

MICHEL FOUCAULT: ANALYSIS OF POWER RELATIONS IN ENTREPRENEURIAL AND INNOVATIVE INITIATIVES IN BRAZIL

MICHEL FOUCAULT: ANÁLISIS DE LAS RELACIONES DE PODER EN INICIATIVAS EMPRENDEDORAS E INNOVADORAS EN BRASIL

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Abstract

This research aimed at understanding the relationships of power over the implementation and the dissemination of entrepreneurial and innovative initiatives in the Public Service Innovation Examination in Brazil. It is about a basic qualitative research, sustained by the documental analysis investigation model and the *episteme* reference board by Michel Foucault, in his work *Microphysics of Power*. The data were processed through electronic spread sheets, and the research corpus was the repository of the Brazilian National School of Public Administration, from 2006-2015. We used the structural, revised and expanded model by Mônica Cappelle, Marlene Melo and Mozar Brito. The results showed that power is spread out and moves around the procedures entrails, the indicators, the decisions, the partnerships, the documents and the technologies. The findings also point that the State is at the market's service, when it fosters industrial complexes, productive chains and economy of scale with public funding.

Resumen

El objetivo de la investigación fue comprender las relaciones de poder en la implementación y difusión de iniciativas emprendedoras e innovadoras en el Concurso de Innovación de Servicio Público en Brasil. Es una investigación cualitativa básica, respaldada por el modo de investigación de análisis documental y el marco de referencia de la episteme de Michel Foucault, en su trabajo *Microfísica del Poder*. Los datos se procesaron en hojas de cálculo electrónicas, y el corpus de la investigación fue el depósito de la Escuela Nacional de Administración Pública de Brasil, en el período 2006-2015. Se utilizó el modelo estructural revisado y ampliado de Mônica Cappelle, Marlene Melo y Mozar Brito. Los resultados indicaron que: el poder se dispersa y circula en las entrañas de los procedimientos, indicadores, decisiones, asociaciones, documentos y tecnologías. Los resultados también señalaron que el Estado está al servicio del mercado, cuando fomenta complejos industriales, cadenas de producción y economías de escala con fondos públicos.

Palabras clave

Emprendimiento
Innovación
Servicio público
Relaciones de poder

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Introduction

The terms entrepreneurship and innovation are more and more present in the entrepreneurial and governmental discourses and agendas (Figueiredo, 2015) as a source of distinctive advantage, marketing, economic and social progress, materializing through individual and group creativity (Camargo, Cunha & Bulgacov, 2010; Chaston & Scott, 2012; Drucker, 2008; McClelland, 1972; Organisation for Economic Co-operation and Development, 2005; Santandreu-Mascarell, Garzon & Hnorr, 2013; Schumpeter, 1982; Silva, Paiva Júnior, Leão & Fernandes, 2016; Tidd, Bessant & Pavitt, 2013) and by the appearance of an entrepreneurial activism that tries to validate the rights of a small number of investors, as an essential 20th century's ultimate phenomenon, accelerated by the neoliberal economists' arguments that are somewhat ideological (Gomez & Korine, 2008).

That is the reason why there is a growing number of public organizations which are reframing themselves, giving new meanings to their tasks and fragmented skills (discontinued competencies and multidisciplinary teams that were dispersed) in the sense of obtaining, using, disseminating, evaluating and building knowledge through entrepreneurship and the innovation in search for a new public management (Silva, Lima & Gomide, 2017; Oliveira, 2015).

In this sense, here is the question: understanding that the power of Foucaultian comprehension means subjection and dominion exercised in an orderly and distributed way through a social web, how are the relationships of power, present in the implementation and dissemination of entrepreneurial and innovative initiatives in the public service, produced?

The aim of this study is to understand the relationships of power in the implementation and dissemination of entrepreneurial and innovative initiatives in the Public Service Innovation Examination in Brazil.

From the academic point of view, the research is justified by enabling the application of diverse philosophical intentions in the science of administration in order to understand, from a constructivist and relational perspective, the relationships of power through the Foucaultian analysis. Thus, we avoid the hyper-specialization of sciences (Bruyne, Herman & Schoutheete, 1991) just as we try to overcome the functionalist approaches hegemony in the organizational studies (Silveira, 2005). Besides, we intend to contribute with a view which tries to understand the reality in its interest biases which involve the institutional action in the entrepreneurial and innovative activity (Silva et al., 2016).

From the social point of view, the production of knowledge over the relationships of power is relevant to explicit the conflicts in the sense they are turned into problems, as well as allowing the discussion of a multifaceted, dynamic, complex and contradictory theme, thus enabling its investigation and teaching (Paz & Neiva, 2014). The contribution of this study also presents elements which cooperate with the deconstruction of the so-called types of knowledge, and with a better perception of the “self” in the “multiple” core of the constitutive units of power in the public administration.

Analysis Referential: Foucault and the organizations’ power

Power is a topic which pervades all Michel Foucault’s works. In its archeological phase, knowing was considered a composer of power forms, which were instituted into the social body; in its genealogical phase, power had a relational perspective with knowing and with the institutions, leading to the appearance of human mankind. In the Ethical domain, or methodologically denominated arch-genealogical, the relationships of power were presented before an ontology of the present to set aside the individual, their subjective constitution and the practices of freedom. Miguel Morey (1991) summarized the historical ontology of power in Foucault the following way: by knowing (being-knowing); by the action of one over the others (being-power); and by the action of each one over themselves (being-self).

To Foucault, the important point was to know how the processes through which the individuals presented themselves took place, and they are the results of the relationships of knowing-power; how the relationships of power happened within the institutions; how the captures, the divisions and the classifications took place. These reflections pointed to Foucault in his genealogical domain. Genealogy worked out in the intervals of documents which were presented, as parchments that were scratched and rewritten several times. Criticizing power means finding and capturing it in a microscopic and microphysical action. Power is, thus, an action over actions (Veiga-Neto, 2007). The social roles about who rules and who is ruled have never been established, but they are somehow alternated and sometimes simultaneous (Revel, 2011).

Therefore, as Michel Foucault opposes to the conception of power as *locus*, fixture and stabilization of an individual over the others, he deconstructs this notion and presents the concept of “power” as something fluid, disperse, relational, and which contains not only repressions but also resistances to its action (Heizmann & Olsson, 2015). According to Michael Foucault (1979/2014, p. 126):

The mechanism analysis of power does not tend to show that power is, at the same time, anonymous and ever-winning. On the contrary, it is about setting each one's positions and action modes, the resistance possibilities and counter-attacks of one and all.

Foucault understood it was possible to fight against models of behavior and thoughts but, to him, it was impossible to be released from the micro-relationships of power (Ferreirinha & Raitz, 2010), for power, like the neoliberal action, has a rationality as an underground characteristic that doesn't leave the spheres of the human existence free from its influences (Laval & Dardot, 2010/2013).

Foucault's intention was not to conceptualize power in a behavioral, dominant working group perspective, to classify power, to propose a scale or even to check its use in a certain organizational context, but to analyze power in its daily functioning, from the micro-practical level, from the political technologies in which our actions are shaped (Foucault, 1979/2014). Following this train of thought, Foucault studied power not to solidify a theory, but to identify the subjects who act over the others, their productions of truths, of subjectivities, of struggles and consequences, since power is something virtual and present in attitudes (Daldal, 2014) and in the disciplinary and bio-political behaviors which go over the state scope. It runs governments and behaviors through connections and compositions which are not formally fixed in an entity (Lemos, Cardoso Junior & Alvarez, 2014).

According to Foucault (1979/2014):

'Dominating', 'driving', 'governing', 'power group', 'State machinery', etc., is all a set of notions which demand analysis. Besides, it would be necessary to know how far power goes, through which relays and up to which instances, often insignificant ones, of control, vigilance, prohibitions, coercions. [...] when I think of the mechanics of power I think of its capillary form of existence, of the extent to which power seeps into the very grain of individuals, reaches right into their bodies, permeates their gestures, their posture, what they say, how they learn to live and work with other people (p. 74).

Power must be analyzed as something that circulates or rather as something which only functions in the form of a chain. It is never localized here or there, never in anybody's hands, never appropriated as a commodity or piece of wealth. Power is employed and exercised through a net-like organization. And not only do individuals circulate between its threads; they are always in the position of simultaneously undergoing and exercising their power and suffering its action; they are never the idle or assented target of power, they

are always the center of transmission. In other words, power is not applied to the individuals; it goes right through them. (p. 103, original emphasis)

Thus, to Foucault, the notion of power is different from what we currently understand to be correct in the organizational studies, in which power is seen as a political and behavioral dimension, with approaches about the types of power (Mendonça & Dias, 2006; Raven, 1993; Weber, 1958); about the maximizing models of the underlying structural utilities which search for the use of power to integrate the internal policy with the transactional relationships (Risse-Lappen, 1994); about approvals and evaluations in the scales on power and its settings in the organizations (Paz & Neiva, 2014; Martins, 2008); about the organizational agents who enjoy resources to practice it as a possession requirement of means of production and of resources, localization, class or technical types of knowledge in knowledge sharing (Fahy, Easterby-Smith & Lervik, 2013); in the administration and as a source of conflicts (Giglio, Pugliese & Silva, 2012) in family organizations (Lopes, Carrieri & Saraiva, 2013); in the organizations' policy (Santos & Claro, 2014) and in the gender relations (Arno, 2017).

The approach of power in Foucault is different, for, to him, power is not about something simply repressive, it is pulverized in the social tissue, in every instance, especially in the discursive productions, and these are the characteristics which found its ideology — as a fight for the control of its own identity (Freedon, 2013), typical of Foucault's being-power phase.

What makes power remain and be accepted is simply that it doesn't weigh down as one single force which says no, but that actually permeates, produces things, leads to pleasure, shapes knowledge, and produces discourses. It needs to be considered as a productive network which runs from the whole social body, much more than as a negative instance whose focus is repression (Foucault, 1979/2014, p. 8).

In this sense, power is the producer of subjectivities, of other powers, of differentiation, of separation, but also of joining, of resistance (Lilja & Vinthagen, 2014) and of freedom (Santos, 2017). It is dispersed, rooted and capillarized, configuring into a micro-power that, in its thoughts, is more efficient than the power known as authoritarian and centralized, precisely because it is not traceable.

The constitution of the governability exercise involves analyzing the ways of rationality, the technical procedures and the instrumentation by those who are part of the formal exercise of power so that it is ensured and legitimated conveniently and, supposedly, on behalf of common good. This way, the objectives pursued by those who act over others' actions ensure the maintenance of privileges, the accumulation

of profits, the statutory authority operability, the governability, and the exercise of a task or profession (Scarparo & Eckere, 2015). Thus, the normative sanctions refer to the order enforcement, the hierarchic scale, the command devices and the acceptable and efficient behaviors' prediction for the system maintenance.

What the market rationale wants to avoid is that people get organized, since, once that happens, they could appoint and report the power focuses, speak about them openly and name them. Naming who does it is the first step for other fights against the localized exercise of power. And, once the fight has begun, people go into a revolutionary process.

Otherwise, people will be divided, reinforcing a structure which distributes them equally according to their position of power in society. The truth is that the 'power economy', according to what was stated by Foucault (1979/2014), is based on the principle of simultaneously providing the growth of the dominated forces and the growth of the forces and the efficacy of those who dominate them.

Next, we have the methodological procedures' clarification which guided this research.

Methodological Procedures

As to the problem approach, the research has a basic qualitative nature (Merriam, 1998), with an investigation fashion supported by the documental analysis (Cellard, 2008), and by the *episteme* reference board by Foucault (1995) in his work *Microphysics of Power*, systematized by Mônica Cappelle, Marlene Melo & Mozar Brito (2005) in five points of analysis: "differentiation system", "types of objectives", "instrumental modalities", "institutionalization ways" and "levels of rationalization", according to what is described in Table 1.

However, considering that power moves through the discursive, political, individual, group and organizational dimensions and through its interconnections, this research proposes the expansion of the table above, including the variable "*status quo* maintenance or transformation", based on Foucault (1979/2014), as presented in Table 2.

The research data processing was done through the content analysis heuristic perspective, which concerns the attempt to find and explore the symbolic content (Bardin, 2009) present in the implementation experiences' description and in the dis-

Points of analysis	Description
1. Differentiation system	Judicial or traditional differences of statute and of privilege; economic differences in the appropriation of wealth and goods; differences of place in the production processes; linguistic or cultural differences; differences in skills and competencies, etc.
2. Types of objectives	Objectives pursued by those who act over others' actions, such as: keeping privileges; accumulating profits; operationalizing the statutory authority; practicing a task or profession.
3. Instrumental modalities	Exercise of power by the threat of weapons; by word effect; economic mismatches; mechanisms which are more or less control complexes; surveillance systems; rules, whether explicit or not, which are permanent or modifiable, with or without material devices, etc.
4. Institutionalization ways	They can mix traditional devices, judicial structures, phenomena of habits or of fashion (e.g., family institutions); they can appear to have a closed device over themselves with their specific places, their own rules, hierarchic structures and relative functional autonomy (e.g., military institutions); they can set up very complex systems, with multiple devices (e.g. the State).
5. Levels of rationalization	Due to the instrument efficacy and the result certainty (more or less technological refinement in the exercise of power); or due to the potential cost (economic cost of the means used or the cost in terms of reaction established by the resistances found).

Source: Adapted from Cappelle et al. (2005) based on Foucault (1995).

Table 1. Theoretical categories in the relations of power

Point of analysis	Description
6. <i>Status quo</i> maintenance or transformation	Servants and workers' reaction to the structural, technical, technological and managerial innovations; governmental and institutional reaction of the unions, associations and the like, of society behavior and the means of communication. Workers' reaction; government reaction; unions' reaction; society reaction; means of communication reaction; and difficulties to implement entrepreneurial and innovative actions in the public service; social mobilizations, among others.

Source: Elaborated by the authors based on Foucault (1979/2014)

Table 2. A new category on the relations of power

semination of entrepreneurial and innovative initiatives in the Brazilian public service, according to the following steps:

- a) Pre-analysis: here we chose the documents to be submitted to analysis through universe restriction and sample definition. It was also the objective's formulation phase to elaborate the indicators for the final interpretation.

In order to achieve this, we used a fluctuating reading, performed between May and September 2017, of the documents from the online repository of the Brazilian National School of Public Administration (Enap, <https://inovacao.enap.gov.br/>). We selected the three first awarded cases within 10 years (2006-2015), according to Table 3, totaling 30 reports of experiences out of a universe of 100 cases. The choice for the three first places was enabled by the same criteria of importance and of pertinence that are used as criteria in the Public Service Innovation Examination, which are: in-

No.	Awarded actions	Ranking	Exam.	Year
1	Partnerships for the SUS (MS) productive development of strategic inputs	1 st		
2	Brazil Start-Up Program (MCTI)	2 nd	20 th	2015
3	Air transport of Organs, Tissues and Teams for Transplant (SCA-PR)	3 rd		
4	Highway Diagnosis Vehicle	1 st		
5	Program for Dispute Reduction and Improvement of the Union Judicial Defense	2 nd	19 th	2014
6	Follow-Up System of Transfer Contracts (Siacor)	3 rd		
7	e-SIC – Electronic System of Information to the Citizen	1 st		
8	Enem – From the 2009 crisis to the new model of case monitoring and risk management	2 nd	18 th	2013
9	Analytical Monitoring Strategy of the Brazil Without Misery Plan and MDS Programs	3 rd		
10	Net telecare assistance for remote regions: improving the population access to Attention	1 st		
11	Virtual Visit Project and Judicial Videoconference	2 nd	17 th	2012
12	Eco University: Environmental Plan for a socially-environmentally correct university	3 rd		
13	e-Process: Digital Administrative Process	1 st		
14	Brazilian Public Software Portal	2 nd	16 th	2011
15	SPADE-PRO (System of Prospection and Deviation Analysis in Exams) (Objective tests)	3 rd		
16	The Family Health Strategy	1 st		
17	Agrifriend	2 nd	15 th	2010
18	Management of Conditionalities and Family Follow-Up in the Family Allowance Program	3 rd		
19	Basic Education Development Index (Ideb)	1 st		
20	Vulnerable children and teenagers' school attendance follow-up	2 nd	14 th	2009
21	National Information System of Consumer Protection (Sindec)	3 rd		
22	Integrated System of Planning, Budget and Finances of the Department of Education – Simec	1 st		
23	Scheduled Service of the National Institute of Social Security	2 nd	13 th	2008
24	School Path Program	3 rd		
25	Data collection by hand-held computers for census on a continental scale	1 st		
26	Citizen Card	2 nd	12 th	2007
27	Our Meadow: Citizenship and Sustainability in the Brazilian Amazon	3 rd		
28	Research, technological development and innovation in the Power Plants	1 st		
29	Evaluation and monitoring system in the policies and programs	2 nd	11 th	2006
30	Sentinel hospital projects: a surveillance strategy of post-commercialization	3 rd		

Source: Enap (2017)

Table 3. Sample of awards of the Public Service Innovation Examination in Brazil

novation, results and/or impacts, the use of efficient resources, partnerships, recipients' participation, mechanisms of transparency and social control, possibility of re-applicability and level of sustainability (Enap public notice n. 15, 2016).

Subsequently, we aimed at analyzing the motivations contents related to power exercise, catalogued from theorizations by Foucault (1979/2014) and which are described in Table 4. These objectives are of fundamental importance to the research's development and guidance, since they indicate the purpose of the work and the theo-

No.	Motivations related to the exercise of power
1.	To exercise power
2.	To stay or stand out in a certain organizational space
3.	To discipline power
4.	To strengthen and institutionalize power
5.	To seek power efficiency
6.	To resist power

Table 4. Motivations related to the exercise of power

retical pole in which the obtained results were analyzed (Bruyne et al., 1991; Minayo, 2011; Mozzato & Grzybovski, 2011).

The third step in the pre-analysis phase, referencing/encoding, concerns the use of analysis points and their description as to the contents' basis and interpretation used in the research. Under referencing, we used the frequency with which the analysis point context or its description appear in the text (Bardin, 2009), being recorded through electronic spreadsheets.

b) Matter exploration: the phase whose objective was that of operationalizing the codification (by clipping, grouping and by numbering; by consistency and content coherence, once it enabled the reach of a content representation) and the categorization (classification of constitutive elements in a set, by differentiation and by grouping). This phase also required the analysis points, the motivation and the description of the micro-relations of power based on Foucault (1979/2014; 1995); and,

c) Inference and interpretation: this phase allowed the establishment of charts which permitted the results' processing by condensation, by intuition, by reflexive analysis and criticism (Bardin, 2009), striving for the objectives established in the research. It also dealt with the theme analysis phase, which consisted of the discovery of sense cores which compose the communication and whose presence or appearance frequency was significant to the research's objective (Mozzato & Grzybovski, 2011; Ikeda & Chang, 2005).

The research's duration and reliability were conducted through peer evaluation, through the researchers' conference for the results' determination and accuracy, the rich and dense description to transmit the results and the use of an external auditor with expertise on the study theme to review the research (Merriam, 1998; Mozzato & Grzybovski, 2011).

The research's *corpus* was the Public Service Innovation Examination, with a temporal clipping from 2006 to 2015. The examination is organized annually by Enap along with the Federal Government's Ministry of Planning, Development and Management (Mpog). Their objectives are: to promote the implementation of innovative initiatives which contribute to the improvement of the public services; to disseminate innovative solutions which can be of inspiration or reference to other initiatives and which collaborate to the advancement of the government's capacity; and to acknowledge and value civil servants who perform creatively and proactively in their activities for the benefit of public interest (Enap, 2017).

The examination accepts initiatives developed by teams of civil servants who are actively effective in the Federal, State and District Executive Power, who act in the direct, autarchic and foundational administration, as well as in public enterprises or mixed-economy companies. The awarding takes place in a public event, through which the winning initiatives are granted: a trophy for the institution; certifications for the team members; and the right to use the Innovation Stamp on materials for press or electronic promotion (Enap, 2017).

The awarded experiences also become part of the Solutions Database (<http://inovacao.enap.gov.br>) and the Enap's Institutional Repository (<http://repositorio.enap.gov.br>). Furthermore, the teams involved in the awarded experiences are able to take place in events organized or provided by Enap and their potential partners, with the objectives to value, improve and disseminate innovation in the public sector (Enap, 2017).

Therefore, the points of analysis (Tables 1 e 2), their description and motivations listed in Table 4 gave some support for the frequency, the codification and the categorization of the results in sense cores that were presented through a table, shown in the following section.

Results and Discussions

This research's results show that the innovative actions instituted in the public service are tangled with micro-relations of power, as shown in appendix.

In accordance with what has been stated, and through Foucault's work, it was possible to notice that the **differentiation system** of power relations is found in subtle and invisible details which try to strengthen the exercise of power, especially over the judicial difference bonds, privilege regulations, economic differences in the ownership of wealth and goods, the treaties with other governments, the government's fi-

nancial capacity and knowledge appropriation (Foucault, 1979/2014), and this is the spirit of the State's exercise of power— just like a parent's dominion and coercion (Ferreirinha & Raitz, 2010; Scarparo & Ecker, 2015), constructed by the exercise from its need to maintain the market and the population's welfare.

As an example of this analysis point, the initiative “Start-Up Program Brazil” was used, since it was awarded in the 20th edition of the Public Service Innovation Examination and whose objective was first to contribute to the development of an entrepreneurial ecosystem from the Information Technology (IT) sector. For such, the government, through the Department of Science, Technology, Innovation and Communication, set goals which tried to boost the acceleration of a growing number of startups each year (up to 100 a year), placing new products and innovative services in the national and international markets, connecting technology-based companies with global trends and markets. On the other hand, and according to the content analysis of the referenced program, it was possible to see that the government, through its judicial differences and financing capacity, and with the objective to supplant its inefficiency in IT generations, used the innovation discourse to justify financial investments in startups and market innovation accelerators. Besides, it fostered partnerships between the government and private companies in order to smooth its technological risk, and conducted national and international events to bring together investors for the national market, thus enabling the issue of visas to professional foreigners in order to enter the country.

As for the types of objectives which permeate the micro-relations of power, they are present in the partnerships, in the public policies induction, in the legislation exercise, in the public workers' position exercise, in the education institutionalization for work (surveilled education) (Foucault, 1979/2014), in the workers' responsibilities strategies, among others. Generally speaking, the relations of power are intrinsic and interdependent in the governmental system, and, at times, they are designed by individual interests, exercising relations of force in which the subjects act one over the others (Heizmann & Olsson, 2015) aiming at privilege maintenance, profit accumulation and authority operability.

An example of this analysis point was the Project “Eco-University: An Environmental Plan for a university that is socially-environmentally correct”, awarded in the 17th edition of the Public Service Innovation Examination, whose objective was to implant an Environmental Plan in a centenary public university. In this case, the micro-relationships of power were expressed when, through the exercise of functions of the Dean and the Pro-Dean of Planning and Management — through the statutory authority on a hierarchical scale —, an organizational infrastructure (network) was created

with the imposition of order of people, processes and technologies to operationalize plans and programs of environmental actions, and or articulation to congregate partners for the financing of planned environmental actions. In this case, the created infrastructure enabled the growth of the forces and of the efficacy of those who master it (Foucault, 1979/2014).

The **instrumental modalities** condition the obedience system (disciplinary power) with individualizing effect in the micro-relations of power, and such obedience oftentimes is not followed by awareness or reflexivity, since the instrumentation shapes people's behavior. It actually implies the entrepreneurship capacity, and people and governmental innovation, for, when there is reaction, it generally triggers imbalance and discomfort which can bring new ways of reflection about practice, endeavoring innovations. Therefore, the objective is to institutionalize an economy of power (Foucault, 1979/2014) in the whole social body, making its effects circulate efficiently in the issuing of fines, confiscations, the use of tools of threat (physical or verbal), the control mechanisms, the surveillance systems, the rules and norms, the software, the devices, the handbooks, and the laws, among others. This reflects as an instrument of ownership, a mean of coercion and a source of wealth which captures power all the way to its extremities and then, despite its location in the chain through which it circulates, performs interventions (Foucault, 1979/2014), pulling away, in these terms, from the characteristics of a new public management (Oliveira, 2015; Silva et al., 2017).

As an example of the referenced analysis point, there is the initiative "Partnerships with the productive development of strategic supplies from the Unified Public Health System (SUS)", whose objectives were the expansion of population access to strategic products and the decrease of the SUS vulnerability, besides the establishment of partnerships, with a consequent transfer of technology, aiming at reducing the Country's productive and technological dependency in order to meet the Brazilian population's health needs for short, medium and long-terms. This initiative was awarded in the 20th Public Service Innovation Examination. Its content showed that the Department of Health institutionalized regulatory marks: monitoring, evaluation and control legislations; regulatory technical committees; regulation organs; the implementation of technical visits for control; and the creation of electronic systems of follow-up and control of its initiatives. Unlike what was premised by Foucault (1979/2014), these devices represent a wide instance of control, vigilance and coercions in the public administration scope.

The **institutionalization ways** of micro-power found in the research's results represent what Foucault (1979/2014) called "governmentality", that is, the art to govern the way to manage individuals and groups, resources and wealth on a State level,

subsuming the individual and group controls of its own identity (Freedon, 2013). Thus, power takes on the role of society division because it is, forever more, an exercise in the education, in the technologies, in the judicial ways and, the more hidden, disguised and subtle it is, the more efficient to decrease power in society and to create a disciplinary order to reach economic efficiency and utility (Daldal, 2014; Ferreirinha & Raitz, 2010).

The training processes carried out, for instance, in the initiative Analytical Monitoring Strategy of the Brazil Without Misery Plan and in the programs from the Department of Social Development and Fight Against Hunger, awarded in the 18th examination and whose objective was to create a system of indicators organized in a synthesized and more adequate way to the analytical use by the different managers in the three levels of government (local, state and federal), and the development of a monitoring platform were sequestration structures (Foucault, 1979/2014) to form, organize and put into circulation a piece of knowledge, or better, knowledge devices that are not group and fight ideology constructions. From the thesis by Clausewitz (Foucault, 1979/2014), the policy that leads such institutions is the “continuation of war by other means”, through ideological, political and economic devices (Lemos et al., 2014) instituted in this case through a Department to monitor the deviating behaviors.

Concerning the **levels of rationalization**, they try to establish the economic efficiency and utility (Ferreirinha & Raitz, 2010) to the government, and are exercised through instruments which seek for the result’s certainty, for rationality. It is basically a thorough system of coercion which is exercised over people and by people, processes, technologies, society, the government itself, between countries, territories, among others, in order to establish a sovereign – the government through the increase of power and efficiency of those who control it (Foucault, 1979/2014; Lilja & Vinthagen, 2014). This analysis point can be contextualized in the initiative “Follow-Up System of Transfer Contracts (Siacor)”, whose objective was to create Siacor to turn the consultation public to all the transfer contracts from the Department of Tourism (MTur). This initiative was awarded in the 19th edition of the examination, in which, in order to establish the results’ assurance and provide economic use to the system, the Brazilian MTur established the information systematization in order to generate managerial reports swiftly by reflecting on the transfer of financial resources more quickly for the department’s structuring projects, and, through the system of information, it also allowed the decline of human-made mistakes.

As for the power capacity of people’s resistance to the innovative entrepreneurial actions, it was possible to notice, through this study’s results, that they are the least expressive ways of counter-power, since there are no signs of organization and of

fight against power, for the fighting power of the workers' resistance, according to Foucault (1979/2014), must happen constructively and collectively. The results show that society doesn't force the government into its needs, its freedoms and expectations. This result may be the product of the government's sedition capacity, which weakens the social movements, whereas it is reinforced, for instance, through its tribunals and partnerships with the market, keeping the marketing connection. Therefore, there is no forceful counter-power which causes the ***status quo transformation***.

Therefore, there is the prevalence of class established in the places that produce the supremacy effects, since they dissociate the individual domain power. This happens when the government uses the employees one over the others as dominion and coercion to develop electronic tools for control of their own activities, just like it happened in the initiatives "Net telecare assistance for remote regions: improving the population access to specialized attention to health", whose objective was to bypass geographical and economic barriers, making the access to health service more universal and egalitarian; in the initiative "E-Process: Digital Administrative Process", whose objective was to promote the transparency of public acts, with knowledge management, allowing a higher autonomy and administrative decentralization; and, in the initiative "Virtual visit and judicial videoconference project", for, in every case, the technological tools built by the employees themselves undermined their original objective and started to control the individuals and to subject them to accountability and punishments due to the governmental system's efficiency and efficacy.

Therefore, through the last analysis point studied, it was noted that the State searches for the *status quo* maintenance when it provokes the extinction of judicial processes against itself; when it uses artificial intelligence and the management indicators in order to map the determinants to punish beneficiaries; when it establishes advisors for the beneficiaries' capture, follow up and control in social projects; when it suggests a controlled environment for the development of software with the objective to benefit; and when it invests in agriculture with the objective to avoid the rural exodus and the overcrowding in the big cities, for example.

Through these results, it was also possible to notice that the State is at capital's service when it associates with and when it privileges the national market with the speech of economic strengthening; when the government fosters (invests and finances) the national market through business connections abroad through triple-helix partnerships (State, market and society); when it fosters social credit in order to keep the bank system collection goals and profitability; when it fosters productive chains and scale economies in industrial complexes to strengthen the market with public re-

sources. Therefore, the capitalist logistics builds and defines the essence of innovation in the public administration (Laval & Dardot, 2010/2013).

Thus, we notice that power is rooted and exercised among the workers (servants) and toward their managers, and between themselves and the workers in operational, tactic and strategic levels; in the management structure institutionalization between nations; between public organizations; between the market and the State and vice-versa; through the scientific research results; in the information and communication chains; in the processes; in the infrastructure capacity, in the legislation and their auxiliary devices of discipline in society, organization, federal entities, territories, programs, projects, actions and strategies, among others. Since these are its alternations and instances, without a chronological order, micro-power spreads out and is more efficient than the power known as authoritarian, for power is a virtual bio-political and networked technology (Foucault, 1979/2014) which is not found formalized/centralized (Lemos et al., 2014).

The micro-relations of power are techniques which produce and allow the accumulation of knowledge about the object or the individual, aiming at organizing space, controlling time, promoting continuous, everlasting and unlimited surveillance, as well as continuously registering knowledge (Foucault, 1979/2014).

The effort to create an entrepreneurial and innovative culture in the public service through the Public Service Innovation Examination is a key factor for the New Public Management (Vieira, 2016), but it represents the State's sovereignty institutionalization about the society-market partnership.

Conclusions

In consistency with the research's objectives which guided the results section, we have: the entrepreneurial and innovative actions in the public service, through the Public Service Innovation Examination, are permeated by micro-relations of power which promote control, coercion, punishment, more power, economic differentiation, among others, for wherever there is subject/institution, power is exercised. The domain chains and the exploration circuits are covered; they support and interfere in one another in order to set each one's positions and acting ways, the resistance possibilities and the counter-attack of one and all.

Through the results' discussion, it was also possible to notice that power is so interlaced with services and processes that it becomes a multifaceted and multi-referenced practice, which is found in the core of procedures, indicators, documents, part-

nerships, technologies, among others, without, however, demonstrating its polarization. On the other hand, we see little resistance from people as for entrepreneurship and innovation on public service, which shows a State dominion over the micro-practices of power which also unfold by the non-investment in people and in knowledge management.

This perception crumbles any possibility of fight from workers (servants) against the economy of power and any social management, since the technological, administrative, bureaucratic, patrimonial, managerial and legal rituals, among others, still achieve and produce an individuality orchestrated between the institutional machinery and the normative sanctions in which they are inserted.

The research is restricted as for the limiting time of its approach, since it followed Michel Foucault's sole discussion, mainly focusing on the relations of power in its exercise, maintenance, discipline, strengthening, institutionalization, efficiency and resistance. In this sense, therefore, it is necessary to widen the study, for power also resides in the social control and innovation (Andion, Ronconi, Moraes, Gonsalves & Serafim, 2017), in which the public organizations are inserted and which also go through social promotion, including the new points of analysis, such as the problematization on the plural and not always balanced chain between market and society (Brito & Castro, 2019).

Thus, we recommend the deepening of this study through the theories by Pierre Bourdieu in the perspective that power acts according to its agents' *habitus*, acquired along their lives and through socialization ways exercised by the institution and the social environment where they live. Another perception is that the theoretical referential on entrepreneurship and innovation on public service resembles the consolidation of themes in the private sector, causing a conceptual lethargy to be consolidated.

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Appendix: Micro-relations of power in entrepreneurial and innovative initiatives in public service

Points of Analysis

Results

1. Differentiation system	Micropower is exercised when the government centralizes its purchase capacity, thus avoiding the acquisition of goods and services between the subnational levels (States); when the government's inefficiency to generate information and communication technologies is used to justify financial investments in the market; when the partnership between government and market is used to smooth the economic and technological risk; when the government makes business connections abroad to bring international investors closer to the national market; when it creates judicial instruments to cause the extinction of legal actions; when it has the prerogative to analyze its own accountability concerning the transfer of public resources; when it fosters technical cooperation with international organs to strengthen its image; when it hijacks different sources of data from departments, states, cities, territories, nations, research organizations and international organs to anticipate impacts, and follow up on social scenarios; when, due to its expertise in environmental management, it is able to attract partnerships with mayoralities, associations and the market more easily; when it forces the enterprises in the Brazilian energy sector to invest in research and in technological development; when it comes up as the major financial institution in Latin America turned to the regional development through the execution of public policies in the rural area; when the government is nationally awarded by the expertise in rural credit; when it carries out forums and workshops to strengthen the inter-sector and inter-governmental connections, and to foster room for negotiation and development of agreement over relevant and emerging topics related to the management of conditionalities and to the follow-up of governmental programs.
2. Types of objectives	The micro-relations of power manifest when: the government formalizes public-private partnerships to maintain the national market with public resources; when it fosters the induction of a public policy to increase national productivity; when it uses the Law on Access to information to limit strategic data; when it uses the win-win relationship argument as a result of partnership between government and start-ups' accelerators; when it institutionalizes personal ideas from programmers, federal judges and federal police officers to operationalize its authority in specific topics; when it establishes terms of cooperation and institutional partnerships to enable the logistics of public activities; when it provides the tracking of public actions and increases the transparency and trust in the government; when it develops strategies of liability, evaluation and systematic follow-up of the results achieved through public projects; when it gathers several governmental organs around the execution of a program of presidential interest; when it establishes the credit advisor to collect, monitor, follow up and direct the rural credit aiming at reducing non-payment and increasing the governmental profitability; and when it performs the institutional change in a higher school for university, aiming at expanding the courses and rooms in College Education in order to meet international goals.
3. Instrumental modalities	It happens when the government institutionalizes regulatory marks, monitoring legislations, evaluation and control; regulatory technical committees; regulation organs; when it performs technical visits of supervision and follow-up; when it uses an advising committee, work plans, public notices, public and manual calls; when it evaluates, qualifies and certifies teams and the market enterprises' structure; when it selects, judges and evaluates the market partners' business model; when it develops methodologies of goal follow-up for the programs; when it fosters the creation of reference documents which identify the judicial resources' defects; when it creates electronic systems of contract follow-up; when it forces the governmental organs into the deployment of citizen's information service units; when it develops indicators in social assistance, in conditionalities, in demography, in inequality, in economics, in education, in productive inclusion, in job market, in social security, in health, in food and nutritional safety, and in income transfer in order to discipline the taking of decisions; when it carries out processes of formal education in order to convince and incorporate the communication and information systems; when it uses the judicial principles (lawfulness, legitimacy, meritocracy and universal access to positions and public jobs) as a driving force to the control activities; when it defines acting territories and cores for a better division and control of the servants and teams; when it develops computer tools to check whether determinant conditions to receive social benefits are being followed; when the government uses indicators to condition the receiving of social benefits; when it uses satellite monitoring to check the productivity and quality of the services in hired private enterprises; and when it uses a system of punishment when the determinants are not followed by the beneficiaries to receive resources from social programs.

4. Institutionalization ways These are micro-ways of strengthening and institutionalizing power: when the government institutionalizes industrial complexes, technical commissions of evaluation, deliberative committees to validate decisions; when it formalizes national programs of growth acceleration and national strategies; when it selects market consultants-entrepreneurs for the elaboration of governmental projects, models and methodologies that are audacious to the country; when it creates a complex institutional arrangement between public and private entities; when it uses management models in order to guarantee the supply of information with quality and timeliness for the taking of decisions; when it creates a judicial device (pacts, decrees, normative rulings, summary statements, procedural amendments, joint orders, boards of conciliation, etc.) to increase the rate of favorable judicial decisions to the government; when it establishes the Law on Access to Information, the Services on Information to the Citizen, and an electronic system of information to the citizen; when it empowers public technicians and managers and establishes an evaluation and information management department to generate monitoring indicators; when it fosters a triple-helix (government, market and universities) to generate information and communication; when it undertakes a system of digital administrative process to modify administrative and operational concepts; when the government creates Portals to gather, license, manage and regulate public solutions; and when the government mobilizes a set of initiatives, actions, procedures, strategies and priorities of inter-sector and inter-governmental character practice to a full, nominal and massive follow-up on the social programs.

5. Levels of rationalization Micro-power happens when the government improves technological processes and investments in the search for economy and profitability; when the government fosters a scale economy; when it evaluates the results from programs which aim at its continuity; when it develops measurement indicators for monitoring evaluation and control; when it uses international indicators as parameters of efficiency; when, through computer systems, it allows the decline in mistakes by human intervention; when it tries to reduce time for diagnosis and treatment of illnesses through services of telecare assistance in remote areas; when it develops evaluation model of economic sustainability from governmental programs in order to reduce public expenses; when it decreases the occurrence of meaningful expenses such as transporting prisoners to hearings through technology; when it develops a system of integration of conditionality data to search for efficiency in the government's social programs, which allows locating, on a micro level, which family disobeyed terms, by municipality, in which area the infringement took place and the impact applied, among others.

6. Status quo maintenance or transformation It concerns the social ways of resistance to the power relations that come from the State. There are those which are exercised the following way: when there is reaction/cultural resistance from the servants to the implementation of changes of paradigm; when there is resistance from the health professionals to the new models of service to the recipients of social programs; when there is suspicion from the recipients to participate in governmental innovations; and, by the prison system's workers' subversion to the use of information technology for being monitored and subjected to punishments.

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