policies. In view of this, and as already mentioned, Dweck (1999), points out that the meaning "publicly concerns the whole, the population (public health, public opinion, public interest), while privately refers to the part, the individual, the class" (p. 10).

La intervención económica del Estado hoy se percibe mediante la inserción de políticas públicas sociales, como el Programa Bolsa Familia, en el caso de Brasil, con el objetivo de redistribuir la riqueza, gestionar la economía a través de leyes formales e informales y promover el crecimiento económico, lo que da al sector público un mayor alcance en las cuestiones económicas como afirma Dweck (1999).

To some theorists, the role of the state should be limited only to ensuring the functioning of the free market. Development policies also depend on the economic system and, in view of this, it is important to combine the participation of the state and the market in the national economic orientation.

The action of state regulation on the capitalist economy is not an external necessity to this system of production, since its own development requires the creation of regulatory instruments, and so asserts Costa (2006). Regulatory powers are carried out by the state and by interfering in these processes; the state refers to the interests of labor and capital.

Given the regulatory form in which it appears in the collection of funds from the capitalist productive system, through this, the state can theoretically provide public development policies. However, in the fact that the taxes collected are compatible with the need for reinvestment and the promotion of public development policies, public policy planning is one of the important pillars of this process. At this stage, it is important to include evaluation in all stages of the directive so that this step is used before, during and after the implementation of the directive.

The aim is that the evaluation collaborates in the dimensioning of the impacts produced by the policies, minimizing the unnecessary expenses of the resources applied to them. State intervention

in social issues minimizes public spending, prioritizes poverty eradication and facilitates social inclusion. It is increasingly important that the State does not omit society's problems and that it even covers all the agencies responsible for each department that develops and controls private and public institutions, so that the collection and allocation of available resources reaches everyone, in favor of development that minimizes the negative effects of globalization.

Conclusions

Effective strategies in development policies are unlikely to be achieved without greater social participation in decision-making. Development is first and foremost necessary for the promotion of social progress and for extending the possibilities of a dignified life to societies.

It is through public policies that we seek to establish links between the State and society to enable actions by the government, institutions and other social actors to modify or transform any reality. Above all, it is essential to reflect that public policies should be state and society policies and should not be transitional policies (of a given government) or economic groups.

Since policies do not play their role, in fact, effectively and with actions that have neither causes nor effects, they become mere meaningless measures with respect to society. And in this sense, the design of public policies is presented as a great promoter of social development that not only advocates the State as the regulator of economic mechanisms, but also emanates a society that plays a fundamental role in favor of social, political and economic development prospects.

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