Management by Results and Facets of Information: Focus on the Pact for Life of Pernambuco State, Brazil

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Abstract
The new public management (NPM) was adopted by many countries in response to the inefficiency of the public sector and economic inertia in the 1970s. The state government of Pernambuco, Brazil, adopted the NPM ideas as a broader scope of public management. This management model has several strategic objectives and their performance indicators to measure the results. The government has been using information as a strategic element and it permeates all functions of management, policy and planning. This study chose the *Pacto pela Vida – PPV (*Pact for Life), which is the public security policy. As object of analysis, it offers through the information management practices, based on Braman's information policy, the theoretical and methodological examples needed to provide evidence, as informational practices reveal the use of power. It concludes that information policy demonstrated informational and symbolic powers of the actors who have been processing and gathering information in the *PPV.*

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1   Introduction

Brazil is one of the developing countries that has carried out changes in the State scope and in its public administration since the 1990s. Although, bureaucracy and managerialism have been working in different government levels, some Brazilian states have adopted the managerialism ideas to change their public policy since 1995. The emphasis on results and on their monitoring radically altered the use of information in the public sector.

The State of Pernambuco has adopted a public management model called "All for Pernambuco: democratic management and regionally focused on results" integrating planning, budgeting, monitoring, and intervention since the first term of the Governor Eduardo Campos in 2007. That model was inspired by the ideas of new public management. For the government to achieve its governmental goals, information has become a fundamental element that permeates all these functions. Moreover, information is used as a resource and a constitutive force of society.

The public management model has several strategic objectives and their performance indicators to measure the results. This management goes through diverse departments, regulations and actions. This study deal with the *Pacto pela Vida - PPV* (Pact for Life), which is a public security policy as the object of analysis. The *PPV* was the first covenant put in place due to the high rate of homicides recorded in Recife and for which strong monitoring results were created. Furthermore, information-intensive use associated with policy and management offers evidence of the exercise of informational power through the informational practices of the *PPV.*

This study aims to show how the informational practices reveal the exercise of power. It will consider the information policy, even if not expressed as such term by the state government, but it is expressed through the wide set of rules issued by the Secretariat of Public Safety to regulate the *PPV* information flow, as one of the conditions created by the public management model to shape the informational practices and human behavior.

The research is supported by the information policy theory developed by Sandra Braman (1989, 2009). Her theoretical pluralism identifies multiple information understandings that coexist in different stages of decision-making development of public policy; therefore, information is understood as a resource, a commodity, a perception of pattern, an agent, a basin of possibility, and a constitutive force in society.

2   Data Analysis: Theoretical Pluralism Information and Pact for Life

Data collection was fulfilled by means of a documentary research method. We collected government publications and legislation that regulate information flow in the Pact for Life (*PPV).* We consider those documents as part of the *PPV* information policy. We identified that data production is linked to the operational level. Processing and interpretation are related to the tactical level, and use and decision-making make reference to the strategic one. The first discovery is related to those tactical departments that have been playing an essential role in public management by results, as we have never seen them before in bureaucratic administration.

Data production and collection to monitor the *PPV* have started in the police stations. These data are placed on spreadsheets and transferred to the tactical level departments in turn convert data into information through comparison, crossing, analysis, and interpretation processes. This piece of information has different roles in the *PPV* monitoring:

The information can be seen in this production chain as a resource to decision process. The numbers of crimes, drugs, guns, police procedures, infrastructure and technologies are informed, as well as it is identified who is responsible for. This kind of quantitative information is used to make decision about police actions, but it does not provide conditions for identifying causes, motivations and actors involved in homicides.

The data collection about those who have committed crimes, frequency, location and motivations translated into information allows getting closer to reality, identifies patterns that help to chart future actions and modifies those that are in progress. This means a basin of possibilities for managers and police officers. However, the standards without context do not contribute to the apprehension of reality. The context in which the action takes place helps to understand that changes for the crime reduction are made not only through the police action, but also by social and cultural activities under the responsibility of the state and municipal governments.

Perception of information as standard allows identifying crime patterns (who, how, how often, and the motivations for such act) and creating crime-fighting actions. For example, the actions against crime in Caruaru (city of the Pernambuco state) were changed after analysts of the *Núcleo de Gestão por Resultados - NGR* (Center of Management for Results) suggested to record crime motivations in the spreadsheets. Thus, these analysts as well as the civil and military police have identified a percentage of homicide motivations recorded by fights among relatives, friends or neighbors that lead to murder – it is called proximity crime. The record of motivation spreadsheet is one of the information management tools created by classification of the motivations described in the ordinance N°. 357 published by the Secretariat of Public Safety (2010).

The Secretariat of Public Safety has created nine ordinances related to the information flow which defines how police officers gather, record and transfer information into the Center of Management for Results (*NGR*), and *Gerência de Análise Criminal e Estatística - GACE* (Management of Criminal Analysis and Statistics). These organs have an important role in recommending and elaborating the regulation information flow and, consequently, the information policy.

Information as a commodity is commonly associated with information technology in *PPV,* but there is another political and symbolical means. The state government invested a great deal of public funds for the acquisition, processing and dissemination of information for administrative, fiscal and political purposes – such as the reelection process. Information is sold symbolically (not financially) by the Pernambuco government to the other spheres of government, such as: the federal government, international organizations, and society as a result of the government's efforts to provide efficient and effective services and products to improve the quality of life.

Government information pertaining to the reduction of the number of crimes, drugs and public funds used for this purpose is presented in public advertising and it can be used by society to understand the reasons of violence and where the public resource is being applied. Therefore, information is a constitutive force that helps to comprehend this contemporaneous scenario.

2.1   Power Forms Used by Pernambuco Government

Braman (2009) adopts four forms of power exercise that can be summarized in: 1) it is instrumental, when it models human behavior by manipulating the material world via physical force; 2) structural, when it shapes human behavior by social world and its rules and institutions; 3) symbolic, when it uses ideas, words and images to manipulate the material, social, and symbolic worlds; and 4) informational, which shapes human behavior by informational bases of instrumental, structural, and symbolic power.

The government of Pernambuco uses the instrumental power by improving the infrastructure of the civil and military police, secretaries, purchase of pieces of equipment and technology, and hiring

police officers (Secretariat of Planning and Management, 2012). The rules, laws, and institutions have been adapted to meet the social and cultural changes imposed by society as structural power. The implementation of the Women´s Police Station is an example.

Government information is broadcasted on TV and radio constantly to create an idea of security for the population as well as in different levels of federal agencies and international organisms – symbolic power. The informational power goes through all powers because the management model is based on information-intensive use from its conception to the follow-up actions and results. Information is used to inform that the State instrumental and structural powers have increased and the government conveys the image that the State is safe, thus this helps shaping human behavior by means of the manipulation of the material, social and symbolic world via informational power.

3   Considerations in Progress

Information policy of the Pact for Life (*PPV)* is used as an empirical feature to demonstrate the exercise of informational and symbolic powers of the actors highlighting some organs of the tactical level. It infers that it is possible to foresee an outgoing information policy in the Pernambuco state government that pervades social relations and changes the *modus operandi* of the government offices involved directly with the registry, collection, and distribution of information to monitor the *PPV*.

Legal documents issued by the Secretariat of Public Safety and other departments altered the routine of collecting information in police stations, exerted influence on the organizational culture of the bodies directly linked to *PPV* in its operational, tactical and strategic levels as well as the public policy itself. This information policy was being built according to the routine needs of the tactical level in the government organs by processing and interpreting information and it gives evidence of its exercise of informational and symbolic power due to the fact that information-intensive use is the core of monitoring established by the results-based management.

4   References

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