

## RESEARCH ARTICLE

# Public Management with Focus on the Efficacy of Cultural Activities

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## Abstract

This study analyzes the effectiveness of cultural activities in a space maintained by the Foundation of Culture of the State of Acre, through policies encouraged by the government plans, available to a community of its capital, Rio Branco. It is a study of case of qualitative and quantitative research. This research is based on the Management Theory for Objectives (MBO). The results indicate that the level of belonging of the community in the vicinity of the Cultural Apparatus is impaired, reflecting in the effectiveness of its activities, as well as the administrative incompatibility between the management centers and the cultural space. It was also identified that the lack of planning and control over the management functions of the unit studied reflects on the participation of the dwellers of adjacent neighborhoods, which causes the inefficiency of the apparatus. It was concluded that the implementation of 5W2H tool is a measure to be taken to improve the activities discussed in this study. This is a contribution to public managers responsible for cultural management and public services, which are offered to citizens now.

**Keywords:** Amazon, Cultural device, Effectiveness, Management, Innovation.

## Introduction

In the State of Acre the organ responsible for the promotion of the Culture operates through indirect management, in the form of foundation and through 22 operational branches present in the capital of the State, Rio Branco, and in most municipalities. This paper studies the effectiveness of a Cultural Apparatus available to a community in Rio Branco, identifying three main activities demanded by the public, and also analyzing the scope of surveyed activities in the face of target audience sampling by revelation and point out the required innovation from the study done.

It also draws a picture of the physical structure of one of these spaces, demonstrating its ability to serve the public and potential as a social transformation factor in the local community where it operates, primarily focusing on the effectiveness of cultural equipment.

For the preparation of this task, it was mapped the ongoing activities in the Cultural Apparatus, and collect data about the public assisted. Then, it was carried out a comparison between the potential of service and the current apparatus demand under study. The tools of data collection were worked, and a critical analysis was made in

the face of the collected material. This arrangement gave an indicative of innovations in search of the effectiveness of the activities offered, now with the perspective of scope and approach of ties between the unit under study and the beneficiary community.

The Cultural Apparatus in question currently has an effective rate of 30 to 40 people a day. This number is justified by the Telecentre services, where it offers computer classes and Internet access, which serve an average of 20 students a day, and capoeira classes, which has an average of 20-25 students attending the classes. The dance and acting workshops occur sporadically and they do not part of current activities of the Cultural Apparatus. Visits in loco and collected primary data by the staff of the project under study pointed out that the Cultural Apparatus currently operates at about 20% of its capacity. So, the question to be answered here is: What factors affect the effectiveness of the actions of the Cultural Apparatus in study?

This study analyses the causes of the low search of the space and it suggests action plans aimed to increase the participation of the community in the activities offered by the project, once it is an

equipment available to use, installed in a place which is deprived of a shortage of culture and leisure.

## Methodology

It is a case study of qualitative and quantitative character, due to the rigor of the methods, that are subordinated to the interpretation of the data collected, and it is an exploratory research, once it is a new study in the area in question. For analysis of this problem, it was used the literature, on-site observation, a questionnaire and analysis and interpretation of data.

These procedures aim to provide subsidies for analysis of the current situation of the space management, as well as the analysis of the mechanisms of solution of the challenges presented, regarding the effective occupation of the apparatus by the surrounding population in Sobral neighborhood, in the municipality of Rio Branco, State of Acre, exploring, among other nuances, what is called sense of belonging to the suggested cultural space.

It was analyzed the level of coverage of the activities developed by the cultural apparatus, and this coverage is the thermometer that will allow to measure the effectiveness of the cultural activities offered. Once the space has only reason to exist if there is an effective use by the community, who is living in the surroundings - that in a last analysis is the final recipient of activities-such participation will be the parameter to be taken into account to assess the effectiveness of government instrument.

The effectiveness will be evident from the effective occupation of the residents who live surrounding the apparatus, with the participation in activities undertaken, increasing the feeling of belonging to the space and also strengthening ties with the cultural institution. The effectiveness will be characterized by the minimum participation of 80% of the people who live around the apparatus, in activities offered by the space that have eminently cultural character. Through the on-site visits it was possible to see a series of difficulties faced by the space, ranging from logistics, passing by the material aspect and reaching the administrative level.

It was used the 5W2H tool, which appeared in Japan in studies for total quality in industry; then it was found that it is also useful, in the generation of management strategy, especially in solving problems such as those relating to studies

on operational effectiveness in organizations. This operationalization is based on the answers to seven questions: What, Where, When, Why, Who, How, How much.

The focus group of this analysis is composed by residents surrounding the Cultural Apparatus. This population is concentrated in six neighborhoods that together gather approximately 20,000 people. The constituent social group is characterized by individuals belonging to the Social Classes D and E, whose business is focused on providing services through informal activity.

The constitution of the adjacent neighborhoods to space originated from the rural exodus that started in the 70s, driven by replacement of small farms by large grazing areas, forcing small farmers to seek social placement in the urban center, appearing several suburbs, as in teaches Rocha [1]. From this historical and social setting constitutes the target audience of the actions of the Cultural Apparatus, whose mission is to provide culture and leisure options to a marginalized population, who still lack of opportunities of access to tangible and intangible assets.

## Theoretical Framework

In the perspective of the developed service by the Cultural Apparatus in study refers to the playful concept of the proposed format since St. Thomas Aquinas, as cited in Jiménez [2]. This author conceptualizes the playful as the counterpoint of the work that enables man to cultivate laughter, contentment, allowing a deeper insight into the harmony and the entertainment in front the reality. In this philosophical perspective, it is understood the playful exercise activity that provides pleasure and individual entertainment. It comprises artistic expression, like the dramaturgy, of the movement performed to the sound of music, the revelation of light and color, and all pleasant scenery that delights art lovers. These artistic expressions promote a sense of welfare to man and the Cultural Apparatus in the State of Acre exists to satisfy this human need for contemplation, enchantment and quality of life of individuals.

From artistic expressions, man finds himself and discovers the world around him. The most varied forms of art are the result of man's need to express his feelings and emotions. Since the beginning of human history, man has been using artistic expression to communicate, and this can

be perceived through the writings found in caves. By analyzing what UNESP [3] brings us, it is possible to see the vision of Aristotle who understands the artistic expression as a door for overcoming the concrete reality, which can be faithfully translated or playfully interpreted what he called verisimilitude.

This study has as the foundation the Management Theory by Objectives (MBO), developed by Peter Drucker and presented in his book "The Practice of Management", as quoted in Dias [4]. According to the MBO, the objectives previously set out by the management in consonance with the subordinates should be guided in planned and controlled processes that provide the permanent search by increasing efficiency and effectiveness. Still writing about the objectives, the MBO establishes a hierarchy between them, ranging from general, that would be the overall long-term objectives of the organization, which were established by the high management, serving as a master line of actions; in a second time by the medium-term objectives and finally short-term ones, comprising the goals to be achieved by a certain segment of the organization and they will contribute to the achievement of global targets. This theory involves the use of participatory technique, in which the subjects involved in the planning, management and evaluation define priority areas and objectives to be achieved in a period.

According to the theoretical framework of the MBO, the overall objectives of the institution are at a higher hierarchical level, and they should be the guiding actions that will origin the intermediate objectives, which will come next. After doing the development of global and intermediate objectives, comes the third phase, which is the formulation of specific objectives to be implemented in end activities of the organization. Thus, the achievement of specific goals comprises the achievement of global targets set, feeding back the system. Highlighting that this process includes constant reassessment of objectives, as well as the methodology used to achieve the goals, in order to improve the system.

On the effectiveness in the actions developed by the Public Administration, according to Pedro Filho [5], this can be verified when it is evidenced that the achievement of the objectives proposed by the action comprises the goals previously established. In this sense, it is understood "effectiveness" as the achievement of previously established goals. It is to achieve success in

specific initiatives, measured objectively from previously determined criteria. So, the concept of effectiveness is related to the quantity and quality of the services offered by the Public Administration to meet satisfactorily the interests of citizens affected by the actions taken.

The concept of effectiveness, however, will be developed from a reflection on Furtado who understands effectiveness as the ability of members of society to formulate hypotheses, develop solutions and make decisions on a scenario of uncertainty. The concept of effectiveness here is more related to the level of belonging and contentment presented by the community served by the activities developed on the space in question. It is, therefore, to establish how much the community, who receives the services of the Cultural Apparatus, sees itself as an integral part of the activities offered.

## Results

The Ministry of Culture denominates the Cultural Apparatus as the administrative and operational nucleus where it promotes cultural activities practices in a given region. In the city of Rio Branco, capital of Acre State. These activities are carried out on the equipment established in the neighborhood of Sobral. There, many activities are offered, like: acting and dance workshops, capoeira classes and computing as well as space for various lectures of Community interest. The space aims to offer to the surrounding residents access to cultural practices that for many years were restricted to higher income groups of society. This paradigm shift means the conviction that art beyond being a human need is a right to which everyone should have access.

It is observed a link with popular knowledge, the representation of the culture of the residents and the manifestation of them, which result in the essence of their own cultural activity. It is registered that the computer classes were listed strategically as a cultural activity in the face of its transdisciplinarity linked to transmodern interests of Peoples of the Amazon Rainforest; this due to the urgent need for the use of web tools in cultural interrelations available via Internet.

For data collection purposes and identification of the main activities carried out, a pre-interview with the technical staff of the cultural organism was held. Soon after it was applied a questionnaire with four multiple-choice questions relating to the level of knowledge of the

respondent about the space. The largest number of respondents is in the age group of 16 and 50 years in the scale of three age-groups that would be youth, adults and seniors. It was evidenced too that the majority of the social class of residents in the apparatus's surroundings is of the category E, nevertheless, there are also individuals of the Class D.

According to the Brazilian Institute of Geography and Statistics - IBGE, the Social Class D has as main feature the family income between USD 430 and 860 monthly, and that they adopt a consumerist behavior explained in the treaties for the social stratification of Engels. On-site observation indicated that these individuals have difficult access to cultural activities in the locality where they reside that is due to the geographical distance of where these activities take place or because the cost of participation in these activities run counter to the priorities of families such as food, clothing and other.

Also according to IBGE, the Social Class E consists of persons holding the family income of up to \$ 430 monthly. From the perspective of this study, this class is characterized by insecurity, this because they are exposed to economic instability, the helplessness because they are victims of low level of educational background that limits considerably, to fatalism because they are exposed to random luck and an uncertain future, as well as the disorientation that can make them always poor.

Through the questionnaire, it was possible to know the level of knowledge of the respondent on the equipment placed at their disposal. It was also possible even identify the causer of the current rate of residents in the activities offered at the public apparatus. Through the usability of the questioning, it was possible to know the three main activities in the preference of users, which allow focusing on effective management measures of the apparatus. Subsidiary information led to a critique of the state of the art. For example, the age of the respondents is between 16-70 years of age, and the income level is varied; they have different levels of education; this profile of the target public allows redirecting the program according to the interests of those residents.

The observation on-site indicates that the activities planned for the space under study are not being developed for several reasons. It was possible to identify the possibility of offering acting workshops, dance, capoeira classes; today

only capoeira has been practiced, and with an insignificant participation, due to the recognized carrying capacity. It should be noted that the identification of the public who lives surrounding the Cultural Apparatus through the attendance of the demands that are surveyed, once the frequency to the place is mainly due to the interest aroused by the developed activities. Table 1 shows the performance of participants in view of what is intended and offered by the Cultural Apparatus.

**Table 1: Performance of the participants in the activities offered by the cultural space**

Activity	Participants	
	Current	Intended
Theater	00	50
Workshops		
Dance Workshops	00	50
Capoeira Classes	25	50
Total	25	150

Source: Prepared by the authors.

The analysis of Table 1 indicates that the Cultural Apparatus is underutilized. The current physical accommodation capacity allows an increase of 600%, once the public currently served is only 25 individuals. Furthermore, if actual data pointed in the following Table 2, are considered, the cost of its existence would not justify its operation, so the only way is encourage the search of the activities by the public of the surrounding area and then the residents in other suburbs.

**Table 2: physical structure of Cultural Apparatus in study**

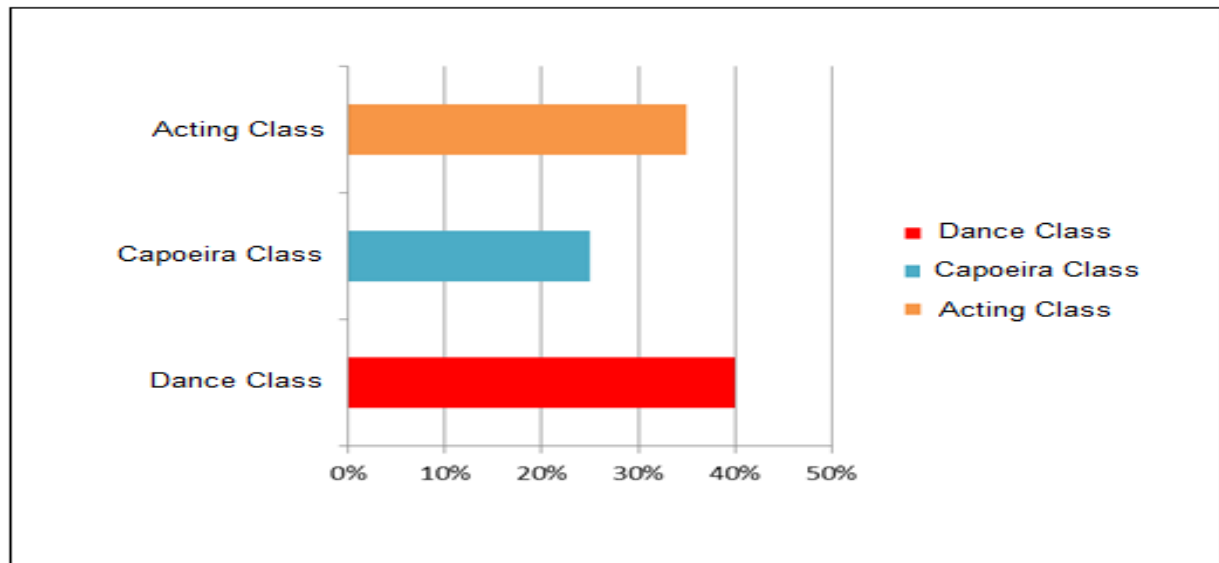
Compartment	Metreage (M <sup>2</sup> )	Accommodation Capacity
Library	40	20 people
Telecentre	25	15 people
Multimedia Studio	10	4 people
Show Hall/Theater	100	150 people

Source: Prepared by the authors.

From the analysis of Table 2 it is clear that the public currently served is far below the capacity of the space, showing that residents who do not use the services provided by the apparatus are the majority. In view of the social potential of space, it is perceived that there is currently an underused environment.

The respondents were consulted about those activities of their interest in the Cultural Space. The result shown in Figure 1 below indicates a percentage of 40% of residents interested in

participating in dance activities; 35% interested in acting activities, and 25% revealed their interest in capoeira activity.



**Fig. 1: Activities most demanded**

Source: Prepared by the authors.

The significant demand for dance classes occurs among individuals of 16-30 years old. The social reality of these respondents also justifies their preference; this artistic expression can be related to religious organizations and other independent groups, beyond generating a connection of common entertainment in the social class in category C.

Concerning to the theater activity, it is in the Amazon Culture the representation of the archetypes that symbolize the imagination of Forest Peoples. The theater includes a scenario and with it the scenic beauty that makes it enjoyable for those watching the presentation. A survey in Porto et al [6] indicates that the Theatre promotes social interaction, improvement in social relations with others, the self-recognition as an active subject of their reality. In this context, it is considered the age of the respondents, and for this preference, it is possible to infer the advantages of such activity in the platform of the Cultural Apparatus under study.

In regard to the demand for theater activity, the incidence of 35% of interest is justified in this study by the heterogeneous character of the public served by this playful action; Youth and adults from different social classes and income groups are involved and they are committed to enhance these practices of dramaturgy. About the treatment of this art by management of the cultural apparatus, there is a concern to offer

artistic expression to users. However, the theater groups that intend to carry out a long-term work with the community find difficulties to continue their activities by lack of material available for making costumes, scenery and other scenic elements.

Respondents interested in Capoeira are constituted of young, mostly. The Capoeira activity was indicated as preferred by 25% of respondents; parents of respondents endorse the choice of their children for this activity considering the sporting nature, involving rhythm and culture. The practice of capoeira already happens regularly in the core studied for about two years, and the results are assessed as positive by the core manager of the Cultural Apparatus. It involves a minimal financial investment, but it results in significant agglutination by demand in the community.

The results of this action are perceived by the surrounding community, who approves the initiative and expects to see it enlarged, so that more young people and adults can enjoy this sporting and cultural practice, so salutary for human and social development of participants, reflecting directly in the improvement of the quality of life of the people involved. In order to examine the scope of the activities developed by the cultural apparatus under study, it was used the application of the same questionnaire cited above. When asked whether they had already participated in some activity developed by the space as shown in Table 3.



**Table 3: Statement of percentage per question to the questionnaire**

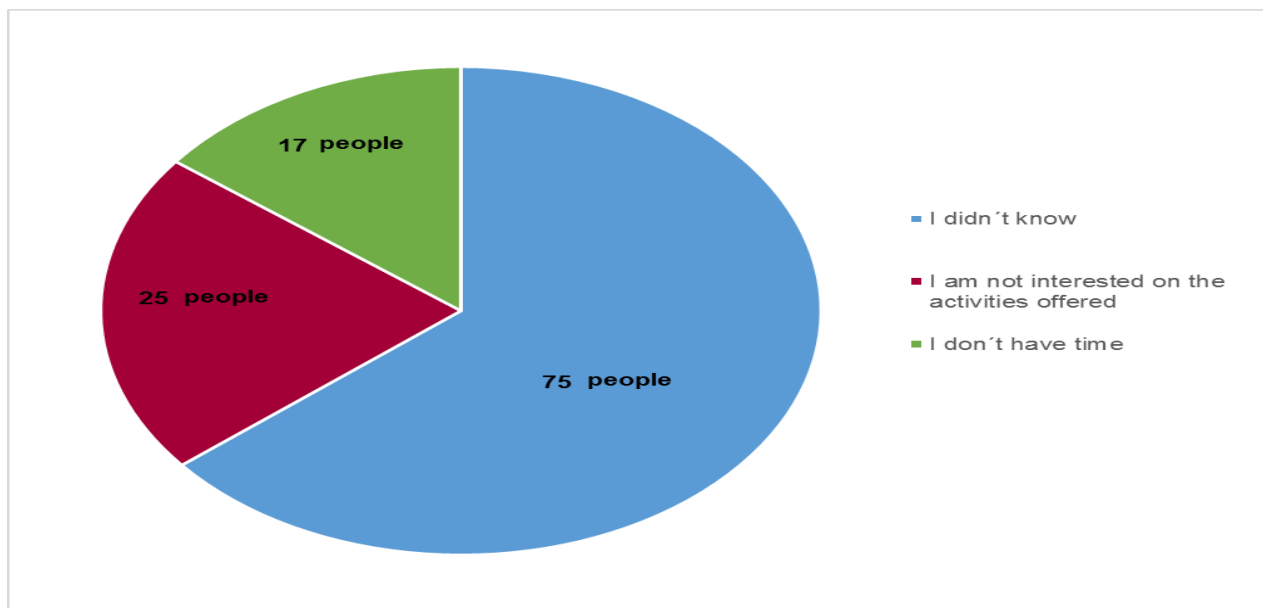
Questioning the respondents	Positive	Negative
Knowledge of the Cultural Apparatus facilities.	97%	3%
Physical location of the Cultural Apparatus (where it is situated).	83%	17%
Participation in the activities at the Cultural Apparatus.	6%	94%
Knowledge of the activities developed at the Cultural Apparatus.	33%	77%

Source: Prepared by the authors.

From reading the above table, it is understood that 94% of respondents had never participated in any activity promoted by the space. That is to say also, they had never visited the apparatus, reflecting a gap between the community and the site under study.

It should be noted that the questionnaire was applied to residents of the surrounding

neighborhoods of the studied space, demonstrating that the scope of activities is far below the possibilities and objectives of the Cultural Apparatus. It was also found that in relation to Question 3 of the questionnaire (Figure 2), persons who responded negatively, justified their response claiming one of the three alternatives shown in Figure 8 below:



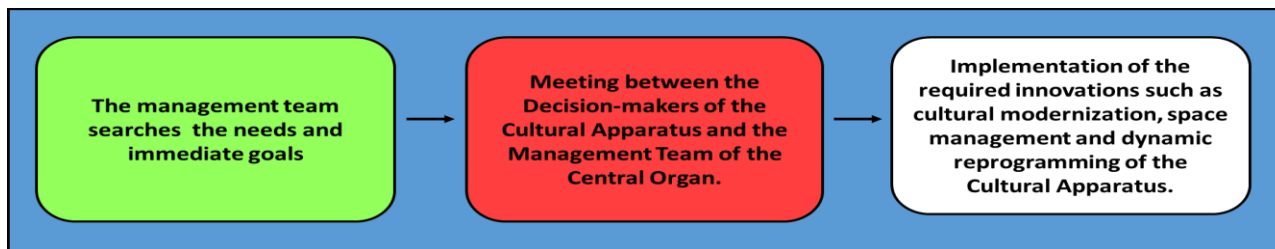
**Figure 2: Graph of the answer to question No. 03**

It is observed from the reading of Figure 2 that the inefficacy of diffusion of the activities have been constituted as an exclusion factor of the community. Second, it is clear that the activities offered do not attract much of the population, who wanted to see other cultural modalities available. Finally, there is the lack of time as a justification, demonstrating the need of alternative schedules for the activities.

It is proposed to hold meetings between the management team of the Cultural Foundation and the management team of the studied space, in order to develop the schedule of activities to be offered by the apparatus. This definition should be based on the data collected through a questionnaire applied to the community. The neighborhoods that make part of the area covered by the Cultural Apparatus under study, which are in number of 6 in total.

Analyzing the data collected and basing itself on the assumptions of the MBO, it was concluded that adjustments are needed in the operation of the cultural apparatus. There is the need to do a physical restructuring of the space in order to allow the accommodation of more people with quality and comfort and should be inserted more cultural activities in the permanent schedule space.

These changes to happen effectively should go through two main axes: the internal planning of actions and the involvement of the local community with the space. The internal planning of actions means an approximation between the management team of the Management Organ of Culture, with the coordination of the space, in order to set goals and facilitate the structural changes of the cultural apparatus, as shown in Figure 3.



**Figure 3: Diagram of pro-innovation recommendations planned**

Source: Prepared by the authors.

The second phase was characterized by the constant search for the participation of the local community, in order that this community realizes the cultural space as their own, arousing the growing interest of the participation of children, youth, adults and seniors in the developed activities. The work should be the listening of the willingness of the community and subsequently, of involvement through invitations, publicity and offer of activities that meet the public's needs.

The innovation in public service is understood in this paper as the need to renew the practices regarding the provision of public service, once the

innovation improves the quality and leverages productivity. Based on the concepts of the MBO, it is understood that the establishment of clear and defined goals, preceded by a planning of collective character of actions to be implemented, will enable an improvement in the quality of services offered by the space under study. This improvement will be reflected in greater community participation in activities developed, with the consequent increase in the sense of belonging and identification of this community with the cultural apparatus. Table 4 describes the recommendations to the desired innovation.

**Table 4: Innovation actions in the management practices of the Cultural Apparatus**

Innovation Action	Description
The space management team searches the immediate needs and goals.	Meeting between the high management and the technical staff, in order to raise the immediate needs of the space, as well as elect short-term objectives to be achieved, seeking for the increasing of the efficiency of the Apparatus.
Meeting between decision-makers of Cultural Apparatus and the Managerial team of the Central Organ.	Meeting of Planning management, involving the directors of the Cultural Apparatus and the core management of the Management Organ of the Culture.
Implementation of innovations required as: structural modernization, space management, dynamic reprogramming of the Cultural Apparatus.	Implement innovations that meet the structural aspects (renovation and expansion of the space); Administrative (Integrated planning with the community participation); Programming (inclusion of activities that meet the demands of the surrounding community, which were revealed in the survey).

Fonte: Prepared by the authors.

It was found that the organization provides conditions for the implementation of Management by Objectives (MBO) together with to its staff, once it is proposed the involvement in the deliberations regarding to the objectives to be achieved, the different administrative levels who work with the space, increasing their effectiveness. In addition, the use of the 5W2H

tool will promote a better interaction between the directive staff of the two administrative levels responsible for maintaining the space, promoting an improvement in the performance of activities proposed by the Cultural Apparatus. In Table 5 there are three main causes and respective effects as factors harmful to the efficacy in the apparatus under study.

**Table 5: Factors that diminish the effectiveness of the Cultural Apparatus and its consequences.**

Cause of the ineffectiveness factor	Effect on the Cultural Apparatus
Lack of planning: Pending coordination between the governing core of the Governing Body Culture and the technical team responsible for managing the space. Mainly covers the actions to be taken, and the physical maintenance of the device.	Operational inefficacy of the expected actions of the Cultural Space. As a result, the losses come with one and with another. Damages in accommodation, which impedes the realization of activities in to space. The place presents itself with physical facilities in poor condition, beyond lack of staff qualifications to deal with the type of service developed by the Cultural Apparatus.
Lack of schedule of activities covering the demand of interest of the surrounding community, in order to attract attention and arouse the sense of belonging that is reflected in the willingness to attend the place.	Marginalization of a portion of the surrounding community interested in participating in other artistic forms that could be developed by the Cultural Apparatus. Exclusion of part of residents who can only participate in activities at night.

## Cause of the ineffectiveness factor

## Effect on the Cultural Apparatus

Lack of publicity of the actions to give visibility to the work developed in the place, in order to inform and attract residents to an effectively participation in the proposed activities, increasing the link between space and the surrounding community.

Exclusion of a contingent of participants who do not participate of the activities in the space, because of the lack of knowledge about the offered works, thus aggravating the process of segregation, decreasing the relation of belong between the resident and the Cultural Apparatus.

Source: Prepared by the authors.

From the table above, it is possible to conclude that the reasons which led to the low effectiveness of the Cultural Apparatus, pass by the innovation of administrative practices based on two pillars: (1) the preparation of an action plan that takes into account the socio-economic characteristics of the place where the Cultural Apparatus is inserted; (2) disarticulation between the managerial cores of the Culture Foundation of Acre State and the directive staff of the space under study, which difficult the implementation

of management practices that promote the effective occupation of the residents in the developed actions. It is presented thus, an action plan aimed at the surrounding community empowerment, manifested by the presence in the activities offered by the space under study. The suggested actions require changes of structural and managerial aspects, described in Table 6 [7,8].

**Table 6: Suggested actions to increase the efficiency of the Cultural Apparatus**

Proposed actions	Expected results
Reform of local plants where cultural activities are taking place.	Provide pleasant conditions for the practice of activities; 600% increase in the number of attendees.
Regular meetings between the Cultural Management Organ of the State of Acre and the leading core of the space under study based on the 5W2H tool.	Drawing up a calendar of activities that includes the desires manifest the surrounding community; Greater coordination between the management centers.
The creation of a sector responsible for the disclosure of the activities developed by the Cultural Apparatus.	Inclusion of the public who does not participate by lack of knowledge of the activities.

Source: Data surveyed on-site.

## Conclusion

It was found through the research that the use of the 5W2H tool will greatly impact the administrative and managerial aspects of the Cultural Apparatus under study. Through the basics provided by the Theory of Management by Objectives (MBO), in conjunction with the information gathered through interviews, questionnaires and on-site visits, it was found that the activities in the space are far below the structural possibilities that the apparatus offers.

This distance between the community and the space is due to three main factors: (1) lack of coordinated planning between the central management organ and the cultural apparatus under study; (2) ineffective dissemination of the activities of the cultural apparatus; (3) lack of alternative schedules options for activities. It was also found that the efficiency of culture apparatus involves the physical restructuring of space. A reform in the building premises is necessary in

order to better accommodate the public that attends the activities offered.

From the suggested actions, it is expected an increase in the effectiveness of the activities developed by the Cultural Apparatus located in the neighborhood of Sobral, Municipality of Rio Branco, State of Acre, which will be manifested by the presence of the surrounding community. The Public Administration should seek universal access to cultural manifestations, once it constitutes a building component of identity and self-knowledge, bringing the ones who experience to a new level of awareness of their life experience and their role in the society and the world.

The effectiveness of the actions of the public space studied will represent a gain in the surrounding community's quality of life. In this way, the government will be performing its role of promoting the cultural manifestations that reflect the identity of its people.

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