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**Title of the paper**

*A literature review on the formulation of public policies in Brazil*

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## **Abstract**

The objective of this paper is to analyze the Brazilian scientific production published in journals about the formulation of public policies. For this purpose, a bibliometric research was carried out, from the survey of articles in the Capes Portal database. A total of 41 articles were identified in Portuguese, published from 1998 to 2016, with the expression "public policy formulation". From there, it was possible to analyze the papers and to point out the temporal evolution of the theme in the national literature; the number of articles published by study areas; the institutions responsible for the publication of the journals and their respective states; to check theoretical and applied articles; and the most commonly used theoretical approaches.

**Keywords:** Public Policy. Formulation of Public Policy. Bibliometric Research.

## **Introduction**

The study of public policies in Brazil is recent, dating from 1969, period of the initial prospering of public administration as a theme. In this period the study of public policies was restricted in the country, characterized by low funding, focus on planning and national development, in an environment of military dictatorship (FARAH, 2013).

Since Brazilian re-democratization (in the mid-1980s) public policy studies have increased significantly, not only in the area of public administration, but also in economics, sociology, anthropology, and political science. This growth is evidenced by the number of journals specialized in the subject (in the country currently there are 19 academic journals) and by the 12,133 theses and dissertations that dealt with the topic between 1987 and 2010, equivalent to 2.64% of the national production (FARIA, 2012).

There are a lot of theoretical approaches and analytical methods used by the researchers dedicated to public policies in Brazil. Notwithstanding, one approach that

has had special attention is the one that understands them as a dynamic process formed by stages (policy cycle), being common to the majority of the works the idea that the public policies have phases of formulation, implementation and analysis. In this way, the main focus of this article is the formulation phase, being its objective to carry out a survey and an analysis of the publication on the formulation of public policies in Brazil since 1990.

For that intention, a bibliometric research is performed, which means a technique that studies publications in academic papers to quantify and analyze the scientific production of different subjects. This methodology relies on the choice of the relevant databases (the main portal of Brazilian electronic journals, the CAPES Portal); determination of an algorithm (which in this case will be "public policy formulation"); filter by pre-selected criteria (such as the period between 1990 and May 2017); systematization, identification of indicators and analysis of results.

With this research, it is expected to know the main subjects that are dealing with the formulation of public policies, the topics addressed; the main theoretical proposals and the international influences of these studies in the country.

Knowing the academic production regarding the formulation of public policies in Brazil, it will be possible to verify the bottlenecks and possibilities of future development of the subject in the country; making possible later, to compare this production with the one existing in other countries.

In this way, firstly, an overview about the studies of public policies in Brazil will be presented, highlighting its beginning and the influence of North American studies for its development. The second item will be specifically addressed to the formulation of public policies, its meaning and main characteristics. In the third item, the methodology of survey and analysis will be brought forward. As mentioned, a bibliometric study will

be carried out, from the main portal of academic journals in the country, the CAPES Portal. In the fourth item, the analysis of data will be executed, pointing out the main characteristics of the articles found regarding the formulation of public policies. In the final item, the conclusions will be expressed.

### **The Study of Public Policies in Brazil**

The constitution of the field of study in public policies in Brazil had a strong influence of the United States of America (USA), and its emergence was related to the beginning of the public administration as a new field of study in the country (FARAH, 2013).

In the USA, public policy studies were inaugurated around 1930, marked by the work of political scientist Harold Lasswell. In Brazil, the emergence of this field is linked to the growth of public administration as a discipline. The project "Studies on Government Policies", published on the Public Administration Review (RAP) in 1969, is the event which starts it in the country (FARAH, 2013, p. 112)

Trevisan and Bellen (2008) point out that public policy studies in Brazil suffered a boom in the 1980s, a time marked by the end of authoritarianism in the country. According to these authors, the strengthening of studies on public policies was mainly due to three reasons: the democratic transition; the disappointment with the State, which led to a greater interest in the conditions of effectiveness of the public action; and the international state reform movement that guided the public agenda in the years 1980-1990 (TREVISAN AND BELLEN, 2008).

From 1980, it is observed the incorporation of studies in public policies by several areas of knowledge in Brazil, such as political science, sociology, anthropology, administration and economics (FARAH, 2013). The incorporation of public policy

studies in these areas favored the development of the "public policy field, which sought to help overcome the challenges posed by the country's re-democratization and the decentralization of social policies" (ARRETCHE 2002, p. 1).

To Marques & Farias (2013, p. 19), the legitimization and institutionalization of the analysis of public policies occurs not only in the academic sphere, but also in the governmental and social spheres. In these last aspects, it is possible to affirm that the increase of the discussion about public policies in Brazil occurred when public problems and governmental action began to be widely discussed by the media and other social groups.

Regarding the academic scope, from the 2000s, there is the creation of new courses directed to public policies and public administration throughout the national territory (MARQUES AND FARIAS, 2013). The emergence of new courses collaborated to the growth of dissertations and theses dealing with the theme of public policies, to the creation of postgraduate programs, research lines and funding categories focused on this area (ARRETCHE, 2002).

Although there is a significant growth in studies on public policies, Brazilian authors such as Melo (1999); Frey (2000); Arretche (2003); Faria (2003) e Souza (2003) state that it is still necessary to increase the capacity of knowledge accumulation in the area in Brazil; a greater theoretical background and clarity in the use of models or typologies of public policies; and studies that are more concerned with policy issues rather than overly focused on failures and strongly based on the assumption that the formulation and implementation of public policies are processes purely rational and linear.

In relation to the definition of public policies, it is necessary to emphasize that there is a range of different authors who propose to explain the meaning of this

phenomenon. While for Dye (1992) public policy is “what governments choose to do or not to do”, for Peters (1999) public policy is the sum of the governments activities that influence the citizens lives. Yet Laswell (1936), in his analysis, states that public policy refers to "who gets what, when and how". For Gelinski & Seibel (2008) public policies are government actions directed to solving certain public needs. Kingdon (1995) conceptualizes public policies as a set of processes, which includes at least the formation of the agenda; the specification of the alternatives, from which choices must be made; and implementation of the decision.

So, based on the previously quoted public policies definitions, it is notable that there is not a consensus about this concept, however, according to Birkland (2007), some aspects are common, such as the public dimension of public policies; the extent to which public policies, for the most part, affect more people and interests than private decisions; and the importance, because even though the policies carried out by governments are usually controversial, they are fundamental at the same time. In this scenario, the government plays a crucial role in the achievement of public policies (BIRKLAND, 2007).

### **Formulation of Public Policies**

Policy analysis is a multidisciplinary research process aimed to creating and critically evaluating relevant information both to understand and to improve a policy (DUNN, 2008). Bardach (2011, p. 15) defines "policy analysis as a social and political activity".

Howlett, Ramesh and Perl (2013) emphasize the applied nature of policy analysis. According to these authors, one of the ways to simplify the analysis of public policies is to conceive them as a dynamic process formed by interrelated phases (policy

cycle), through which the themes flow in a more or less sequential way from “inputs” (problems) to “products” (policies), considering their impacts.

The effort to translate public policy into a sequence of stages, also defined by Jann & Wegrich (2007) as a political-administrative cycle, was initially idealized by Harold Lasswell (1956). From this initial milestone, several other authors conceived different models of policy cycle. But it is common to all the proposals the phases of formulation, implementation and evaluation of the impacts of public policies (Rua, 2013).

The formulation phase can be decomposed into stages: setting the agenda, formulating alternatives and making decisions. The setting of the agenda is the establishment of a list of problems that draw the attention of governments; the formulation of alternatives refers to the construction of different proposals for solutions to the public problem; and decision-making concerns the stage at which governments choose a course of action. Implementation is the moment when political decisions are translated into action; and evaluation is the phase at which policy impacts are analyzed (SECCHI, 2013; FREY, 2000).

The use of the policy cycle to analyze a public policy allows to investigate one stage in isolation or in relation to others. It is believed that this model of analysis facilitates the understanding of the roles of actors, institutions and ideas involved in policy making (HOWLETT, RAMESH & PERL, 2013).

Despite the usefulness of the model, authors such as Jenkins-Smith & Sabatier (1994), Jann & Wegrich (2007) point out limitations of its use. They emphasize that phased sequencing is often descriptive and imprecise, as it does not evolve in a clear chaining pattern. In addition, this model would be a simplification and it would correspond to an exacerbation of the phenomenon characteristics (as an ideal type),

since public policies rarely have well defined beginnings and endings, but they are constantly reformulated, implemented, evaluated and adapted. Even with such criticisms, the policy cycle is still a widely used model for providing detailed analysis (HILL, 1993) and providing a framework for organizing and systematizing public policy research (JANN & WEGRICH, 2007).

Starting from the model of policy analysis, this study focuses on discussing the Brazilian academic production on the formulation of public policies. There are different theoretical approaches to the process of formulating public policy, but despite their differences and the contexts in which they have been developed, there are some common elements between them. Jones (1984), who defines the formulation as the moment when the means are presented to solve the needs of society, points out some generative characteristics of the formulation:

The formulation is not necessarily limited to only one group of actors, it can proceed without a clear definition of the problem and even without the formulators having contact with the impacted groups. Generally, bureaucratic bodies build the formulation, but it can also be the object of other institutions. It can occur over a long period without sufficient support for a decision of what will be made and a policy implemented. The formulation process itself never has neutral effects, since someone wins and someone loses (JONES, 1984).

The multiple streams model developed by Kingdon (1995) also contributes to the understanding of the process of formulating a public policy. For this author, the policies are formulated from three relatively independent streams (problem stream, policy stream and politics stream). Each streams develops according to its own dynamics and rules, but in certain moments these flows unite themselves. This analytical model is concerned with the pre-decision stages, trying to understand why



some problems enter in the government agenda and why some alternatives are considered while others are neglected.

In the Kingdon model (1995) the first flow refers to the processes by which the problems are recognized and subsequently enter the governmental agenda; the second flow is composed by different alternatives capable of solving a problem, remembering that in this model there is no causality between problems and solutions. The third flow is composed by factors such as national feeling, characterized as propitious moment for acceptance of some ideas; organized political forces; and turnover of key players due to the change of government.

Yet True, Jones and Baumgartner (2007) show, through the punctuated equilibrium model, that the formulation of public policies is a process that usually follows a logic of stability and incrementalism (equilibrium), but in certain circumstances there may be abrupt changes (punctuations). The change in the formulation of public policies, in the understanding of these authors, only occurs when the idea on the subject of public policy changes and therefore predominates in a given political community.

The definitions listed here, although distinct, make it possible to understand the process of formulating public policies as a stage of pre-decision, being characterized as the stage in which the objectives to be achieved with public policy are defined and carried out the considerations regarding different alternatives for action (JANN & WEGRICH, 2007).

## **Methods**

In order to execute the survey and analysis of the publication on the formulation of public policies in Brazil, since 1990, a bibliometric research was fulfilled. This

methodology, until the 1960s, was called statistical bibliography, only to be known as a bibliometric study from 1969, when Alan Pritchard popularized the term "bibliometry" (VANTE, 2002; ENSSLIN & SILVA, 2008).

Tague-Sutcliffe (1992) defines this methodology as the study of quantitative aspects of scientific production, dissemination and use of recorded information. For the author, the bibliometric analysis uses statistical techniques and provides a broad view on the state of the art of the researched topic.

According to Araujo (2006), the development of bibliometric was based on three milestones on the analysis of scientific literature. The first refers to the possibility of building a measurement of the scientists productivity; the second points to the need to verify the dispersion of scientific knowledge; and the third deals with the ability to verify the distribution and frequency of words in a text (ARAÚJO, 2006).

To meet the objective of the article, bibliometric research was carried out in three phases. The first one consisted of database selection and the definition of an algorithm.

The database choose was the CAPES Periodicals Portal<sup>1</sup>, considering the number of electronic journals available to the Brazilian academic community through this portal. In 2015, Capes recorded a virtual collection of 37,818 available journals, with 14,258 titles of free scientific journals - following the worldwide Open Access trend. In the year in question (2015), the total number of accesses to this database exceeded the 113 million mark (CAPES, 2015).

For the search of the articles in the CAPES database, "public policy formulation" was the algorithm used to find all the articles that had this term. In this case, the preposition "of" was taken from the expression (formulation of public policies) in order

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<sup>1</sup> Portal de Periódicos CAPES. Available in: <http://www.periodicos.capes.gov.br/>

to find all the ways that this term appeared in the article, whether in its title or in its subject.

The second phase of bibliometric research consisted of the debugging of articles, with the criteria defined. The first criterion was the period of publication, which should be between 1990 and May 2017. The second criterion was the type of document: only peer-reviewed articles were selected, excluding books, textual resources, theses and dissertations. The third criterion stipulated was the place and language of the publication: only articles published in Brazil, in Portuguese language, were selected that dealt with the formulation of public policies theme.

From the query to the Capes database, using the algorithm and the pre-established criteria, 1,408 articles were found. From that point, the process of reading titles and abstracts began. Articles with the expression “public policy formulation” in the title and / or in the abstract were exported to free software Zotero<sup>2</sup>.

Ninety six articles were exported to Zotero. They went through a more careful reading, including their content, in order to certify if they had as focus of analysis the process of formulating public policies. Fifty five articles initially selected did not meet the objectives of the study, because they did not address the formulation of public policies, but only mentioned in a generic way this theme. Hence, 41 articles dealing specifically with the research focus were found. To conclude the second phase, the systematization and standardization of the information about the articles was performed, with the view to enable the accomplishment of the last step of bibliometric research, which is the analysis.

Forty one articles that integrate the scope of the Brazilian academic production research regarding the formulation of public policies were analyzed, taking into account

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<sup>2</sup>Software Zotero. Available in: <https://www.zotero.org>

the temporal evolution of the theme in the national literature; the number of articles published by study areas; the institutions responsible for the publication of the journals and their respective states; the division into theoretical or empirical articles; the most used theoretical approaches; and the characteristics of authorship. The next item presents the result of such analyzes.

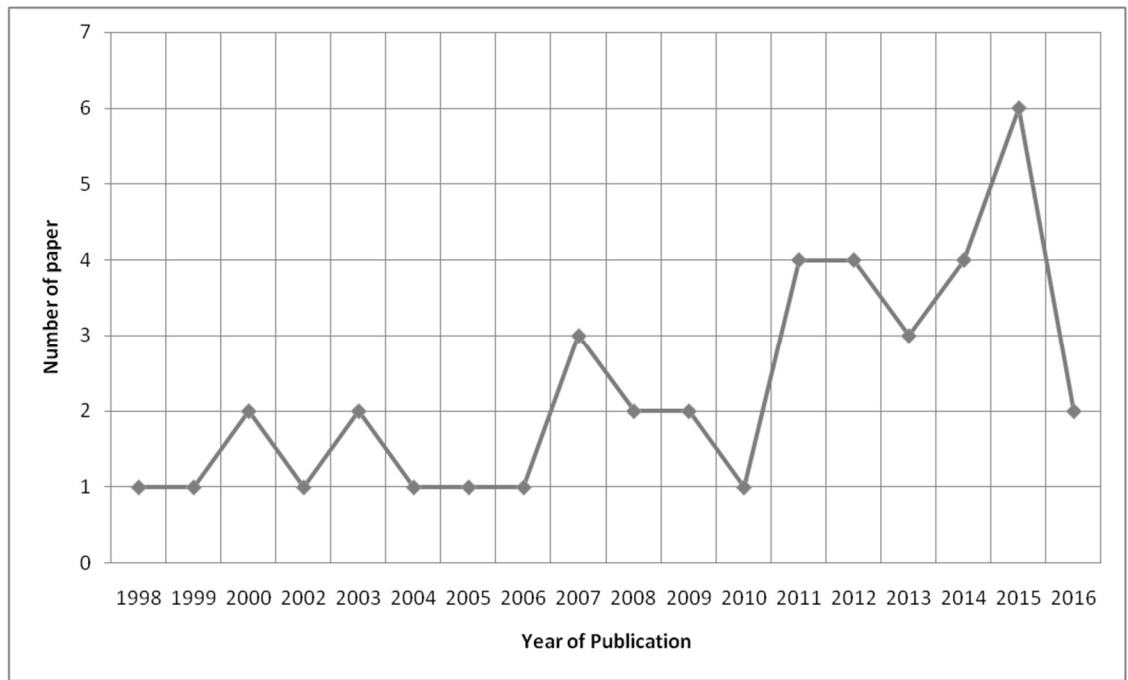
### **Data Presentation and Analysis**

The first item analyzed in the articles that compose the bibliographic portfolio on public policy formulation in Brazil refers to the temporal evolution of the theme. According to Valmorbidia et al. (2013) this analysis is crucial to the researcher understanding on how the subject has been treated in the literature, enabling to verify if it is a topic consolidated or in development by the scientific community and whether the interest of the researchers is aroused.

It is important to mention that the database consulted (CAPES Periodicals Portal) only includes articles published in national journals on the theme of formulation of public policies since 1998. This does not mean that there was no article dealing with the subject in Brazil before this period, but rather that those articles were not available in the database used.

Figure 1 shows the evolution of the publication of articles on the formulation of public policies in Brazil. In this sense, it can be seen that the number of publications on the subject growing well since 2007. In 2010 there was a more significant increase that seems to be sustained up to the present day, since not all the publications of 2016 and 2017 were launched and indexed in the CAPES database (May 2017).

### **Figure 1: Time evolution of publications on public policy formulation in Brazil**

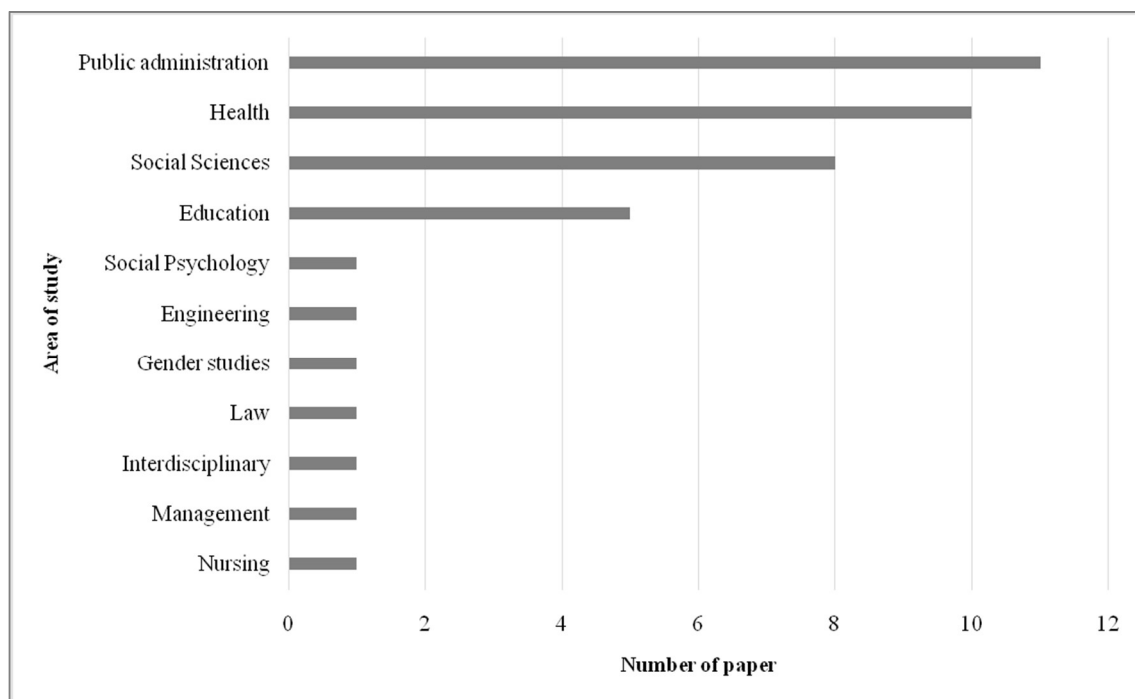


**Source:** Research data

Figure 1 also shows that the studies on public policy formulation in Brazil belong to a field under construction, considering that this theme has been more explored in recent years. It is believed that the reasons for the growth of this field of study over the years are due: the multiplication of postgraduate courses that approach the public policies in Brazil and also the increase of the funding for researches of all areas in the country - that went from 1.32% of gross domestic product (GDP) in 2000 to 1.66% of GDP in 2013 (MCTI, 2015).

After the temporal analysis, it was considered pertinent to examine the disciplinary areas of the journals that published the articles on public policy formulation in Brazil. In this research it was decided to aggregate some areas in order to facilitate the understanding about the object of study. For example, the journals of sociology, politics, and anthropology were aggregated in the social sciences area, and the articles published in the journals of public health and health were grouped together in the health field. Figure 2 shows these research results.

**Figure 2:** Study area of journals that published articles on the formulation of public policies in Brazil, 1998-2016



**Source:** Research data

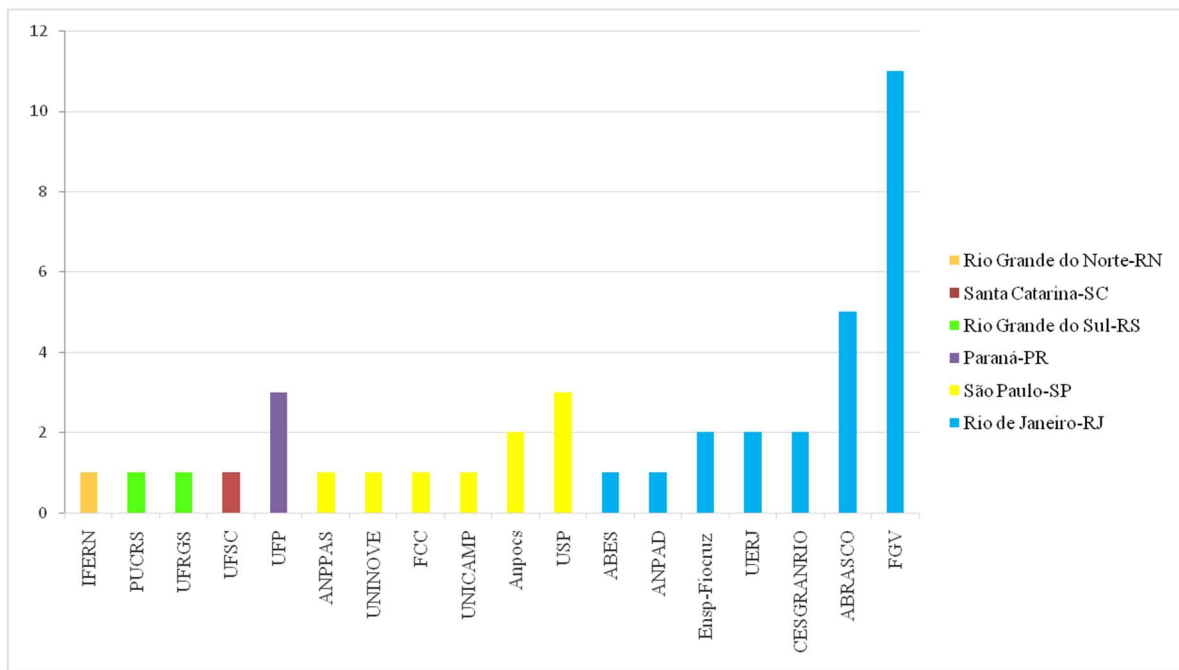
Among the journals that published articles on the formulation of public policies in Brazil, the most relevant are those related to the public administration area, with 11 articles. In this case, they were all published by the Public Administration Review (RAP) of Getulio Vargas Foundation's (FGV). The study of Farah (2013) helps to clarify the incorporation of the field of public policy studies by public administration. The author explains that the study of public policies helped in the construction of a multidisciplinary identity for the public administration in Brazil, joining issues such as administration and politics in order to meet social demands. Farah (2013) still draws attention to the practical perspective of both fields, given that public administrators not only implement policies but also participate in their formulation. It should be

highlighted, however, that the interpenetration movement between these fields was international, to the point that the analysis of public policies became part of the basic nucleus of public administration training. Nonetheless, this does not mean that there is a hegemony of public administration with regard to public policy studies. Other areas have incorporated public policies as subjects of study and are fundamental for the development of different approaches, methodologies and perspectives that generate new knowledge.

For example, health journals published 10 articles that dealt with the formulation of public policies, with collective health journals publishing most of the articles in this area. The social science journals were responsible for the publication of eight articles of the 41 articles analyzed, followed by the journals of the education area, which published five articles.

It was also observed the institutions responsible for the publication of the journals that dealt with the formulation of public policies from 1998 to 2016 and their respective federal states, as shown in Figure 3.

**Figure 3:** Journal institutions that published articles on the formulation of public policies in Brazil and their respective federal states, 1998-2016.



**Source:** Research data

Most of the institutions that published articles in their periodicals on public policy formulation are located in the state of Rio de Janeiro, with emphasis on the role of FGV. This institution publishes the RAP and it has a long history of disseminating public policy research in the country. As pointed out earlier, it published the "Studies on Government Policies" in 1969, which marked the beginning of public policy discussions in Brazil. Notwithstanding, even to this date, this journal continues to be an important vehicle for disseminating knowledge about the subject, as evidenced by the search results.

There are also magazines published by institutions present in the state of São Paulo, with emphasis on those edited by the University of São Paulo. Then Rio Grande do Sul also appears with periodicals that publish articles on the formulation of public policies, accompanied by the states of Santa Catarina, Paraná and Rio Grande do Norte. This state division follows the inequality of the development of science and technology in Brazil. In this country, the Southeast region (composed by the states of São Paulo,

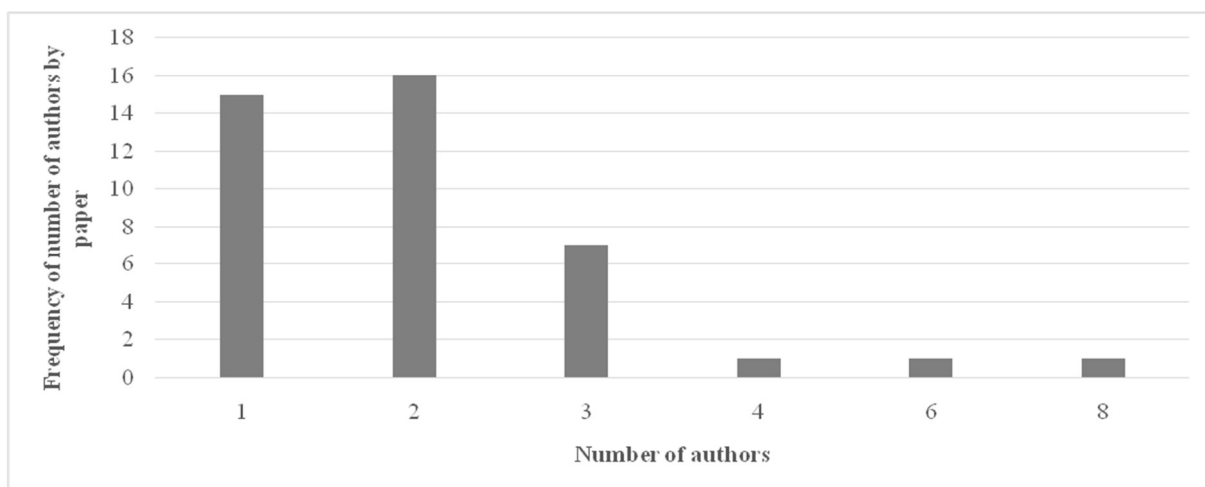


Rio de Janeiro and Minas Gerais) concentrate 57% of the federal resources destined for science and technology, followed by the Northeast (including Rio Grande do Norte) and Southern region (Santa Catarina, Paraná and Rio Grande do Sul), each concentrating 13.6% and 13.3% of federal resources, respectively (PRATA, 2015). In this way, the results presented here are consistent with the inequality of scientific and technological development in Brazil.

It is noted that the 18 institutions presented in Figure 3 are responsible for the edition of 21 periodicals (listed in the Appendix I). What is noticeable is that of the 19 specialized public policy journals in Brazil designated by the Sucupira Platform managed by CAPES, only one appeared in this research among those who published articles on the formulation of public policies.

As for the authorship characteristics, it is verified that of the 41 articles analyzed, 15 have only one author, 16 were written by two researchers and the others have been written by three authors or more. Figure 4 illustrates this result.

**Figure 4:** Authorship characteristics of the published articles on the formulation of public policies in Brazil, 1998-2016.



**Source:** Research data

There is a wide diversity of authors working on the theme of public policy formulation in the country. Thus, only one author participated in the elaboration of three articles that compose the bibliographic portfolio of this research. In the others, a repetition of authors was not verified.

Regarding the characteristics of the articles, it was sought to verify if they were theoretical studies or applied researches, still it was verified whether field research was used. For the purposes of this study, those who dedicate themselves to "(re) constructing theory, concepts, ideas, ideologies, polemics, with a view to improving theoretical foundations" have been classified as theoretical articles (FANTINATO, 2015). The applied researches are classified as those that promote the discussion of organizational practices, policies, programs and projects, aiming to generate knowledge for the practical application, directed to the solution of specific problems (PRODANOV & FREITAS, 2013 and ZANELLA, 2009). Now the methodology of field research consists in the observation of facts and phenomena as they occur spontaneously. In this case, the researcher must go to the field, talk to people, witness social relations (LAKATOS & MARCONI, 2010 and ZANELLA, 2009).

So, it was identified that the 41 articles in the bibliographic portfolio four of them deal with theoretical studies and 37 are applied researches. Out of the articles that have applied researches, 22 are bibliographical and documentary studies, while 15 use field research as methodology of data collection. The applied papers deals with topics such as the formulation of public education policies, health, public budget and the environment.

Of the theoretical articles (4) and those that had bibliographical and documentary research (22), 13 used mainly the following approaches to discuss the

formulation of public policies: the policy streams model of Kingdon (1995); the policy cycle of Howlett & Ramesh (2003) focusing on the formulation phase; the neo-institutionalist theory of Skocpol (1992), Immergut (1992), Orloff (1993); policy networks of Easton (1992), Kenis & Schneider (1991) and Marin (1991); Wilks & Wright's policy community (1987); garbage can model of Cohen, March and Olsen (1972); institutional rational choice of Ostrom (1990); and advocacy coalition of Paul Sabatier (1986). The other 13 articles discuss the formulation of a policy, but do not use any of the approaches of the field of public policy analysis.

Also, 15 articles carried out field research. Among the tools utilized to fulfill the field research objectives, it is possible to mention mainly interviews and participant observation. From these articles, 8 used a public policies analysis approach, the main ones being: the policy streams model of Kingdon (1995), the policy cycle of Howlett & Ramesh (2003) and the advocacy coalition by Paul Sabatier (1986). Table 1 shows the foreign authors most referenced in the Brazilian articles on the formulation of public policies.

**Table 1:** Foreign authors used in the bibliographical references of the papers on the formulation of public policies in Brazil, 1998-2016

Author's name	Paper number cited by the author	Author's name	Paper number cited by the author
BACHRACH, Peter & BARATZ, Morton S.	3	LEHMBRUCH, Gerhard	1
BENNETT, Colin J & HOWLETT, Michael	1	LINDBLOM, Charles E.	1
BIRKLAND, Thomas A.	1	LOWI, Theodore.	2
BÖRZEL, Tanja A.	2	MAJONE, Giandomenico	1
CHRISTIANSEN, Lars; DOWDING, Keith	1	MARCH, James & OLSEN, Johan	1
COHEN, Michael; MARCH, James & OLSEN, Johan	1	MEIER, Kurt. G. & NEDELMAN, Birgitta	1
DAHL, Robert	2	MENY, Yves & THOENIG, Jean-Claude	1
DOLOWITZ, David P. & MARSH, David	1	Marin, Bernd. & MAYNTZ, Renate	1
DOWDING, Keith	1	OSTROM, Elinor	2
DUNN, William. N.	1	PARSONS, Wayne.	1
DURAN, Patrice & THOENIG, Jean-Claude	1	PETRACCA, Mark P.	1
EASTON, Geoffrey	2	RICHARDSON, Jeremy John & JORDAN, A. A. Grant	1
FISHER, Frank & FORESTER, John	2	SABATIER, Paul. A.	2
HAAS, Peter M.	1	SABATIER, Paul A.; JENKINS-SMITH	3
HALL, Peter A.	2	SABATIER, Paul A.; MAZMANIAN, Daniel	1
HAM, Christopher C. & HILL, Michael	1	SABATIER, Paul A.; WEIBLE, Christopher M.	1
HECLO, Hugh.	1	SCHLAGER, Edella	1
HEINTZ, H. Theodore & JENKINS-SMITH, Hank	1	SCHMITTER, Philippe C.	1
HEINZ, John P.; LAUMANN, Edward O. ; NELSON, Robert L. & SALISBURY, Robert H.	4	SCHNEIDER, Volker	1
HOWLETT, Michael.	1	SKOCPOL, Theda.	1
HOWLETT, Michael., & Ramesh, M.	1	SMITH, Martin J.	2
IMMERGUT, Ellen M.	1	THEODOULOU, Stella Z. & CAHN, Matthew A.	1
JANN, Werner & WEGRICH, Kai	1	THOMAS, Clive S.	1
JENKINS-SMITH, Hank & SABATIER, Paul.	1	TRAVIS, Rick & Zahariadis, Nikolaos	1
JENKINS-SMITH, Hank.	1	WEAVER, R. Kent. & ROCKMAN, Bert A.	2
JOHN, Peter.	1	WEIBLE, Christopher M.; SABATIER, Paul A.	1
JONES, Bryan D. & Baumgartner, Frank. R.	2	WEIR, Margaret, ORLOFF, Ann Shola & SKOCPOL, Theda	1
JONES, Charles O.	1	WILSON, Graham K.	1
KELLY, Rita Mae & PALUMBO, Dennis	1	ZAHARIADIS, Nikolaos	4
KENIS, Patrick	2	ZAHARIADIS, Nikolaos & ALLEN, Christopher S.	1
KINGDON, John.	11	ZICCARDI, Alicia	1
LASSWELL, Harold Dwight	1	ZURBRIGGEN, Cristina	1

**Source:** Research data

Analyzing table 1, it is noted that there is a great diversity of foreign authors used in the national studies about the formulation of public policies. But the studies of John Kingdon had its approach used by 11 articles of the bibliographic portfolio analyzed here, followed by Paul Sabatier that had different works referenced in 8 national articles. Michael Howlett and Nikolaos Zahariadis were also mentioned in 6 articles studied here.

Regarding national authors, the main bibliographical references of the articles were the studies developed by Celina Souza (cited by 7 articles), followed by Klaus Frey and Leonardo Secchi who were mentioned by 4 different articles each. Finally, Ana Claudia Capella had her study cited by 3 papers in the bibliographic portfolio.

It is important to highlight, however, that out of the 41 articles analyzed, 21 did not use any theoretical approach in the field of public policies. This evidence corroborates the notes made by Brazilian authors, previously mentioned, such as Melo (1999); Frey (2000); Arretche (2003); Faria (2003); Souza (2003) and Souza (2007). They report that there is an expressive increase in studies on public policies in Brazil, but it is still necessary to increase the capacity of accumulation of knowledge in the area; to have greater theoretical background and clarity in the use of models or typologies of public policies.

### **Final Remarks**

This article sought to carry out a survey and an analysis of the published articles about the formulation of public policies in Brazil since 1990. For this purpose, a bibliometric research was performed, from the CAPES Periodicals Portal, with the expression "formulation public policies". The main research filters are papers published

since 1990, in Portuguese, in Brazilian journals, which use a selection of articles by blind review.

A total of 41 articles were found to be published between 1998 and 2016 that dealt with the theme of public policy formulation. It was verified that these papers were published in magazines of different disciplinary areas, being the public administration and collective health the areas that most approached this subject. There was an increase in the articles that have been published on the subject in Brazil in recent years, especially since 2007. Of these articles, it is important to realize the low number of exclusively theoretical studies, which seek to discuss models of understanding the formulation of public policies as a social phenomenon. On the other hand, among the articles that refer to applied research there is a diversity of themes and theoretical approaches, with emphasis on the approaches of John Kingdon, Paul Sabatier, Michael Howlett and Nikolaos Zahariadis.

Out of the 41 analyzed papers, 51% did not use the theoretical approaches characteristic of the public policies field, which corroborates the fact that national studies need to accumulate knowledge in the area, with theoretical basis and understanding of the typologies and models of the public policies field.

While discussing the research, nonetheless, some comments should be stated. First, it is possible to mention that the use of CAPES Periodicals Portal restricted the search only to the indexed articles that were available for consultation. In this case, it is not possible to say, with the survey carried out, that all the national production regarding the formulation of public policies was found. Some journals were not indexed in CAPES Periodical Portal, so their articles were left out of the analysis. In addition, it was a choice of the authors of this article, not to evaluate the theses and dissertations that have discussed the subject, although it is understood that they are relevant works

that may contribute to the development of the discussion about public policy formulation. In any case, the CAPES Periodicals Portal is the main portal of Brazilian electronic journals, which validates the relevance of the data collected in the research.

Another significant point is that, by restricting the search for the "public policy formulation" algorithm to the title and summary of the articles, other research that addressed the theme throughout the text may have been excluded from the analysis, like investigations that approached the policy cycle without focusing on the formulation, for instance.

In spite of these limitations of the research, this study is a first approximation with the subject in the country - until the moment there is no such survey on the formulation of public policies. It is also considered that new analyzes can be conducted from the articles found, and it is also possible to compare the analyzes undertaken with international studies on the formulation of public policies. In this way, it is hoped to contribute to the scientific production of the Brazilian academy on the formulation of public policies.

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**Source:** Search data