


THE IMPORTANCE OF STAKEHOLDERS IN THE INSTITUTIONAL STRATEGIC PLANNING OF A PUBLIC ORGANIZATION

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ABSTRACT

The article is justified by bringing theoretical contributions and pointing out practices that synthesize the perception of stakeholders identified in the process of elaborating the PEI of a School of Government. The research problem aims to answer: how does EG relate to stakeholders to carry out the production and delivery of educational services to state public servants in the context of the elaboration of the PEI?. The objective is to analyze the degree to which stakeholders threaten or cooperate in the process of production and delivery of services. To this end, the descriptive approach was adopted as a methodology, in which qualitative and quantitative data surveys were carried out, combining focus group techniques, interviews with public agents and survey-type research, using the internet to capture the perception of students, graduates and teachers who form the group of stakeholders directly influenced and influencers of the EG's core activities. Thus, as a result, it is observed that the group hired by EG to manage services necessary for the production of courses (computer and communication technology, internet provider, educational management applications) presents itself as the main threat to the process of execution of activities. On the other hand, all groups show a high degree of cooperation. Thus, it is concluded that the application of the Stakeholder Theory in the processes of elaboration of the Institutional Strategic Planning - PEI in public organizations still lacks theoretical and empirical density, since the diagnosis of these organizations is strongly linked to traditional models, disregarding the behavior of stakeholders and their potential to threaten or cooperate.

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INTRODUCTION

The literature on *stakeholders* has advanced the discussion on the creation and distribution of value between the parties (Boaventura *et al.*, 2020), since the seminal study by Freeman *et al.* (2010), in which the proposal is focused on the bargaining power of *Stakeholders*, to Boaventura *et al.* (2020) that propose processes of co-creation of value at the level of the organization, to then create value.

Stakeholder *management* is part of the process of preparing the IEP of contemporary organizations, public or private, and has positive consequences for organizational performance. By managing stakeholders, organizations are able to identify the various interest groups in the institution and formulate strategies according to the importance of each of them, as well as the forms of relationship, namely: engagement, citizen participation, collaboration, and sharing (Bryson & George, 2020).

The literature, which deals with organizational management, shows that the process of elaboration of the PEI, based on the perception of managers and public policy makers, has low effectiveness in the organization's performance. By choosing to include stakeholders in the process of preparing the IEP, the organization expands the power of analysis, based on a process of careful reflection that subsidizes the decision of who and how to relate to develop activities, with the objective of having the best performance.

The application of *Stakeholder Theory* in public organizations still lacks theoretical and empirical density, especially with regard to methodologies for identifying and classifying the groups of individuals and organizations that influence and are influenced by these organizations (Brayson *et al.*, 2018).

Stakeholder management finds application in different areas of research, such as in the management of mega construction projects (Mok *et al.*, 2015); in the expansion of the effect of the governance of public infrastructure projects and in the management of the interests of internal and external agents in Public-Private Partnerships (PPPs) in underdeveloped countries (Amadi *et al.*, 2020). In the educational segment, Falqueto *et al.* (2013), present the results of empirical research in which the PEI was developed, considering the characteristics of the stakeholders. In these studies, the authors guided the elaboration of the PEI in a collaborative way among the agents of the service production chain.

Thus, it is understood that the construction of the PEI in public institutions should go beyond the application of traditional tools - Balanced Scorecard, Logical Framework,

Project Management Body of Knowledge and SWOT - and start to include, in its formulation process, the identification and classification of stakeholders, in order not only to improve the result of policies, but to create greater public value for citizens (Bryson *et al.*, 2018).

Hence the importance of investigating the process of elaboration of the PEI in a state EG, whose attribution is to carry out the qualification and professional and higher training (*lato sensu*) of public servants. EG organizes itself internally to develop training trails, offer physical infrastructure and Information and Communication Technology (ICT), hire teachers, internet services and conduct courses, using the distance learning platform as a way to serve the almost 100 thousand public servants of the State.

In this context, it is intended to answer the following research question: how does EG relate to stakeholders to carry out the production and delivery of educational services to state public servants in the context of the elaboration of the PEI?

The objective of the study is to analyze the degree to which stakeholders threaten or cooperate in the process of producing and delivering services. The study brings a theoretical-empirical contribution to the field of *the stakeholder* approach to public organizations, especially to a school of government, our *locus* of analysis.

This article is structured in four sections, in addition to this introduction and conclusion. The theory of the Stakeholder approach in the preparation of the PEI is presented in the second section. In the following section, the methodological procedures; in the next, the presentation of the results and, finally, the discussions.

THEORETICAL FRAMEWORK

This section presents the basic theory to be used in the discussion of the results of the research in order to enable the identification and classification of *the EG stakeholders* and to subsidize the discussion of the results obtained by the empirical research with the multiple *stakeholders*.

INSTITUTIONAL STRATEGIC PLANNING (IEP) IN THE PUBLIC SECTOR AND THE STAKEHOLDER APPROACH

The PEI is the instrument used by organizations to establish parameters on how to structure themselves administratively and which strategies to develop in order to achieve the best market performance. For Bryson and George (2020), the elaboration of strategies

requires the capabilities and aspirations of the organization's internal stakeholders. Assuming PEI as a process, its systemic nature must be considered, in which the organization impacts the external environment and is impacted by it. Thus, according to Freeman et al. (2010), the PEI must consider the relationship of the organization with the different agents with which it relates.

The Pluriannual Plans (PPA) of governments define the guidelines and strategic objectives at the macro level, while the PEI establishes the short, medium and long-term strategic actions in organizations. It is expected that there will be alignment of these planning structures, which, according to Cabral (2020), may be to a non-existent/incipient degree; initial process; committed, managed process; Optimized alignment.

However, the elaboration of the PEI in public and private institutions has been carried out under the aegis of traditional organizational strategy methods, used to create value, including Balanced Scorecard, Logical Framework, *Project Management Body of Knowledge*, and the SWOT matrix (Toni, 2021), in which the participation of the organization's staff in a *top-down process stands out*, assuming that managers have as much information as necessary to establish the long-term actions that are fundamental to achieving the strategic objectives and established goals. In this context, civil servants and service providers, essential stakeholders in the definition and execution of actions, do not participate in this process of preparing the PEI.

In the value creation strategy proposed by Freeman *et al.* (2010), first, the value is created and then it is shared in a bargaining process between the parties, with advantages for the employees with greater power to threaten the organization's achievements. Boaventura *et al.*, (2020) diverge from this logic based on the research carried out on services delivered to citizens by public companies and argue that the form of involvement between managers and stakeholders shows the importance of the stakeholder, thus occurring a process of co-creation of value in the flow of product development.

In the context of public service, Brayson and Roering (1988, p.74) define stakeholders "as any person, group or organization that can claim the attention, resources or production of an organization or be affected by such production", and indicates that the parties interested in government production "are citizens, taxpayers, recipients of services, government agencies, officials, trade unions, interest groups, political parties, the financial community and other governments."

Savage *et al.*, (1991) developed a model based on the ability of stakeholders to cooperate and threaten, as defined by Freeman *et al.* (2010), and that it is important for the organization when establishing its management strategies and processes, as shown in Table 1. In the model, organizations can adopt strategies ranging from involving employees willing to support the relationship, in the case of type 1, using an engagement strategy, to type 4, employing collaboration strategies. In type 2, a marginal relationship predominates, whose strategy is to monitor, and type 3, unwilling to support, whose strategy is to defend the organization from threats and low capacity to cooperate.

Table 1 - Mapping the importance of stakeholders to the organization

Cooperate/ Threaten		Ability to threaten	
		Low	Discharge
Ability to cooperate	High	Stakeholders tipo 1 Willing to support Strategy: Engaging the willing	Stakeholders tipo 4 Ambiguous Strategy: Collaborate
	Low	Stakeholders tipo 2 Marginal Strategy: Monitor	Stakeholders tipo 3 Not willing to support Strategy: Defend

Fonte: Adaptado de Savage *et al.*, 1991

From this perspective, it is healthy for public organizations to define their mission, vision of the future and strategic objectives to achieve the defined goals. However, PEI, in the public sector, aims to create public value for citizens based on the achievement of goals through the performance and effort of the State and its public agents, in improving services to the community (Bryson *et al.*, 2018). However, it is important to consider the level of cooperation and threat from stakeholders.

APPLICATIONS OF STRATEGIC STAKEHOLDER MANAGEMENT IN THE TECHNICAL AND HIGHER EDUCATION SEGMENT

Stakeholders can influence the implementation of public policy actions, by their own or joint interest, in the elaboration, implementation and monitoring phase, according to Silva Bispo and Gomes (2018). In the investigation of the main stakeholders involved in the process of formulating the National Program for Access to Technical Education and Employment (Pronatec), the authors draw attention to the new look at the role of stakeholders in the definition of the program, considering the contradictory and articulated relationships present in the social environment that public policy aims to transform.

The importance of *stakeholders* in the elaboration of the PEI at the Center for Applied Social Sciences (CCSA) of the Federal University of Rio Grande do Norte, carried out by Borges and Araújo (2001), is evident when the coordinators of the PEI invite the civil servants of the different sectors and functions (directors, head of department, coordinators, secretaries) to present their experiences in conducting the activities and in the development of the shared vision of the opportunities and the challenges of the Center.

Contributions and limitations of the IEP, in the perception of the managers of a public university, are the objective of the study developed by Pascuci *et al.* (2016), in which the *stakeholders* were the members of the rector, pro-rectories and directors of academic units, all agents who are part of the institution's senior management and who are at the strategic level of the PEI hierarchy. In this case, Pascuci *et al.* (2016) identified some limiting aspects of the PEI, such as: absence of a culture of planning and evaluation of games of interest, the lack of integration between the administrative and academic areas, due to the political bias, as well as resistance to change.

In order to classify and attribute degrees of influence of the *stakeholders* involved in the implementation of the PEI carried out at the University of Brasilia, the study developed by Falqueto *et al.* (2013) shows the interaction between *stakeholders* in the institution, which reinforces the idea of Boaventura *et al.* (2020) in the process of creating value of the strategy of inserting *stakeholder management* in the PEI. In the study, the groups indicated as most influential were the top management, the UNB Planning and Budget Secretariat, the Ministry of Education, the Ministry of Planning and Budget, in addition to the external audit bodies.

Chan (2021) presented a modified model from Savage *et al.* (1991) to examine the strategies that university leaders employ to manage the pool of scholars, defined as "powerful, autonomous, and intelligent whose support for most higher education initiatives is essential." In this revised model for managing *stakeholders*, the author proposes a comprehensive strategy, such as monitoring all *stakeholders* and not just marginal ones, assuming that these employees have the potential to change from one position to another, in a context of strategic management of HEIs located in Canada.

In the realization of EG's PEI, what is different is its collective construction, resulting from articulation and continuous dialogue with the staff, allowing each board or coordination to see each other's performance. It is worth noting that the group of

stakeholders formed by EG graduates was included in the research, expanding the scope of the groups investigated by Falqueto *et al.* (2013).

METHODOLOGY

The methodological approach of the research contemplated the combination of qualitative methods, such as in-depth research and focus group, and the survey type research representative of quantitative methods. This arrangement is known as a multi-method approach, one of the most complete forms of research, according to Oliveira (2015).

The main stakeholders participating in the research were defined in advance, as observed in the studies by Brayson and Roering (1988), Borges and Araújo (2001), Pascuci *et al.* (2016) and Silva Bispo and Gomes (2018), after dialogue with the directors and coordinators of EG. The graduates were included because the group is frequently evaluated in the short and lato sensu courses held by the EG, in addition to expressing their opinion on pedagogical and infrastructure aspects.

IDENTIFICATION OF STAKEHOLDERS

The identification of stakeholders was carried out from the first scheduled meeting with the general management, directors and coordinators, in which all the relationships with suppliers necessary for the development of the activities of preparation of face-to-face and online courses, workshops, lectures were presented; and also with the demanders of these services, which are public servants (Figure 01).

This combination of internal and external interest groups forms the set of relationships that EG must consider in its PEI to define the strategic objectives, actions, goals and monitoring indicators, aiming at the fulfillment of its institutional mission, defined in the light of the government guidelines expressed in the Multi-Year Plan (PPA). These guidelines reflect the public policies for the training of public servants, whose strategy is the expansion of essential competencies, necessary for the development of new administrative and technological processes that make the production and delivery of public services to citizens more efficient and effective.

Figure 01 - Stakeholders identified in the EG



There is another set of *stakeholders* that has an interest in FE, but which is not directly related and is defined as of secondary interest (Savage *et al.*, 1991), which is the case of communities not served by public policies to reduce economic, social and environmental vulnerabilities. However, it is assumed that these demands are identified in the PPA and that the formulation of programs and actions is carried out by qualified public servants.

COLLECTION PROCEDURES

The in-depth interview technique was used to collect information from the state secretaries of planning, budget and finance, social action, the general management and the directors of execution and operationalization of the EG. The guiding questions of the research focused on the strategic importance of FE in the formation of skills and competencies of public servants; in the training of managers at the strategic, tactical and operational levels; and in the internal and external factors, determinant for the definition of the set of short-term, improvement and specialization courses offered by EG. 6 people from this level of EG management were interviewed.

Data collection was carried out from the servers and suppliers of hygiene, security and information technology services using the focus group technique. The groups of civil servants were created, considering the allocation of civil servants by board coordination. This made it possible to collect data based on the perception of these groups regarding the strengths and weaknesses and threats and opportunities for FE, as well as identifying the existing barriers that hinder the performance of the activities. 24 civil servants were interviewed, in six groups of four.

The external groups, formed by the service providers, were interviewed as a way to identify the barriers encountered to carry out their activities and the relationship with the

EG in order to find solutions to the problems indicated. The group was formed by 6 representatives and the average duration of the meetings was 50 minutes.

Data collection from students, graduates and teachers of EG was carried out through the application of a survey. The questionnaire was elaborated based on closed questions, with sociodemographic aspects and questions to identify strengths and weaknesses, with their appropriate intensity (low, medium, high). This questionnaire was inserted in *Google Forms*, and the electronic address was sent by e-mail to a group of 1200 people from the group of students, graduates and professors. A total of 123 questionnaires were returned, and 110 of them formed the non-probabilistic sample of the intentional type.

The surveys with the *Stakeholders* were carried out from March to June 2019. All in-depth interviews and focus groups were conducted within the EG. The choice of individuals, except for secretaries, directors and coordinators of the EG, was made in such a way as to make the groups as heterogeneous as possible.

DATA ANALYSIS

To analyze the in-depth interviews and focus groups, the content analysis technique was used, which, according to Mozzato and Grzybovski (2011), is the most refined technique, since it uses intuition, imagination and creativity to define the categories of analysis, with rigor and depth in the interpretation of the data. The ability of stakeholders to threaten and cooperate, as presented by Savage *et al.* (1991), was fully observed in the interviewees' statements and in the intensity with which the aspects were perceived by the interviewers.

In the case of in-depth interviews, in the meetings with the participating groups, the researchers captured, in the interviewees' statements, aspects that were more consistent with the willingness to cooperate (identification of weak points, suggestions to improve management, indication of new technologies to expand the capillarity of FE care, among others). The potential to threaten was identified from the high frequency with which the barriers to carrying out the activities were highlighted by the groups.

The results of the *survey survey*, carried out with students, graduates and teachers, were systematized, and the proportions of the answers to the items of the questionnaire on the qualification of strengths identified by students and graduates (High, Low, Medium) express the level of threats and cooperation.

RESULTS AND DISCUSSIONS

CHARACTERISTICS AND CLASSIFICATION OF STAKEHOLDERS

In this section, the main characteristics of stakeholders are presented, considering the actions of each one, the role they represent for EG and the potential to cooperate or threaten. Based on these characteristics, they will be assigned a classification, according to the model of Savage *et al.* (1991).

Group of Secretaries of State, General Management, Area Directors and EG Employees

This group of stakeholders plays a central role in defining the policy for the training of public servants and in the process of elaborating internal strategies for the execution of actions, since the success of the alignment process between government policy and the actions of the PEI is largely due to the interdependence between stakeholders (Folqueto *et al.*, 2013).

The interaction between the parties involved in the definition and production of educational services to be performed by the EG contributes to the decision-making for courses that raise the level of intellectual and structural capital in public administration bodies and the performance of institutions in delivering services to citizens (Bonemberger *et al.*, 2019).

In the speech of one of the secretaries interviewed, he points out that EG "needs to innovate its operational procedures in the Information Technology (IT) segment in order to increase the capillarity of spatial service of demands in the most distant regions of the capital and offer innovative models of courses". In addition to pointing out, also, that EG "[...] needs to identify the demand of the agencies for higher education *Lato* and *Stricto Sensu*, especially in the training of coordinators and directors with skills to develop organizational, logistical, environmental management and all the operations necessary for the development of activities".

In view of the perceptions of the interviewees, it is clear that this group has a low potential to threaten, due to the fact that the interviewees agree with the attributions of the EG in the training of public servants, in addition to accepting the institution as an ally to enable the strategies for the creation of new competencies, which makes the potential for cooperation high. This shows the importance of these stakeholders in the formulation and

implementation of EG actions, considering their interest in the training of public servants, according to Silva Bispo and Gomes (2018).

The group formed by the general management and department directors is the catalyst for all the internal and external demands necessary to carry out the delivery of educational services by EG. In the perception of the general management, "there is a need to train the institution's employees, in which the skills and competencies of employees must be (re)configured as a way to qualify them to use the new ICT tools".

From the perspective of organizational management, this group guides, monitors and evaluates the actions defined for each of the strategic objectives defined in the PEI, aiming to take advantage of opportunities and enhance the strengths of the organization (human, technological, financial resources and social media), in such a way that the demands of the sectors that execute the actions are catalyzed by the directors who, based on their capabilities and expertise, they guide the solution of problems and the (re)configuration of the actions and goals defined in the PEI, a strategy similar to that described by Chan (2021).

It is understood that the group of directors has a low potential to threaten the activities, since they dominate the processes carried out in their boards and perceive the existing weaknesses in terms of structural and personnel deficiencies, in addition to presenting proposals for improvements in the activities. It should be noted that collaborative actions are present and frequent, in order to meet the goals defined by the boards.

This interaction between these *stakeholders* and the others in the EG enables the transfer of knowledge, the improvement of routines, the improvement of competencies and the generation of new capabilities in order to raise the performance of the EG and be in line with the aspects discussed by Bryson and George (2020).

The group of coordinators and employees of EG has a central role in the process of executing the offer of educational services. In this group, the highest degree of interaction between *stakeholders occurs*, so that the combination of resources leads to the adoption of strategies with greater value creation (Falqueto *et al.*, 2013; Boaventura *et al.*, 2020). The experiences lived by the elements of this group, due to internal and external articulations, aiming to carry out a training activity, are fundamental in the creation of competencies and capacities (Pospichil, 2018; Bonemberger *et al.*, 2019; Toni, 2021).

In the group of coordinators and servants of EG, there are two characteristics that, on the one hand, make the group a threat: the high number of commissioned servants and the high turnover of these servants. On the other hand, their potential for cooperation is high. In view of this situation, there is a reduction in the degree of interaction between the parties and compromises the process of value creation, as defined by Freeman *et al.* (2010).

Group of EG students and graduates

This group of *stakeholders*, external to EG, was consulted from a survey, carried out over the internet, using the *Google Forms application*. Among students and graduates, 62.2% were women; 90.9% of students are participating in qualification courses; and 83.3% were graduates.

In the perception of 97.7% of the students and 88.9% of the graduates, there is a medium or high commitment of the EG management and coordinators to the training of students and graduates. The infrastructure of computer labs is classified as medium or high by 93.2% of the students, and 86.1% of the graduates classified the quality as medium or high. The percentage of students and graduates who classified the quality of the course matrix and the pedagogical resources as medium or high was 81.8% and 86.1%, respectively. The basket of courses offered by EG adequately meets expectations and was classified as medium or high for 82.3% of the students and 94.4% of the graduates, as shown in Table 2.

These *stakeholders* have a low level of threat and a high potential to cooperate with the improvement of EG's activities. They identified important aspects that reflect the result of the planning and execution of the courses, such as, for example, qualified teachers for the activity of teaching classes because they have mastery of the contents taught. This indicates that the criteria for selecting professors adopted by EG are efficient to meet, in a qualified way, the demand for the courses.

Table 2 - Qualification of Strengths identified by students and graduates

Issues	Qualification	%	
		Pupil	Egress
Is there a commitment from the Board and Coordination to the student's education?	No response	2,30	0,00
	High	65,90	47,20
	Low	0,00	11,10
	Medium	31,80	41,70
Are there computer labs? Are they working properly?	No response	6,80	0,00
	High	40,90	44,40
	Baixo	0,00	13,90
	Medium	52,30	41,70
Do the course matrix and pedagogical resources favor your learning?	No response	15,90	0,00
	High	43,20	19,40
	Baixo	2,30	13,90
	Medium	38,60	66,70
Does the basket of courses offered by EG adequately meet your expectations?	No response	6,80	0,00
	High	65,90	44,40
	Baixo	0,00	5,60
	Medium	27,30	50,00

The inclusion of students and graduates among the group of *stakeholders* expands the interaction between the parties and reduces the levels of failure of actions in the EG, by considering the opinions of this group in the evaluation processes.

EG Professors Group

Among the interviewees, 50.0% were women, and 80.0% had an employment relationship with the state public administration. Among them, 50.0% are specialists, 40.0% have master's degrees, and 2.6% have doctorates. Among the teachers, 60.0% of them work as high school and college teachers, 30.0% as technicians and 10.0% as consultants or researchers.

Of the items investigated with the teachers (Table 3), the quality of the degree of knowledge of the mission and the development plan of the EG stands out (73.3%), and the perception that the training of public servants is adequate to the needs of the State (53.3%). This level of knowledge of teachers contributes to creating public value (Brayson *et al.*, 2018), considering the high qualification of public servants.

The perception of the teachers that there is a commitment of the EG Direction and Coordination to the student's education is qualified as medium or high by 97.7% of the

participants; and for 76.6% of the teachers, the policy of the relationship of the EG with the graduates is qualified as medium or high. These percentages show that the managers of *the stakeholders* in the EG should increase the level of interaction with this group since they have a high mastery of the role of the EG in the training of public servants, as well as being aligned with the school's mission (Silva Bispo & Gomes, 2018).

Table 3 - Qualification of the Strengths identified by the teachers

Issues	Qualification	%
Knowledge of EG's Mission and Development Plan	High	50,00
	Low	26,70
	Medium	23,30
Training of public servants appropriate to the needs of the State	High	53,30
	Low	6,70
	Medium	40,00
There is a commitment from the Board and Coordination to the student's training	High	76,70
	Low	3,30
	Medium	20,00
EG's relationship policy with graduates	High	33,30
	Low	23,30
	Medium	43,30

Given the high proportions of the items described above, the potential to threaten is low, and to cooperate is high. The teachers form a group that provides services to the EG, accepting the conditions of execution of the activity. The inclusion of these groups in the preparation of the PEI increases the degree of integration among stakeholders (Falqueto *et al.*, 2013).

External Suppliers Group

EG's relationship with external suppliers imposes on the institution a strong dependence on these *stakeholders*, since, according to the servers, the main barriers to performing their activities are due to problems originated by the computer systems used in the management of the processes of execution of the educational services offered by EG. Among the aspects identified, it is observed that computer equipment and software are outdated; the library does not have an online Portal and catalog; the computer labs are outdated, in addition to the deficient access to the internet, which reduces the capillarity of service of the servers located in municipalities far from the Capital.

Incorporating this group in the process of preparing the EIP enabled EG managers to establish new interactions and to have access to strategic information that contributes to the process of contract management, cost management and more effective payment

processes, which are value creation strategies, previously not incorporated by the institution, but are important, according to Cabral (2020) and Toni (2021),

This group presents a high degree of threat, but is willing to cooperate with the institution as long as the aspects identified above are mitigated. In the perception of external suppliers, the barriers found for the provision of services can be reduced from the definition of service flows, the acquisition of computer and communication technology equipment, and the adequate definition of the execution processes by the EG board of directors.

DISCUSSION

Stakeholder *management* is a subject that has been discussed, especially in the strategy literature, in which the influence of these groups on the behavior of the organization is recognized. As managers interact with *stakeholders* and realize the potential threats, contributions, and opportunities of these groups, decisions are made, which affects the value creation process in the organization (Barney & Harrison, 2018). There is also a need for a greater density of studies on stakeholders in public organizations.

In the theoretical context of the New Public Governance, there is a search for greater participation of *stakeholders* in the processes of construction of the PEI (Osborne, 2006) as a way to increase the effectiveness, efficiency and effectiveness of public actions, different from the perspective of the New Public Management focused on the managerial management of processes and the fulfillment of goals at the highest level of efficiency (Bryson & George, 2020). In this sense, the traditional tools for preparing the IEP give way to more participatory and interactive processes between the organization and stakeholders (Bryson *et al.*, 2018).

This study synthesizes the perception of stakeholders identified in the process of elaborating the PEI of a GE and analyzes the potential to threaten and cooperate in the design and delivery of educational services in a way that creates public value. It is understood that a GE functions as a corporate organization and a driver of public administration based on the formulation of policies, guidelines and actions for the qualification of public agents (Aires *et al.*, 2014).

The discussion about the importance of stakeholders in public organizations requires greater theoretical and methodological depth (Brayson *et al.*, 2018). In this sense,

the study contributes to thicken the theory of elaboration of the PEI considering the alignment with the PPA (Cabral, 2020) as a way to make government commitments feasible, and considers essential the analysis of stakeholders (threat and cooperation) and the level of interaction between these parties, in order to adopt appropriate and effective strategies for the execution of actions and the creation of value for all parties involved in this process of elaboration of the PEI (Boaventura *et al.*, 2020; Falqueto *et al.*, 2013; Silva Bispo & Gomes, 2018).

The study also offers empirical evidence of the importance of *stakeholder management* in the process of preparing the PEI in a public organization, which has been neglected or underestimated in the analyses made in the construction of this instrument of organizational planning and strategic management (Brayson *et al.*, 2018), which still uses traditional tools, leaving aside the importance of *stakeholder* strategy in the process of creating and distributing value between the parties (Toni, 2021).

According to table 4, the *stakeholders* internal to the EG - General Management and Department Directors - have a low potential to threaten and a high potential to cooperate. They are classified as willing to support, in this case, the EG strategy, and focus on the engagement of the civil servant, and provide them with essential competencies (Bonemberger *et al.*, 2019), with the objective of increasing capacities, based on the (re)configuration and integration of the skills and competencies developed during the activities, which contributes to expanding the learning curve in the institution.

Table 4 - Potential to threaten and cooperate with stakeholders

Stakeholder	Potential to threaten	Potential to cooperate	Classification
Secretaries	Low	High	Willing to support
General Management	Low	High	Willing to support
Department Directors	Low	High	Willing to support
Coordinators	High	High	Ambiguous
Servers	High	High	Ambiguous
Students and Graduates	Low	High	Willing to support
Teachers	Low	High	Willing to support
External suppliers	High	High	Ambiguous

Students and graduates are willing to support the actions developed by EG, as it is from their evaluations that the institution (re)configures its pedagogical plans, course workload and builds the learning paths defined by level of application of the PEI – tactical, strategic and operational. Falqueto *et al.* (2013) point out that the University's students are fragile stakeholders, as they are only influenced by the execution of the PEI. This group plays a central role in the construction of the institution's IEP, due to the specificities of the educational services delivered by the school, focused on the technical and technological training of the servers.

The group formed by the Coordinators and Servers, essential in the operationalization of EG's activities, has the potential to threaten the execution and fulfillment of the institution's goals, as a result of the turnover of people commissioned in these functions. However, these civil servants have high potential to collaborate and execute short-term actions and daily routines, although the experiences lived that contribute to the formation of the institution's intellectual capital are subtracted from the process of knowledge accumulation. In this group, the highest degree of internal interaction occurs in the elaboration and delivery of educational services, according to the perspective of Boaventura *et al.* (2020), so it must be continuously monitored by managers (Silva Bispo & Gomes, 2018).

The group formed by the teachers has a high potential to cooperate, but a low potential to threaten. In these cases, the strategy is to monitor these employees since they are hired to carry out the teaching activity for a fixed period, in a contractual relationship. However, this group makes the interface between the pedagogical process of building the courses and their execution, in order to achieve the objectives of the training. The study in EG differs from the studies developed by Borges and Araújo (2001), Pascuci *et al.* (2016), and Falqueto *et al.* (2013), for including teachers among the stakeholders.

The stakeholders formed by the providers of services to EG were classified as ambiguous, since they have a high potential to threaten, with the aggravating factor that some of them operate essential processes for the development of activities, in addition to producing the necessary information to carry out evaluations of activities, to monitor and guide the actions defined in the PEI, which may compromise the final performance of EG. However, they have a high potential to collaborate, as long as they are stimulated to do so. This can be achieved through processes of awareness of the importance of the

group for the development of the institution's activities, in order to extend the useful life of the institutional relationship.

This stakeholder does not appear in the studies by Boaventura *et al.* (2020), Falqueto *et al.* (2013) and Pascuci *et al.* (2016), because institutions verticalize the stages of the elaboration of educational services. However, the reality of EG includes the contracting of these services in the market, requiring greater governance in the process of executing activities.

CONCLUSION

The analysis of stakeholders in the process of preparing the PEI is a widely applied practice, especially among private organizations. However, in public schools, this approach has been gaining ground in those institutions that carry out more participatory and shared processes. The study shows that three groups of stakeholders (Coordinators, Servers and External Suppliers), among the eight participants in the preparation of the PEI, have a high potential to threaten the execution of activities in the EG. However, they have high potential to cooperate. In view of this, the managers' strategy is to engage these groups in collaborative processes, as a way to involve them in the execution of activities with a short-term execution period.

Thus, the emergence of the PEI, considering the stakeholders of public organizations, shows the structural gaps that, in some way, affect the daily life of the institution and, consequently, the evaluation of stakeholders. In the case of EG, not only the relationship with the best structure of the computer labs, but also the library collection and the technological processes aimed at making distance learning effective are necessary to effectively meet what was pointed out in the perception of *stakeholders*.

The results of the research contributed to guide internal actions for the formation of new skills and competencies, (re)define routines, establish new relationships with suppliers of computer technologies and *software*, in addition to building processes that lead to new skills necessary for the creation of new products through strategies of gains in scale and scope and product differentiation that expand the training of public servants and lead to the development of new technologies. fulfillment of EG's mission.

The study has as a limitation the fact that it interviewed only two Secretaries of State, the small size of the samples of students, graduates and professors. In addition to the fact that the research reflects the situation at a given moment in time, a cross-sectional

cross-section. In order to carry out future research, it is suggested the development of research with a longitudinal approach, in order to understand how the forces that reflect the interests of the different groups on the PEI act at different times, either to threaten or to cooperate.

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