



Electronic sales made by micro and small enterprises to federal government: a critical analysis of the data on the breadth of processes

Vendas eletrônicas feitas por micro e pequenas empresas ao governo federal: uma análise crítica dos dados sobre a amplitude dos processos

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Abstract

The creation of *e-government*, changes have occurred both in the products offered to citizens

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and in the work process. Among these changes were the purchases of goods and services, which began to be made via reverse auctions on the Internet, through electronic purchasing portals. The ease of the purchasing process, the low cost of participation, and the laws created have given Micro and Small Enterprises the opportunity to sell electronically to the Public Administration. Studies carried out by SEBRAE (Brazilian Service of Support to Micro and Small Enterprises) point to the growing trend of this activity as a differential, ensuring the continuity of the companies' activities. The present work aimed to present an analysis of electronic sales, by Micro and Small Enterprises, to the Federal Government, in the period from January to December 2013. To this end, it is performed quantitative exploratory research, using, as techniques for data collection, bibliographic and documentary research. The data were obtained through the Federal Government's purchasing statistics, disclosed on its purchasing portal. Thus, it was possible to know the participation of Micro and Small Enterprises in the electronic purchases of the Federal Government in the period from January to December 2013. The results show that 30% of the Federal Government's electronic purchases, representing R\$ 14.1 billion, in the period from January to December 2013, were acquired from Micro and Small Enterprises, compared to the same period in 2012, showing an increase of 60% in the volume of sales by Micro and Small Enterprises.

Keywords: Electronic Commerce. Public Administration. Electronic Sales. Small Business Enterprise.

Resumo

Com a criação do governo eletrônico, ocorreram mudanças tanto nos produtos oferecidos aos cidadãos quanto no processo de trabalho. Entre essas mudanças estavam as compras de bens e serviços, que começaram a ser feitas através de leilões revertidos na Internet, através de portais eletrônicos de compras. A facilidade do processo de compra, o baixo custo de participação e as leis criadas deram às Micro e Pequenas Empresas a oportunidade de vender eletronicamente para a Administração Pública. Estudos realizados pelo SEBRAE (Serviço Brasileiro de Apoio às Micro e Pequenas Empresas) apontam a tendência crescente desta atividade como um diferencial, garantindo a continuidade das atividades das empresas. O presente trabalho teve como objetivo apresentar ao Governo Federal uma análise das vendas eletrônicas, pelas Micro e Pequenas Empresas, no período de janeiro a dezembro de 2013. Para isso, é realizada uma pesquisa exploratória quantitativa, utilizando, como técnicas de coleta de dados, pesquisas bibliográficas e documentais. Os dados foram obtidos através das estatísticas de compras do Governo Federal, divulgadas em seu portal de compras. Assim, foi

possível conhecer a participação das Micro e Pequenas Empresas nas compras eletrônicas do Governo Federal no período de janeiro a dezembro de 2013. Os resultados mostram que 30% das compras eletrônicas do Governo Federal, representando R\$ 14,1 bilhões, no período de janeiro a dezembro de 2013, foram adquiridas de Micro e Pequenas Empresas, em comparação com o mesmo período em 2012, mostrando um aumento de 60% no volume de vendas das Micro e Pequenas Empresas.

Palavras-chave: Comércio Eletrônico. Administração Pública. Vendas eletrônicas. Pequenas Empresas.

Introduction

In the 1990s, there was a movement to reform public administration, with the aim of transforming it from bureaucratic to managerial. This movement is characterized by the introduction of information technology in some public agencies, as was the case of the Federal Revenue of Brazil and the Secretary of Finance of the State of São Paulo. The installation of e-government has made it possible for initiatives to modernize procedures to occur, such as the procurement of goods and services, with the creation of the *comprasnet*, by the Federal Government, and the electronic procurement exchange, by the State of São Paulo.

According to Fernandes (2002), the *comprasnet* site allows queries to be made related to invitations, price taking, competition, and auctions, promoted by the Federal Government, with auctions being the site's main activity. The information and services available on the site seek to simultaneously serve society, suppliers, and the Federal administration. For society, information is made available in real-time, related to electronic procurement, allowing citizens to have information about the value of the bids offered by suppliers. For suppliers, information is offered on bidding and contracting, as well as various services, some free of charge, others provided by subscriptions, and others billed by access (FERNANDES, 2002). What is the participation of Micro and Small Enterprises in electronic sales to the Federal Government?

This work aimed to present a statistical analysis of electronic sales, by Micro and Small Companies, to the Federal Government, in the period from January to December 2013. Evaluate the number of Micro and Small Enterprises in Brazil in 2013. Present the percentage of participation of electronic purchases of the government of the State of São Paulo, made by Micro and Small Businesses.

E-government is a reality in the federal, state, and several municipal governments.

Fernandes (2001, p. 1) reports that this has occurred because the Internet allows "the use of a relatively accessible type of technology,

fast and cheap when compared with the expensive, complex and slowly closed systems that initially linked firms with other firms. As a result, an increasing number of companies and governments have created their own procurement websites, significantly reducing their costs, speeding up and improving the quality and transparency of their purchasing operations.

This research provides a statistical overview of electronic sales to the Federal Government made by Micro and Small Companies in the period from January to December 2013, highlighting the participation of those belonging to the state of São Paulo, as it is the Federation Unit with the largest number of Micro and Small Companies registered with the Federal Government.

The search for the modernization of Public Administration in managerial terms, substituting the bureaucratic way of managing, which began at the end of the last century, added to the changes in work procedures with the introduction of information technology meant more than the acquisition of equipment and the training of employees. It meant more agility and transparency in the public purchasing process. It also made it possible for a portion of suppliers, the Micro and Small Companies, to have greater access to this public administration purchasing process. The importance of this work lies in knowing the statistics of electronic sales of Micro and Small Companies to the Federal Government.

Theoretical Foundation

Ferrer (2004) mentions that in 1996, the expression Electronic Government started to be used to advertise some electronic services made available by the Brazilian Federal Government, and in 1998, it was already possible to file Income Tax returns with the Brazilian Federal Government, publish government procurement edicts, and information about social security benefits.

Also according to Ferrer (2004), in December 1998, the then President Fernando Henrique Cardoso, sanctions the law that allows offering, through the Internet, all the services provided to the citizen, by the Information Society Program with the electronic government strategy and the digital inclusion with

activities focused on information technology in the country. The Federal Government also launched a project called Electronic Government to manage a set of actions to guide the project to universalize digital access to public services benefiting from information

technology to promote transparency and efficiency in the use of resources, by integrating all available networks and services of the public administration. To meet the demand, portals were created on the Internet that served as information desks and, for the public sector, the intranet itself, which ensures communication between agencies, as well as with suppliers and partners, thus streamlining the improvement processes (FERRER, 2004).

Castells (1999) mentions that capitalism in most Nations accompanies and accepts the process of technological transformation and has undergone major restructuring, which is characterized by more flexible management, decentralization of companies, and internal networks and their relationships with external companies.

By e-firms I mean any business activity whose key management, financing, and customer relations operations take place predominantly over the Internet or other computer networks, whatever the type of connection between the virtual and physical dimensions of the firm (CASTELLS, 2003 p. 57).

For Silveira (2003), the themes of democracy and participation of society increase the vision of electronic government and can be instruments for the participation of citizens in politics, being possible to organize plebiscites and other events organized by the network.

According to Silveira (2003), the Electronic Government can be conceptualized as a government in the network, through electronic public portals, through which it is possible to relate with the governments, issue guides for tax payments, including late payments and other services and information to the population. E-governments are the result of modernization, improving the supply of services and information and making information available over the internet. Silveira also points out the Brazilian situation, stating that not everyone has access to the Internet network, causing the government to maintain services on its premises, but with less quality. Silveira (2003) states that in 2001, less than 10% of the population had access to the internet, therefore advocates the idea of creating subsidies for the excluded population, promoting digital inclusion.

Melo (2005) states that the electronic government conception creates opportunities through new information technologies and recognizes the importance of the role played by information technologies that direct actions for social participation and control of government activities. Melo (2005) defends that the existence of a formed idea of electronic government creates opportunities through information technology but emphasizes that the government depends on strategies to increase the capacity of the internet and other factors of the digital environment.

According to Sampaio (2004) the first initiatives of Electronic Government were

focused on tax and duty collection. Currently, Electronic Government directs its efforts toward meeting the individual citizen's daily needs. This occurs because most citizens receive electronic services from private companies that allow for comparison with the service received from the government, thus making the public more demanding of the quality of services received. Sampaio (2004) also states that more than 80% of the services provided by the government to the citizens are in the municipality, which has the task of interacting with the citizen directly, with possibilities of interaction, but with limitations, such as, for example, the guides for delayed payments, with correction of the values.

Guarnieri (2003) states that in 2000, with the expectation of the millennium bug, the time had come for the government to prioritize the offer of electronic products. There was an offer of electronic public services, such as online occurrence reports, vehicle licensing, and payment of the Automotive Ownership Tax (IPVA) and other taxes whose bank slips could be issued via the internet, however, the majority of the population did not have access to such offers.

According to Chiarelli (2003), the São Paulo state government operates on three fundamental fronts: interaction with citizens, improvement of its internal management, and integration with partners and suppliers. In this context, the internet provides greater agility, transparency, and efficiency in citizen relations with public services that are increasingly electronic, but still is not adequately structured to meet all the demands of an increasingly demanding world.

The Poupatempo Program, created in 1996, is an example of this interaction that facilitates processes and services, bringing together several agencies and companies that provide public support services, operating 12 consecutive hours. Furthermore, citizens can obtain information about documents, services, conditions, and deadlines for renewing or issuing documents (MATSUDA, 2006).

Diniz (2000) states that one of the guidelines established by the São Paulo state government in the 1990s was to increase the efficiency of the administrative machine through the use of Information Technology. The intention of modernizing the public departments and agencies had two basic objectives: to give the state managers conditions for monitoring and evaluating the government's performance and to implement transparency in the public administration by making information available.

According to Sanchez and Araújo (2003), the first electronic government actions date from 1995 and the State of São Paulo is very close to the actions taken by the federal government, the most evolved from the electronic government point of view. The State of São

Paulo has followed the evolution that goes from the availability of digital services offered to the Brazilian population to the interaction with the citizen and the transformation that through the internet it is relating to citizens and taxpayers all over the state. Public companies were the main propagators of the new techniques, which started to make information available on websites, making their work much easier, not to mention the countless services that made it unnecessary to go to the service units. The service spread rapidly and in 1997, it moved from the presence phase to interaction, with the Secretary of Finance of the State of São Paulo being the most responsible for this transition, offering the population and companies services related to taxation and later, opening a space to hear complaints. Soon after this transition, the State government makes available the possibility of paying taxes and the operations of government purchases that begin in 2000, with the creation of the Electronic Purchasing Exchange (SANCHEZ; ARAÚJO 2003),

It is the federal government's procurement portal, launched in 1997, with the objective of electronically publishing notices and tender notices, and also publishing those of contracts signed by the Federal Public Administration. Decree 3,697, of December 2000, instituted the electronic trading, and the *Comprasnet* site began to be used for real-time acquisitions, operating this new type of bidding. In October 2001, *Comprasnet* underwent a new transformation, as mentioned above, it was used for the acquisition of common goods and services, becoming an effective procurement portal. What gave international evidence to the *Comprasnet portal* was the sharing of the portal's management with private partners, innovating the form of public management.

The consortium that developed the portal was chosen by public tender. It was formed by a public company, SERPRO, and two private companies: *Unysis and Vesta Technologies*. The portal is maintained by complementary services provided to suppliers, so the government has no development and operation costs for the portal. Some countries have also adopted the procurement portal, in Latin America, such as Chile, with exclusively private management, and Mexico, with exclusively public portal management. Although there are many similarities with the Brazilian model, the difference is that neither of the two countries is the private sectors partners of the government in the management of the portals. In the case of Chile, the portal operator is authorized to charge for some services, however, the costs and risks of the projects belong exclusively to the Chilean government. In the United States, the *Buyers.gov* portal has a contract with five companies called enablers, which the agencies choose for the operations, negotiating fees, and commissions, thus paying the cost of the process. Before the development of the Brazilian portal, some other systems were created, aimed at the

administrative control of the structure. One of the first was the SIASG (Integrated System of Administration of General Services), established by a decree in 1994. The SIASG replaced the SISG system (General Services System), which works as a computerized administrative tool in the management of materials, services, public buildings, official vehicles, administrative communications, bidding, and contracting. Before the creation of the SIASG, a system for cataloging materials and services was created, following principles suggested by the *Supply Classification*, of the US government, with 45,000 items organized by line of supply, between 1994 and 1995, the COMUNICA and SICAF (Unified Suppliers Registration System) systems were developed and implemented. The COMUNICA system makes it possible to speed up the exchange of information with the SIASG system, while SICAF (Unified Suppliers Registration System) registers and qualifies individuals and companies interested in participating in tenders.

As Fernandes (2002) states, without the development of some systems in the last fifteen years, the government would not be able to carry out the set of government procurement projects, whose main portal is *Comprasnet*.

In 2002, the *Comprasnet* portal recorded 130,000 monthly accesses and 600,000 transactions per month, offering invitations, price takings, bids, and auctions carried out by the Federal administration. On the site, it is also possible to download the complete bidding edicts and check the results of the bidding process. To participate, the supplier must be registered in the SICAF system up to three days before the *tender*.

According to Fernandes (2002) the proposals are selected and forwarded electronically, at the scheduled time, the bidding is opened, and all the facts are recorded in minutes at the end of the activities, with the portal being developed to simultaneously serve society, suppliers, and the federal administration. The information is distributed in areas with content tailored to each audience. For society, it is possible to follow, in real-time, the acquisitions by electronic bidding and the value presented by each supplier, which gives more transparency to public procurement management. The supplier's access information about the bidding and contracting, providing some services free of charge and others available in subscription packages or charged for each access, which is what allows the portal's maintenance. Suppliers pay fees for registration according to their size, (Micro and Small Companies and Medium and Large Companies) and are also checked for tax regularity with the Federal Revenue Service, tax attorney's office, Social Security, and FGTS, at the time of registration, so the portal can be a tool for analyzing tax regularity, which has been attracting other states and municipalities. Among the services available to suppliers are:

- ✓ Consultation of the bidding extracts with the items being bid for;
- ✓ Download announcements, with notice of rectifications and events relating to the announcements;
- ✓ Notice via e-mail, of the expiration of certificates;
- ✓ Notice of bids for specific supply lines;
- ✓ Declaration of technical capacity and sales dossier, with the issuing of a report with the history of previous contracts with the federal government;
- ✓ Download the supply lines for materials and services, with information about the government materials catalog;
- ✓ Sectorial information and historical indicators, with statistics referring to the purchases made by the government in each supply line.

Fernandes (2001) also highlights that in the portal there are services aimed at public administration, a decree in November 2001, established a study group to analyze the integration of organs and entities of the Legislative and Judiciary branches, the Public Ministry, and the Union. The system equivalent to the SIASG, implemented in the State of São Paulo, integrates all the branches of government. The services available are:

- ✓ Inclusion of bid notice: when including bid notices, the servers of each administrative unit automatically send the notice to the National Press for publication in the Official Gazette;
- ✓ Bidding Consultation: used to make parameterized searches and learn about the bidding notices of other agencies;
- ✓ Consultation of the terms of withdrawal of tenders: allows the government to know which companies have consulted the database;
- ✓ Electronic Auction: employees who are qualified and registered as price scorers have access to the virtual environment to carry out the bidding;
- ✓ Face-to-face Auctions: Auctioneers can use tools available on the site to prepare the minutes and make the information immediately available to the company;
- ✓ Approval of auctions: after evaluating the procedures of the auctioneers, the authorizing officer can approve the face-to-face and electronic auctions;
- ✓ Electronic quotes: can streamline the process of purchasing goods of small value - acquired by waiver of bidding. The administrative unit registers its requests, the portal sends them, by e-mail, to the registered suppliers and the system makes, at the end of the process, the electronic verification of the best proposal.
- ✓ Supplier Page Search: Allows administrative units to access the pages of

suppliers who are subscribers to the portal;

- ✓ Permanent discussion forum for servers working in the area, on themes related to logistics management: it also allows the evaluation of the procedures adopted by the portal and receives suggestions for improvement.

Finally, the portal also allows the generation of a series of managerial information regarding the profile of contracts made by the Federal Government, such as: number of bids per line of supply, per modality, per value, etc. It also allows searches on prices charged by the Administration for a particular item in the register of materials, by geographic region, by date (quarter or year), based on data provided by the Price Registration System (SIREP).

In the medium term, the Ministry of Planning expects cost savings of around 20% or about R\$412 million/year with *Comprasnet*. Not to mention other efficiency gains. Purchases by trading, for example, take an average of 20 days, while those made through other processes provided for in Law 8.666/93 take 4 to 6 months, Fernandes (2002).

According to Crespo (2003), the State of São Paulo, since 1995, with the government of Mario Covas, invested in technology from two basic points, which allows the State today: The development of the government strategic network that allows communication with all organs of the Executive Power, integrating leaders and employees in a network and the deployment of the Integrated Financial Administration Systems for States and Municipalities - SIAFEM / SP.

Fernandes (2002) The São Paulo State Electronic Procurement Exchange follows procedures similar to those of *Comprasnet*. The State of São Paulo implemented in 1998 the SIAFÍSICO, processed by large-sized computers, which is an electronic system similar to the Federal SIAFI. With electronic control, it is possible to analyze the different prices charged for the purchase of the same item, allowing verification of the most relevant cases,

This is possible by creating a register of suppliers, materials, and services. The adhesion of almost all agencies to SIAFICOS allows the monitoring of the prices charged in the sector to be very broad. Each public agency has a budget allocation and purchases are made in a decentralized way. A single account system, however, means that they all register transactions in the same system. In the case of São Paulo, all three branches of government are integrated into the system.

Fernandes (2002) states that for lack of specific legislation, such as Decree 3555/2000, which defines the rules of the electronic auction at the Federal level only, the electronic purse can only conduct reverse auctions, for the modalities of the dispensation of bids and invitation, for purchases between R\$ 8,000.00 and R\$ 80,000.00.

The Electronic Exchange of the State of São Paulo works as follows: the Generating Units (UGE) issue the purchase orders (PO) according to their budget execution, which guarantees the payment of the contracted obligations.

Fernandes (2002) mentions that the purchase bids are published on the site, and only suppliers registered in CADFOR (Supplier Registration) and able, both concerning fiscal regularity in accordance with the procedures of the Electronic Exchange of the State of São Paulo (BEC/SP) regulations. All suppliers receive an e-mail about the electronic quotation and an extract of the tender protocol. At the end of the electronic quotation, the supplier offering the lowest price is notified and receives the Electronic Negotiation Slip (BEN) and the data are published on the BEC/SP site.

Fernandes (2002) claims that the process only ends when Bank of Brazil informs BOVESPA that the contract has been paid, and the amount is credited to the supplier's current account. These Electronic Tickets are already being used in the market for discounting trade bills. Given the credibility of the clearing system developed by BEC/SP, it is expected that these papers will contribute in the future to the development of a secondary market many times larger than that represented by purchases from the State of São Paulo. For this reason, the creators of the project prefer to talk about the Exchange, to differentiate it from a simple shopping portal or other conventional B2B system.

Fernandes (2002) cites that about the operation of the reverse auction, or electronic trading, the system is similar to that of *Comprasnet*. In fact, the federal government's portal was partially inspired by the São Paulo model - the first of its kind to come into operation in Brazil. The Electronic Exchange for Purchases of the State of São Paulo is designed to negotiate the price of goods and services acquired by the public administration through electronic means, generating competitiveness and equal participation for all users, with a commitment to pay after 30 days, after the conditions have been met and the goods or services have been received (Fernandes, 2002).

Fernandes (2002) states that the BEC/SP system provides agility in sales to suppliers, with fast and simplified access to the market. Purchases are made daily by State Secretariats, Municipalities, including Universities, Foundations, State Companies, and Municipalities. To have access and participate in negotiations, the company must be registered in the Unified Suppliers Registry of the State of São Paulo - CAUFESP, which is a unified database throughout the state, so that the registered company can sell or provide services to any purchasing unit of the state government. The State of São Paulo's Electronic Purchasing Exchange ensures Micro, Small, and Cooperative Companies' preference in the acquisition of

goods and services up to R\$ 80,000.00, in accordance with Law 13122/2008. This information is used as a tiebreaker, as long as the company has informed its classification in the *Simples Nacional* at the time of registration. The exemption of bidding is used due to its small value. The limit is up to R\$8,000.00, with a single acquisition, delivery, and payment. It can be used by municipalities of the State of São Paulo, by state universities, and by mixed economy companies, as long as they have signed an agreement with the State. The mixed economy companies can make acquisitions up to the value of R\$16,000.00.

Invitation, used for the acquisition of materials up to the limit of R\$ 80,000.00, in a single delivery and payment. The suppliers' proposals are made electronically and kept confidential until the time foreseen when they are opened simultaneously, and the lowest value offered is identified.

Electronic Auction, created to facilitate the public sector's purchasing procedures, is a bidding method of the lowest price type for the acquisition of common goods or services. It is conducted through the presentation and classification of proposals followed by bidding in a public session and negotiation. During the entire public session, the suppliers participate without being identified and are only identified at the end of the purchasing procedure. All procurement modalities of the BEC/SP system are regulated by Laws and Decrees and resolutions, containing the rules for operation, ensuring better understanding and results for the users and parties involved in the process. The Government uses the resources in accordance with its plans and programs, approved and authorized by law. With the approval of the budgets, the resources are distributed to the various agencies.

According to Fernandes, Afonso (2001), each organ of the State Government has the autonomy, according to its needs, to determine what needs to be purchased or contracted. Administrative processes are opened for bidding with purchase requisitions or contracts. After authorization by the person in charge, the purchase offer is generated by the buying unit and sent to the BEC/SP system for negotiation. The supplier must register in the Unified Suppliers Registry of the State of São Paulo - *Caufesp*. In this way, as the register is unified throughout the state, it can sell goods or provide services to any buying unit in the state. The suppliers are notified when there is a purchase offer compatible with their supply line. Once the winner of the bid is determined, the units verify that there are no pending issues with the supplier. Once this stage is over after the contract has been signed, depending on the contracting model, the Purchase Order is issued to the direct administration bodies, independent government agencies, and foundations, and the Supply Authorization is issued to the mixed economy companies, universities, and municipalities that operate at BEC/SP. Suppliers deliver the

goods or provide the services within the period foreseen in each bid notice. The contracting agency receives the goods or services and certifies that everything is correct, as per the bid notice, issuing the document corresponding to the realization of the expense, when the supplier receives payment.

Analyzing the data related to the registration of suppliers of the Federal Government, it is observed that 61% of all suppliers registered in the SIASG, which until May 2013 totaled 289,658, are Micro and Small Companies, i.e. 168,238 suppliers of electronic purchases of the Federal Government are micro and small companies. The suppliers registered in the State of São Paulo’s Electronic Purchasing Exchange represent 39% of all suppliers as Micro and Small Companies, of a total of 43,168 suppliers, 11,986 are Micro Companies and 4,956 are Small Companies. At the Federal level, there are a larger number of Micro and Small Companies participating in electronic sales to the public administration compared to the State of São Paulo, which if the 61% participation percentage of suppliers at the Federal level is maintained, would increase by at least 9,390 Micro and Small suppliers in the electronic purchases of the São Paulo State Government.

| UF Registration No. | UF Registration No. | UF Registration No. | UF Registration No. | UF Registration No. |
|------------------------|------------------------|------------------------|------------------------|------------------------|
| SP 41813 | DF 14667 | CE 10268 | MA 5493 | AL 2568 |
| RS 29230 | BA 11739 | PE 10101 | PB 5213 | PI 2560 |
| RJ 28986 | SC 11427 | PA 8099 | RN 4585 | SE 2351 |
| MG 28692 | GO 10834 | MS 7154 | RO 3821 | TO 2114 |
| PR 18599 | MT 10627 | AM 6897 | AC 2589 | RR 1746 |
| - | - | ES 6045 | - | AP 1518 |

Table 1 - Suppliers Registered in the SIASG, by Federation Unit (2013).

Source: adapted by the authors of the SIASG system.

Methodology

This study uses exploratory research with a quantitative approach, based on data provided by the Federal Government in 2013. Suppliers of the Federal Government were researched from the database of the electronic purchasing portal of the Federal Government. Suppliers of the Government of São Paulo were extracted from the supplier national registry, available on the website of the Treasury Department of the State of São Paulo. Considering the art. 72, Section III, of Law 123 and subsequent amendments whose wording of the

business name determines that, under civil law, micro and small businesses, add in the name of their firms or names the expression "ME or EPP", it was possible to apply a filter on the social reasons of suppliers, identifying that of the total of 43,168 national suppliers in the State of São Paulo, 11986 are micro companies and 4,956 are Small Businesses.

These were the stages of the present research:

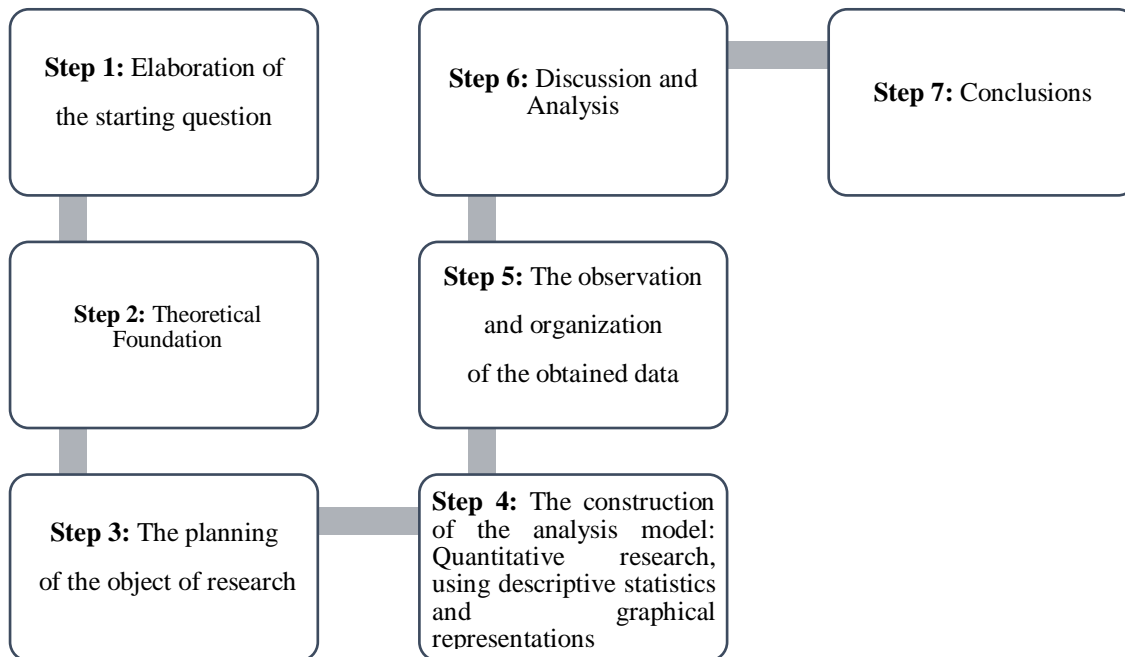


Figure 01 - Stages of the Research.
Source: The authors.

Results and Discussion

As reported by the Secretariat of Logistics and Information Technology (SLTI) (2013), between January and December 2013, government procurement moved R\$68.4 billion in the acquisition of goods and services, through 223.2 processes. The results show a drop in public procurement in 2013 compared to 2012 of 3.7% and 5.8%, respectively, in the number of processes and value of purchases. The waiver of demand, accounted for 82% of procurement processes, moving R\$ 21.2 billion, 31% in acquisitions. On the other hand, 39.6 thousand bidding processes were carried out (18%), which used R\$47.3 billion for purchases, which corresponds to 69% of the amount employed. In 2013, the electronic auction accounted for 60% of government purchases, with a commitment of R\$ 41 billion. If compared with other bidding modalities, it was responsible for 87% of the amounts spent on acquisitions, which resulted in savings of R\$9.1 billion (18%).

In 2013, the electronic auction accounted for 93% of the bidding contests. Comparing

data from 2012 and 2013, it can be seen that purchases using electronic auctions increased by 6% in the number of processes and 22% in monetary values.

| Categories | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|---------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Competition | 771 | 1319 | 934 | 1.086 | 1.314 | 1.062 |
| International Competition | 50 | 44 | 105 | 51 | 40 | 40 |
| Contest | 8 | 16 | 16 | 11 | 16 | 11 |
| Invitation | 4.957 | 1.499 | 961 | 621 | 452 | 318 |
| Dispensation of Bidding | 246.635 | 235.566 | 211.029 | 186.301 | 169.875 | 158.765 |
| Ineligibility of Bidding | 14.048 | 15.838 | 16.677 | 19.742 | 23.783 | 24.759 |
| Electronic Auction | 30.865 | 33.700 | 33.696 | 32.357 | 34.747 | 36.956 |
| Presental Auction | 1.297 | 1.083 | 657 | 334 | 268 | 184 |
| Bids of Price | 1.641 | 1.636 | 1.334 | 1.170 | 1.307 | 1.073 |
| Total | 300.272 | 290.701 | 265.409 | 241.673 | 231.802 | 223.168 |

Table 2: Quantity of public purchases, according to the type of process - SISG Agency.

Source: The authors.

In 2013 as well as the others, the contest mode was the least used, which is not the contest for filling or filling a public position, the contest is the bidding for technical, scientific or artistic work, where a prize or compensation is offered to the winners, according to criteria defined in a public notice. In this type of modality besides the public notice, there are also specific regulations that define the qualifications of the participants, a judging commission to detail the qualifications of the participants and the form of presentation of the work.

| Categories | Micro Business | Small Business | Other | Total |
|-----------------------------|--------------------------|-------------------------|--------------------------|--------------------------|
| Competition | 651.545,59 | 874.974.590,20 | 3.614.320.897,13 | 5.140.841.080,08 |
| International Competition | 722.910,00 | 433.202,35 | 11.22.116,49 | 12.378.228,84 |
| Contest | - | 1.026.212,50 | 2.331.136,59 | 3.357.349,09 |
| Invitation | 6.946.662,28 | 4.483.854,93 | 3.377.880,82 | 14.808.398,04 |
| Electronic Trading | 9.909.758.659,03 | 7.425.834.159,08 | 23.627.763.770,13 | 40.963.356.588,24 |
| Face Trading | 15.605.401,17 | 37.610.151,28 | 673.007.982,86 | 726.223.535,31 |
| Price Taken | 126.866.082,74 | 185.484.993,91 | 82.438.328,70 | 394.789.405,35 |
| Dispensation of Bidding | 495.608.894,58 | 326.170.642,74 | 8.620.577.758,92 | 9.442.357.296,24 |
| Unenforceability of Bidding | 213.675.896,87 | 187.538.298,71 | 11.337.220.484,72 | 11.738.434.680,30 |
| Total | 11.420.730.099,42 | 9.043.556.105,70 | 47.972.260.356,37 | 68.436.546.561,49 |

Table 3: Value of public purchases, according to size and type - SISG Agency – 2013.

Source: The authors.

The electronic trading modality corresponds to 86% of the value of public purchases by micro companies and 82% of purchases by small companies, above the national average

for the use of electronic trading, which in 2013 corresponded to 60% of all government purchases.

| Year | Micro Enterprise | Small Business | Others | Total ¹ |
|-------------------|-------------------|------------------|-------------------|--------------------|
| 2008 | 5.505.710.107,57 | 6.805.940.910,12 | 40.336.878.123,91 | 52.648.529.141,60 |
| 2009 | 7.571.348.268,40 | 6.825.945.499,65 | 41.667.734.279,03 | 56.065.028.047,08 |
| 2010 | 11.108.776.860,94 | 4.829.433.987,69 | 47.475.245.272,92 | 63.413.456.121,54 |
| 2011 | 9.685.923.653,72 | 5.606.276.517,03 | 36.492.566.933,26 | 51.784.767.104,03 |
| 2012 | 9.281.199.478,33 | 6.127.798.733,17 | 57.210.045.883,33 | 72.619.044.094,83 |
| 2013 ² | 11.420.730.099,42 | 9.043.556.105,70 | 47.972.260.356,37 | 68.436.546.561,49 |

¹ Values corrected by the Seasonally Adjusted IPCA
² January to December

Table 4: Value of Purchases by Supplier Size.

Source: The authors.

Between January and December 2013, public procurement by micro and small enterprises accounted for 30% of all public purchases, amounting to R\$ 20.5 billion. In comparison with the same period in 2012, there is an increase of 33% in the participation of MSEs in public procurement. Regarding the mode of acquisition, in 2013, purchases from Micro and Small Enterprises, 94% of the total contracted was through bidding processes and only 6% through waiver / unenforceability of bidding. Among the bidding modalities, the electronic trading stands out, since of the total of R\$41 billion, acquired using this modality, micro and small companies were responsible for R\$17.3 billion (42%). Compared with the same period in 2012, there is an increase of 45%, the savings generated by purchases from MPES through this method were R\$ 4.1 billion (19%), according to information from the Secretariat of Logistics and Information Technology (SLTI).

The changes that have occurred with the arrival of the digital world are known and used by everyone, and it could be no different in the federal, state, and municipal governments. Bureaucracy for a long time was used even as a form of valorization of work, because bureaucracy is synonymous with complex work and detailed processes.

The search for agility and efficient management pointed to the need for managerial administration, where planning, control, and the search for cost reductions in the process marked the new phase of governments. Currently, electronic government has increasingly sought agility, cost reduction, improvement in controls, as well as reports that assist in decision making, pointing out the successes and mistakes of the process. Electronic government is an irreversible innovation from the operational point of view, as it has facilitated the process, gaining prominence in the purchasing sector, where greater control and agility are required in the process, given the urgency of the materials and services requested.

Conclusion

This paper aimed to present a statistical analysis of electronic sales, by Micro and Small Enterprises, to the Federal Government, in the period from January to December 2013. To this end, it was carried out, initially, a study of the role of micro and small businesses in society, both in the generation of jobs and in the movement of the economy. It was found that there are incentives in the legislation, both for their creation and maintenance. Among these measures is the reduction in the tax burden and consequently the operational cost of this segment. The enlargement of the annual billing value so that more companies could opt for the taxation system called Simples Nacional is an evident measure from the federal government to encourage the increase of this segment, recognizing its importance in the generation of jobs, pulverization of jobs, income generation, among other benefits generated. Among the incentives for the increase of micro and small businesses, there is the federal law 123 of 14/12/2006, and subsequent changes and the state law 13.122 of 07/07/2008, which increases the value of annual turnover of this segment of companies and creates incentives for government purchases.

The electronic trading modality corresponds to 86% of the value of public purchases by micro companies and 82% of the purchases by small companies, above the national average for the use of electronic trading, which in 2013 corresponded to 60% of all government purchases. Microenterprises participate in 16.7%, representing R\$ 11.5 billion of total public purchases, while Small Companies participate in 13.2%, R\$ 9.05 billion, which represents 30% of total public purchases, totaling R\$ 20.5 billion.

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