

# **The senior manager as a strategy manager in change scenarios: practice in the brazilian public sector**

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## **Abstract**

*How does the senior manager of a public organization practice the strategy and mobilize his team to enable continuously, in the organization where it is located: meeting its mission, stakeholder needs and the dynamics of the internal and external environment? This question guides the research of this article which also presents the structuring of a framework that brings together four academic approaches - Carlos Matus' Situational Strategic Planning (1991; 1997; 2005), as a central element; Whittington's Strategy as a Social Practice (1997; 2002; 2004; 2006); Freeman's Stakeholder Theory (2010); and Burns' Transformational Leadership (1978; 2003). Data were collected in semi-structured interviews and treated qualitatively by Thomas's inductive analysis (2006), the Gibbs coding and categorization method (2009) and the matching presented by Trochim (1989). The framework should serve as a reference for the action of the manager regarding the mentioned issue.*

**Keywords:** Management and Strategy; Strategic Situational Planning; Transformational Leadership.

## **1. Introduction**

From the second half of the twentieth century, due to the strong hostility environment in competitions by market, the strategy area started to get great relevance, both in the business and academic fields. In addition, the increase in the structural complexity of organizations associated with the fast pace of environmental changes required bigger capacity to design and implement strategies, in order to overcome noticeable organizational challenges (Camargos & Dias, 2003; Vasconcelos, 2001).

Scenario changes resulting from internal changes in organizations - such as admission, dismissal and retirement - and external changes - such as crises, financial plans and political changes - make planning activities more difficult in terms of projecting a set of actions that aim to achieve an specific result in the future, especially in public organizations (Alday, 2000; Iida, 1993). We also realized some difficulties in the strategic management environment in the public area, especially in the process of updating and reforming management, from the bureaucratic model to the subsequent forms, in which public governance issues and efficiency in service to society's demands are highlighted (Secchi, 2009; Bresser-Pereira, 2017; Abrucio, 2007; De Paula, 2005).

It is also necessary to verify how strategic planning is suitable in public organizations in the face of constant and unpredictable reality changes in the plan. Likewise, analyze the formulated proposal by the Situational Strategic Planning (SSP) which owns a non-deterministic approach, making constant adjustments to the

plan, according to scenarios changing (Matus, 1991; 1997), since the plan is surrounded by “uncertainties, inaccuracies, surprises and other actors’ rejections and support” (Matus, 1991, p. 28).

In the case of rejections and support for the practice of the strategy in which Matus (1991) refers to, another issue is directly related to the success of this practice in an organization and finds reference in the approach of Strategy as Social Practice (SASP): personal interests, sometimes contradictory, immersed in organizations, articulate a number of favorable (or contrary) practices to the everyday practice of strategy making (Da Silva et al., 2011). Addressing these contradictions and their respective interactions with the subject practice involved in the strategy execution is also the aim of this work.

Another element that can interfere in the strategy’s practice is the manager’s team involvement and commitment and its technical staff that make up the organization, especially concerning to the way in which these managers and directors lead their teams. The concept of Transformational Leadership also makes a contribution to the practice of strategy by establishing a connection between leaders and followers, in search of the common ideal, such as the strategic organizational objectives (Burns, 2003).

The articulation between the four elements - Situational Strategic Planning, Stakeholders’ Theory, Strategic as Practice and Transformational Leadership - observing the aspects of the Weberian bureaucratic model evolution, for the proposed reforms by the new public administration models (Secchi, 2009; Bresser-Pereira, 2017; Abrucio, 2007; De Paula, 2005), is the aim of this study, which is guided by the following question: how the high leader of a public organization practices the strategy and mobilizes his team, in order to continuously make feasible, in the organization where he is located, meeting his mission, the needs of stakeholders and the dynamics of the internal and external environment?

That said, this article is divided into nine sections: “1. Introduction”; “2. Public environment and strategic management”, in which public sector issues that impact on the strategy's practice and management are addressed, and which are based on the evolution of public management models; the four concepts that articulate in the answer to the research problem (“3. Situational Strategic Planning”, “4. Strategy as Practice”, “5. Stakeholders’ Theory” and “6. Transformational Leadership”), thus constituting the development; a section called “7. Methodological Procedures”, in which the type of research, the interviewed subjects, and the characterization of data collection are presented; in section “8. Results and Analysis”, the entire structure of the proposed framework and its interrelation with the four approaches studied are described; finally, there is section “9. Conclusion”, containing the final considerations, their results and a proposal for future research for the topic in question.

## **2. Public Environment And Strategic Management**

Mintzberg et al. (2009) identify flaws in the planning of companies and organizations, because, in addition to the problems related to the emergence of changes in external scenarios that impact the intended strategy, making it different from the one that was actually carried out, there were also difficulties generated for its compliance, as a consequence of the separation between thought and action, since different groups think, elaborate and practice this strategy. For this reason, it is assumed that the strategy, to be effective in the organizational environment, cannot be developed by senior management and implemented by subjects who do not participate in this conception (Mintzberg et al., 2009).

The difficulties and failures in the strategic management environment are not exclusive to private organizations. In the public area, they demanded reform in the Brazilian public administration, over the years, seeking to modernize the national management process (Secchi, 2009; Bresser-Pereira, 2017; Abrucio, 2007). This process of reforming or updating the state machine, also called *aggiornamento*, required considerable updating in the practices of administration and management of the public machine, looking for improvement services to the population (Abrucio, 2007).

In more detail, *aggiornamento* means a public management update to try to make it more efficient than that existing in the old Weberian bureaucratic model which, despite having been effective in the past, is now unable to meet the growing demand of the population for quality public services (Secchi, 2009; Bresser-Pereira, 2017; Abrucio, 2007; De Paula, 2005).

Analyzing the history of the evolution from the bureaucratic model to the models of public administration, Secchi (2009) carried out a research about the evolution of public administration in Europe and the United States.

From the observation that the bureaucratic model is outdated and inappropriate, given the presumption of inefficiency, slowness, self-referential style and departure from the contemporary needs of citizens, the new organizational models emerge as alternatives: Public Management Administration (PMA); Entrepreneurial Government (EG) and Public Governance (PG). The first two are classified as organizational models and the last as a relational paradigm (Secchi, 2009), thus presenting the potential to influence the change in the management of public organizations and the way they relate in the long run. Strategic planning is present in all these organizational patterns, however, it is especially emphasized in the models of Public Management and Entrepreneurial Government (also called *Managerialism*) (Secchi, 2009).

Bringing the analysis back to the specific Brazilian reality, it is clear that the search for greater efficiency and quality in public administration has not achieved the expected success in Brazil, due to the difficulty of translating the proposed changes in the emerging models of administrative reform in the world reality for the peculiarity of the Brazilian political one (Abrucio, 2007).

De Paula (2005) makes an important comparative analysis between the managerial and societal models, which emphasizes greater social participation in the development project of the Brazilian State, although it is less prominent than the managerial model in the organization of the nation apparatus and the public administrative machine. Insufficient social participation in the management model, in comparison to the societal model, leads to a centralism in the decision-making process and the consequent difficulty in the political relationship and governance of the management model. This scenario creates excessive centralization in government decisions, leading to personalist and centralizing practices, restricting public policy debate to the environment of parliament and with little participation by society (De Paula, 2005, p. 43).

Differently the managerialist model, the societal model is based on the conception of the public institutions opening to popular participation, sharing with society the central and discretionary power of the elaboration and execution of public policy, in order to reduce the centralism of the decision-making process and the personalism characteristic of traditional public management (De Paula, 2005).

With regard to the conditioning and impeding elements to an administrative reform in Brazil, three groups of problems stand out in the Brazilian cultural and socio-political context: “patrimonialism, personalism

and the weaknesses of democracy, manifested by authoritarianism, costumermism and local orderism ”(Da Costa, 2006, p. 2).

There are also strong political obstacles that prevent the reform of the Brazilian State as a result of the lack of governance due to the absence of “political conditions to implement the democratization and modernization declared objectives” (Da Costa, 2006, p. 12). All of these questions find an alternative solution in the contributions that have existed, for some time, of Matus' Situational Strategic Planning (SSP) (1991).

### **3. Situational Strategic Planning**

The constant change of scenarios in Brazil and in the world is an element that requires, for itself, improvement in the process of strategy construction (Alday, 2000). In addition, as issues that lead to frequent problems in strategic planning, according to Mintzberg et al. (2009), there is, for example, the separation between thought and action in the construction of the strategy - one of the major reasons for the failure of the construction and execution of the strategy in organizations.

Situational Strategic Planning (SSP) presents an approach capable of adapting to recurring variations in the dynamics of the real situation. In addition, the SSP approach (Matus, 1991) not only proposes to present a solution to the problem of changing the scenario, but also indicates an alternative to the complications generated by the separation of planning and execution functions in the strategy, as pointed out by Mintzberg et al. (2009).

The diagnosis of failure of the traditional strategic model in organizations, due to their inability to deal with changing scenarios, was not observed only by Mintzberg et al. (2009). The traditional plan uncertainties, inaccuracies and surprises that lead to its modification, making it unpredictable, had already been identified by Matus (1991) and dealt with by the SSP.

There are two important SSP concepts in order to address and solve the problem of scenarios variance: governance and uncertainties. Governability is the space where the rules are located and where the actor - or player, as explained before - has control (Iida, 1993). Uncertainties, on the other hand, present themselves as a counterpoint to the deterministic character of the traditional strategy model. The external elements that influence the plan, causing changes in the scenario, are dealt with at the exact moment they occur.

Matus (1991, p. 34) presents “the plan as an open bet [...] because knowing how to draw in the face of uncertainty consists of knowing how to draw under strong doubt and this is the opposite of drawing the plan determinedly”. This statement has a non-deterministic character for complex problems that arise during the execution of the plan and due to variables that are out of the player's control. Thus, "player" is considered to be the individual who interacts in the plan and from different perspectives, including when that individual is against the full success of the plan.

The social game constitutes the environment in which the plan is carried out. This, on the other hand, is covered with uncertainties in which the variables that are under the control of a given player and the variables that are out of control can be observed, and even some of them may be unknown to him (Matus, 1991).

The domain of the social game is synthesized, therefore, through the control and solution of three major problems, which are: the player's ability to explain the reality of the game, how much he can play and act on strong uncertainties and finally know the moment exactly what is done in the plane.

Controlled variables, in the social game environment, are called “those which are the object of options and choice for a player and, at the same time, are relevant to the achievement of the objective of their plan” (Matus, 1991, p. 35). The variables that are out of the control of a player can be known to him, even knowing his law of future change, with conditions to predict them - called invariants. On the other hand, variants are variables whose change law the player does not know, and it is not possible to predict them (Matus, 1997).

The concept of Government Triangle, another important element in the design of the SSP, consists of the articulation of three variables that are positioned at the vertex of a triangle and that “constitute a triangular system in which each variable depends on the others” (Matus, 1997, p. 51).

The first vertex of the Government Triangle deals with the project or plan of the organization that configures the content of what one intends to do and where one wants to go; the second vertex of the Government Triangle is the system's governability capacity, which depends on the level of control the player has over the variables present in the game; and the third vertex of the Government Triangle defines the technical capacity of the player and his team to conduct or direct the plan.

According to Matus (1991; 1997), the interaction between the three vertices and their respective mutual conditioning are elements identified by the plan's practice through its players or actors. In this sense, the Government Triangle allows a better understanding of the relationship between the plan and its effective implementation or practice.

Migliato and Escrivão Filho (2003), as well as Duarte et al. (2017), also state that Situational Strategic Planning emerges as a result of a criticism of traditional planning. However, although SSP and traditional planning consider the importance of the large number of actors during their process, the primary difference between the two models is the way these actors analyze and interact with the process by practicing the plan. Matus (1991), Mintzberg et al. (2009) and Migliato and Escrivão Filho (2003) put the practice of the plan and the interaction between its actors as decisive elements for the success of the strategy. Duarte et al. (2017) also point out that SSP, unlike traditional planning, is able to involve easier different actors with different interests and motivations, in addition to having in this involvement the essential element for the implementation and practice of the strategy.

Based on the content learned here, the importance and protagonism of SSP are explained, which is why we chose to use this theme as an anchor of the research.

#### **4. Strategy as Practice**

Matus (1991) points out that it is at the moment of doing that everything is decided. Still in conjunction with the issue of “making strategy” as a decisive element for Situational Strategic Planning, the present author highlights another important point: the conflict of interests between actors who reject and actors who support the practice.

Whittington (2004, p. 45) states that “strategy is something that people do (...) can be perceived as a social

practice like any other, be it domestic, political or educational. (...) the people involved in this activity can be helped to understand it and improve their practice”.

The vision of strategy as an incremental process and combined with the action of several actors was, according to Da Silva et al. (2011, p. 123), a precursor that “paved the way for the emphasis on everyday social practices”. In this perspective, “the approach of strategy as a practice emerged, focused on the micro level, which focuses on practices in their relations with the macro level of analysis” (Da Silva et al., 2011, p. 123). In this sense, Strategy as Practice has a more sociological view with a focus on what strategy practitioners do in the social field, including with regard to social relations - their interactions and negotiations as actors involved (Villar et al., 2017).

In addition to the social vision present in the Strategy as a Practice and put forward by Da Silva et al. (2011) and Villar et al. (2017), there is the important meeting between the strategy, the organization and the subject who performs it, in fact, that practices the strategy (Duarte et al., 2017).

For Whittington (1997; 2002; 2006), the theoretical model of Strategy as Practice can be articulated in three interrelated concepts that are placed as fundamental elements: the practices, that is, the set of technologies and tools to think and act and that strategists use to “make strategy”; praxis, which is the work effectively and in fact done to "make strategy" and practitioners who can be conceptualized as those who "make strategy" in the sense of implementing and conceiving it. “Making strategy” in the daily organizational life is using, adapting and manipulating the resources employed to engage in the execution of the strategy activity over time (Da Silva et al., 2011), while observing the relationship between the personal interests, and sometimes conflicting ones, of the subjects who practice the strategy and its influence in their daily practice, considering the social contexts that interfere in their actions (Matus, 1991; Duarte et al., 2017).

It worth scoring that the external social contexts that influence the practice of the strategy also have a dialogue with the interest of Freeman's stakeholders (2010).

## **5. Stakeholder Theory**

Matus (1991), Mintzberg et al. (2009), Duarte et al. (2017) and Migliato and Escrivão Filho (2003) reinforce the importance of the relationship between the actors that interact in the plan as a decisive element for the success of the strategy. Matus (1991) highlights the importance of these actors for the success or failure of their practice, highlighting the conflict of interests between them as a device of great influence on the success of the strategy.

Thus, the maneuvers between those in the position of power - own - and those in the position of the “other”, that is, in a subordinate position to themselves and how this subject uses “tactics” to subvert the strategy, stand out. These subjects who end up interacting with the plan and practice are called stakeholders and have interests and relationships with the organization that impact the elaboration of the mission or plan and its consequent practice, according to Freeman (2010), Matus (1991) and Da Silva et al. (2011).

Regarding the public environment, Freeman's Stakeholder Theory (2010) is similar to Secchi's public management models (2009) - Public Governance (PG) and Managerial Public Administration (MPA) - which also have a greater focus on the issue of strategy (Secchi, 2009, p. 358).

There is also the need to propose a solution to the obstacles brought by Matus (1991) and Mintzberg et al.

(2009) about the interests of stakeholders (Freeman, 2010), especially when these interests are opposed, as pointed out by Whittington (2006).

In this sense, the importance of mediation between these subjects - internal and external - and their followers in the organization, within the environment of construction and practice of the plan, finds reference in the concept of Burns' Transformational Leadership (1978).

## **6. Transformational Leadership**

The concept of Transformational Leadership establishes a mediation between leaders and followers in search of the common ideal, without any polarization in the relationship between both. For Burns (2003, p. 27), "Transformational Leadership arises when one or more people relate to each other, in such a way that leaders and followers motivate each other at higher levels of motivation and morality". On the other hand, the author adds that "purely charismatic leadership also distorts the relationships of constructive and mutually empowering leaders".

Likewise, Da Silva (2015, p. 18) finds that "the leader needs to develop actions that will satisfy those desires and needs of his employees, inducing them to act in the desired way and that they may be motivated". Therefore, remuneration is an external motivating factor that, despite being intense, lasts for a short time. Thus, even with extra or higher remuneration, if the subject does not have the pleasure and satisfaction in what he does, even with excellent remuneration, motivation tends to decrease.

Similarly, Burns (1978) is concerned with moving away from Weber's concept of charismatic leadership, clarifying that it is not a magical attribute or a special quality that resides in the leader. Said author places Transformational Leadership as a form or method of relationship between leader and follower. The common ideal, as an agglutinating and facilitating element to achieve the organization's objective, is very important in its definition of leadership (Burns, 1978; Calaça; Vizeu, 2015). A central concept about moral leadership is presented, recognizing values and attributes necessary for the mediation of leadership relationships that are always in conflict.

In the concept of moral leadership by Burns (1978), the question arises from the public over the private, that is, the individual interests of a certain subject cannot prevail over the collective interests of the society to which he belongs.

The leader has the ability to motivate and transform his followers using his influence, intellectual stimulation and individual consideration as a tool. Intellectual stimulation is one of the elements that motivates the creation of new leaders within the team, something fundamental to the concept of Transformational Leadership (Burns, 1978).

Transactional Leadership, on the other hand, would not be built on the pillars of moral content in the relationship between leader and followers, being characterized as the moment when the leader bases his capacity in handling resources to meet the individual interests involved, through his influence among followers (bargain or submission) (Burns, 1978).

It is also worth mentioning the bibliographic research by Calaça and Vizeu (2015) on what influenced Burns' (1978) seminal work on Transformational Leadership. The crisis of political leadership that the United States experienced in the 1960s and 1970s caused this theory to emerge from this social and political

context. In this way, there was "interest in the ability of certain US political leaders to sensitize the population around a common ideal" (Calaça & Vizeu, 2015, p. 127).

Therefore, Transformational Leadership is an alternative to raise awareness and involve practitioners of the strategy who have the conflicts of interest raised by Da Silva et al. (2011) and by Matus (1991), using subversive tactics to implement the Strategy as Social Practice (Calaça & Vizeu, 2015; Whittington, 2004).

## **7. Methodological Procedures**

### **7.1. Research Type**

The research model adopted was qualitative research, which "is of particular relevance to the study of social relations due to the pluralization of spheres of life" (Flick, 2008, p. 20).

The theoretical foundation was elaborated from the analysis in books, specialized journals and other scientific works on the theme. The field study, on the other hand, was carried out through empirical investigation, with information collected about the phenomenon in the field where the research subjects worked (Vergara, 2013).

### **7.2. Research Subjects and Selection Criteria**

As a source of primary data, a sample was selected among managers of the public area, containing nine interviewed, from different political-ideological spectra, who held the positions of ministers of state, state governors, mayors, state secretaries at the federal, state and municipal level, and state officials.

The selection was based on the importance of these agents for the implementation of the organization's strategy. In addition, the selection criteria followed the concepts of accessibility on the part of the researcher and typicality, that is, people with notorious knowledge and mastery of the researched subject (Vergara, 2013).

### **7.3. Data Collection Characterization**

Semi-structured interviews were used as a data collection technique that, according to Roesch (2000), follow a script with open questions that enable the researcher, in the role of interviewer, to understand and capture the perspective of the research participants. In this script, the concepts covered in the sections related to the theoretical foundation of the article were taken as a base, aiming to answer the research question, as the data collected in scientific research need a correlation with the study aims (Vergara, 2013). The interview script was composed of 20 open and semi-structured questions, organized in three blocks, referring to the themes presented in the theoretical foundations, considering the choice of Situational Strategic Planning as thematic basis:

- Block A - Strategy as Practice and Situational Strategic Planning.
- Block B - Transformational Leadership and Situational Strategic Planning.
- Block C - Stakeholder Theory and Situational Strategic Planning.

The nine interviews, carried out over three months, lasted about 60 min each.



#### **7.4. Data Processing and Analysis**

The data analysis process takes place immediately after the end of data collection, meaning this is, when the researcher accumulates a significant amount of notes and testimonials (in text format) organized for due interpretation (Roesch, 2000).

After the analysis of each interview, a comparative criticism and matching process of the findings related to the approach presented in the theoretical basis of the article were elaborated (Trochim, 1989).

Therefore, series of systematized actions were used that aim to categorize the collected data, making easier the subsequent comparison and study of their relationships. The systematic and inductive approach is guided by specific assessment objectives. Thus, we sought to summarize the raw data and identify the conclusions that came from it. Since then, a framework of evident processes has been developed (Thomas, 2006).

The stage of preparation and treatment of the data, according to the methodological proposal of Thomas (2006), was carried out obeying the chronological order: 1) Preparation of the raw data files, seeking a structure in common format; 2) Detailed reading of the text, to understand the studied subjects; 3) Creation of categories, according to research objectives, developed from real phrases or relative meaning of the specific text. For that, a compilation was made from categorization codes, in order to establish a structure of thematic ideas (Gibbs, 2009); 4) Descriptive categorization, elaborated from the excerpts marked in the text of the interviews; 5) New revision, seeking to refine the categories, in order to find subcategories, selecting citations permeated by the central idea of the category; and 6) Reduction of categories and subcategories, by grouping or discarding, aiming at reaching the maximum number of eight categories and 32 subcategories, as advised by Thomas (2006).

### **8. Results and Analysis**

The data analysis process, based on its own definition and systematization, reinforced what was already indicated by the present studies in the theoretical foundation of this work: the centrality of Situational Strategic Planning (SSP) as a capable element of structuring the three other approaches - Strategy as Practice, Stakeholder Theory and Transformational Leadership - used to answer the research question (Figure 1). Besides that, it was possible to build a framework from the data analysis, able to present the relation between the subcategories - and consequently between their respective categories - that emerged in the analysis process.

The following are the eight analytical categories, and their respective 32 subcategories (Table 1), organized based on the methodological analysis of Thomas (2006) and the structuring of thematic ideas by Gibbs (2009).

Table 1 - Research categories and subcategories

<b>Block A - Strategy as Practice and Situational Strategic Planning</b>	
<b>Category</b>	<b>Subcategory</b>
1 - Strategy: define how and where you want to go	1.1 - The intended and accomplished strategies coincide
	1.2 - It is practically impossible for the intended strategy to coincide with the one
	1.3 - Meetings as an instrument to verify the fulfillment of the strategy
	1.4 - The strategy carried out did not coincide with the one intended
	1.5 - The strategy is being adjusted as the practice progresses
2 - Management of conflicts of interest diffused by the practice of strategy in the social field	2.1 - Monitoring of the practice of the strategy by the manager as an element influencing the strategy
	2.2 - Identification of the change of scenery due to the relationship built with the team that practices the strategy
	2.3 - The "own" of Strategy as Practice is the great articulator of strategy
	2.4 - Leadership and credibility as elements that impact the strategy
3 - Transforming factors of the strategy	3.1 - External transforming factors of the strategy: emergence of variables outside the management of the manager and the team that practices the strategy
	3.2 - External factors transforming the strategy: governance with parliament
	3.3 - Internal factors transforming the strategy: budget
	3.4 - Internal factors transforming the strategy: team competence
	3.5 - Lack of importance to the quality of the plan, contributing to the failure of the strategy practice
<b>Block B - Transformational Leadership and Situational Strategic Planning</b>	
<b>Category</b>	<b>Subcategory</b>
4 - Governance of the practice of the plan	4.1 - Governance by societal support
	4.2 - Governability for the validation of the plan in relation to the one executed with the practitioners of the strategy
	4.3 - Governance combined with the compensatory balance between the plan, the team's execution capacity and the manager's trust in the team
5 - Detection of changes by societal control	5.1 - Identification of the change in the daily monitoring of the strategy practice by the manager

	5.2 - Assimilation of the plan change through periodic meetings with the team: check-list
	5.3 - Detection of change by technical indicators periodically measured in the management process
6 - Leadership as recognition of the team, regarding the leader according to his practice	6.1 - Leadership that involves and motivates the team by the result of the strategy as a result of the collective work
	6.2 - Motivation of the team for involvement with the importance of the strategy and its previous realization
	6.3 - Capacity of the team strengthened with the replacement of better qualified subjects to practice the strategy
	6.4 - Extra remuneration and events for result, as motivation to achieve the objective of strategic planning
<b>Block C - Stakeholder Theory and Situational Strategic Planning</b>	
<b>Category</b>	<b>Subcategory</b>
7 - Dialogue to mediate the influence of stakeholders in the practice of the plan	7.1 - Techniques for reducing the capacity of the interested party contrary to the strategy of influencing the plan
	7.2 - Meeting the interests of stakeholders based on the forces involved with an impact on the strategy's practice
8 - Communication of the plan through the daily participation of the team in the practice of the plan since its elaboration	8.1 - Maintenance of the team that prepares and practices the strategy, in order to facilitate management
	8.2 - Change of team hinders management
	8.3 - Communication of the plan aiming to adapt the goals of the areas to the macro goals of the government plan
	8.4 - Relay over time (between those who make the strategy and those who practice the strategy) as a facilitator of the fulfillment of the plan

Source: Own elaboration.

As can be seen in Table 1, the categories were grouped separately in each of the three blocks that guided the structuring of the interview script - Strategy as Practice and Situational Strategic Planning; Transformational Leadership and Situational Strategic Planning and Stakeholder Theory and Situational Strategic Planning.

### 8.1. Proposed Framework

From the results obtained in the data analysis, a frame of reference is proposed with the mapping of the relations subdivided into categories and blocks. These relationships dialogued directly with the four approaches present in the sections that cover the theoretical foundation, emerging in the analysis process, according to the pairing of Trochim (1989). The mapping of this relation enabled the framework to serve as an instrument capable of assisting the top management of a public organization, in the practice and execution of the formulated strategy, to continuously enable the achievement of its mission, the needs of the interested parties and the dynamics of the internal and external environment, mobilizing your team for this purpose. The framework was developed based on the result of grouping the categories within the data blocks, which, in the other hands were structured in the questionnaires and had their categories and subcategories grouped and analyzed. The relationship detected between these categories and subcategories, extracted from the analysis process, forms the frame of reference (Figure 2) that makes up the framework.

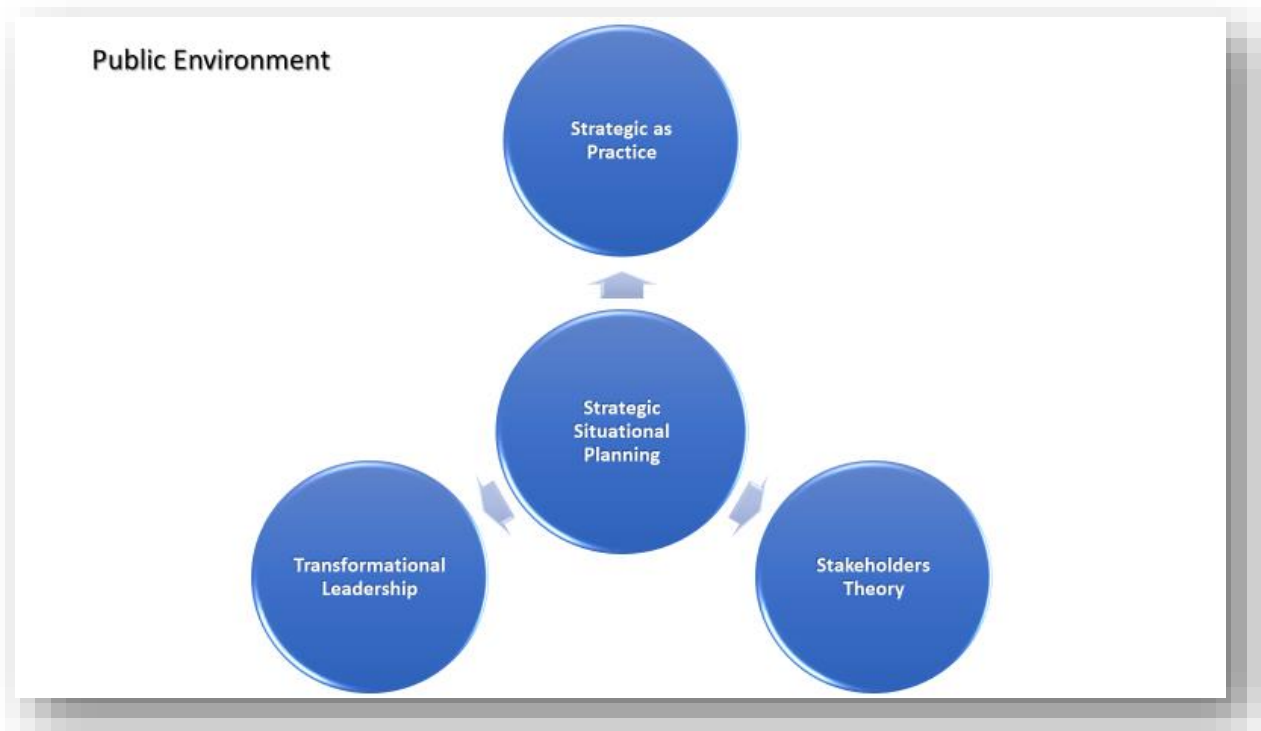


Figura 1 – Framework’s proposal.

Source: Own Elaboration.

The relationships between the subcategories, the categories and their blocks expressed a common point between the four approaches of this research: the centrality of Situational Strategic Planning (PES) by Carlos Matus (1991, 1997, 2005) in complementing the role of the other three - Whittington's Social Practice Strategy (1997, 2002, 2004, 2006), Freeman's Stakeholder Theory (2010) and Burns' Transformational Leadership concepts (1978, 2003) - in the practice of strategy within the public organizational environment, as shown in Figure 2 and detailed in Figures 3, 8, 11, 16 and 20. These five figures - which show the relation between the categories - had, in turn, the mapping of the relation between their respective subcategories, demonstrated in Figures 4, 5, 6 and 7 for the relation between the categories

in Figure 3; in Figures 9 and 10 for the relation between the categories in Figure 8; in Figures 12, 13, 14 and 15 for the relation between the categories in Figure 11; in Figures 17, 18 and 19 for the relation between the categories in Figure 16; and, finally, in Figures 21 and 22 for the relation between the categories in Figure 20.

To demonstrate the macro relation between blocks of categories “A”, “B” and “C”, figures 3, 8, 11, 16 and 20 were completed with tables containing excerpts from the field interviews, without identifying the nine interviewed public figures, but with an identifier to facilitate the comparison and crossing of contents (E01, E02, E03, E04, E05, E06, E07, E08 and E09), to present the cause and effect relation contained in the interview, for the development of data analysis, being properly mapped in the framework.

**8.2. Framework Structuring**

In the proposed framework, a set of relation is presented between the subcategories, present in the same block or in different blocks, which generate positive impacts, which must be explored and intensified, or negative, which must, in turn, be avoided or mitigated, both in strategy and in practice.

In Figure 2, the relationships between categories of distinct blocks at the macro level are specified, since the scope of this figure is restricted, in a synthetic way and without the respective internal details related to the relationships between categories within the same blocks, as shown in the Figures 3 to 21.

Therefore, all the presented relations were based on the data analysis carried out in this research.

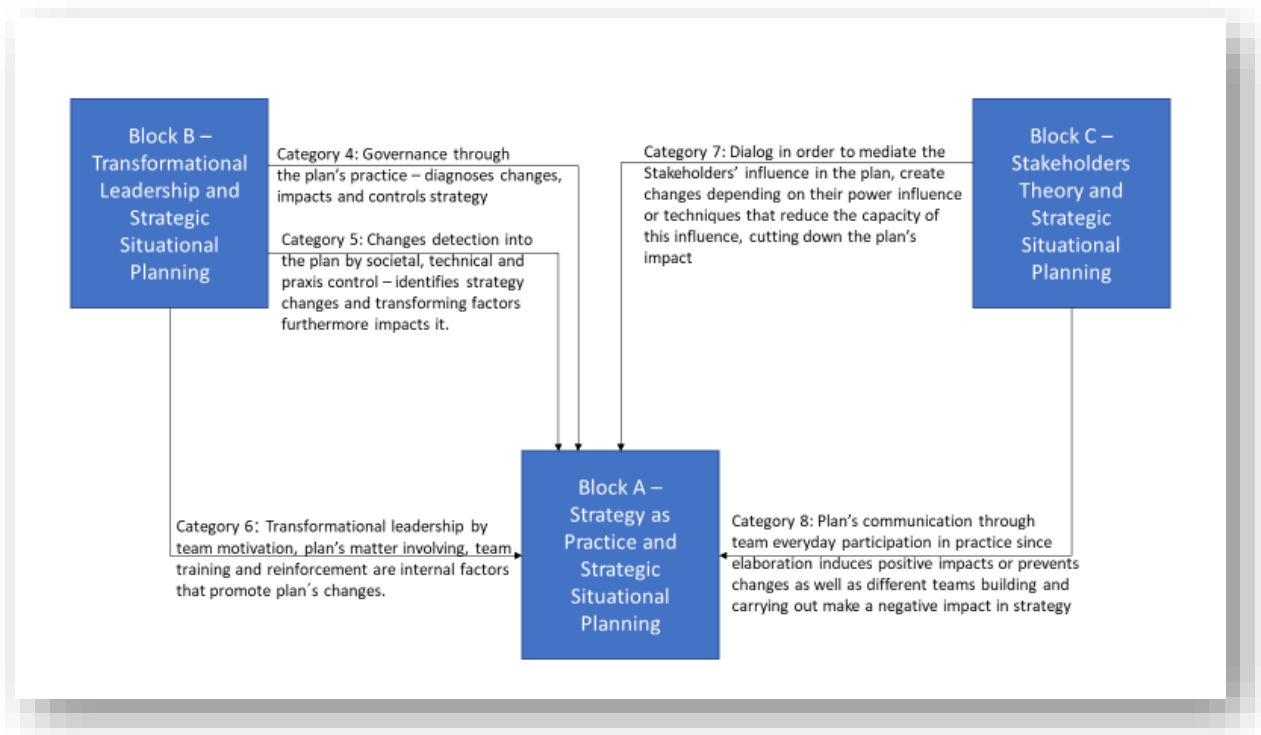


Figure 2 - Blocks Relation Framework Macro View.

Source: Own Elaboration.

The list of categories between the blocks is shown in Figures 3, 8, 11, 16 and 20, which detail the reference table in Figure 2.

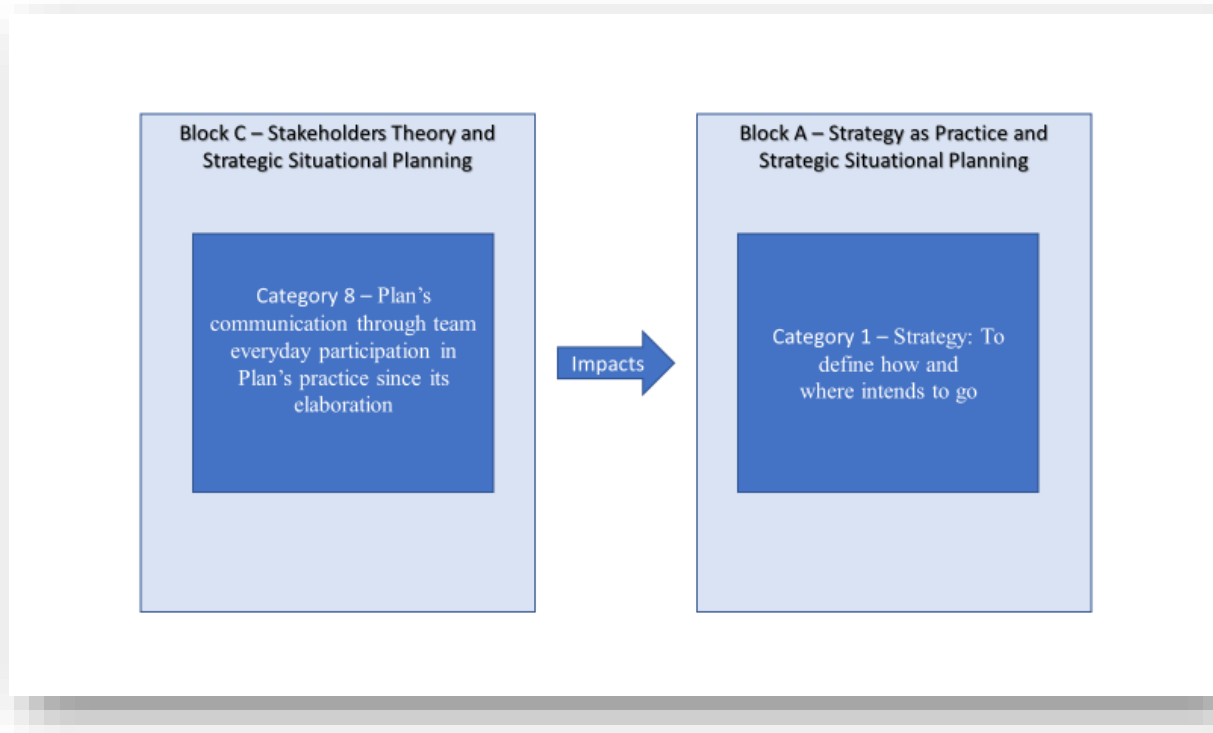


Figure 3 - Relation between categories 8 and 1 from blocks “C” and “A”.

Source: Own Elaboration.

The cause and effect relations between blocks “C” and “A” are first presented in a synthetic way in Figure 3, and category 8 - “Communication of the plan through the team's daily participation in the plan's practice since its inception” preparation “has an impact on category 1 - “Strategy: to define how and where one wants to go”. Table 2 shows some excerpts from interviews that demonstrate these cause and effect relations, according to the three subcategories of category 8 (Figures 4, 5, 6 and 7).

Table 2 - Summary of the analysis category Communication of the plan by the daily participation of the team in the practice of the plan since its elaboration

Category	Subcategory	Category label or details	Excerpts from the interviews
Communication of the plan by the daily participation of the team in the practice of the plan since its	8.1 - Same team for the elaboration and practice of the strategy, as a measure that favors management When the same team that	When the same team that practices the strategy draws up the plan, it is easier to achieve the goals and objectives set out in the strategy	<i>“This is the secret we did it differently. The team he created was the team that built the execution. That is the secret, I think, of management. It is not those who think and those who do. They are the ones who think and do at the same time. This is the secret to working. In my opinion, in my management experience, it only works when those who prepare it coordinate the execution” (E03).</i>

	<p>practices the strategy elaborates the plan, it becomes easier the achievement of the goals and objectives foreseen in the strategy.</p>		<p><i>“Ah, it makes everything easier. It makes everything easier (being the same team that builds the plan and practices it)” (E09).</i></p>
<p>8.2 - When the team that elaborates is different from the team that practices strategy harms the management</p>		<p>The fact that the team that builds the strategy is different and the team that practices it harms the management, the communication of the strategy and the achievement of the plan's goals</p>	<p><i>“No, it is that, if this methodology is successful, separating the planner from the investor, it is compromised, in my opinion. This separation between formulation and execution is a further feature of the industry's functionality, where it governs a bureaucratic and normative hierarchy that submits executors to planners. In the specific case of public authorities, this separation cannot exist” (E07).</i></p>
<p>8.3 - Communication of the plan aiming to adapt the goals of the areas to the macro goals of the government plan</p>		<p>The use of strategy communication facilitates the accomplishment of the plan's objectives - it is an instrument to adjust the goals of the areas subordinate to the manager to the macro or main goal of the organizational plan.</p>	<p><i>“This was done through a process, let's say, a collective process, where the government first made one, the government first, made an inquiry about the secretaries, saying, asking them what their priorities were and reporting this priority government program. As the secretaries responded, the government coordination, and particularly the governor there, played a decisive role, telling them, among their priorities, what the government's priorities were. And they informed the secretaries and their staff, and their technical teams, advisors, that if these government priorities were not met, the others would not even be received by the government. That was how this technical and political negotiation took place. I will give a concrete example. Our Labor Secretary was not a PT secretary. And in that questioning that we asked him, he</i></p>

		<p>presented the series of projects through which he would develop the government's program. It was a PTB board. He presented and was told that the government's priority was not included in the information he gave. What was the government's priority? He was then formally told: here in Rio Grande do Sul is to make the largest state microcredit program in Brazil. And that if he did not do this program, no other item that he had pointed out would be taken into account by the government. And so he did and we did the biggest microcredit program in the country's history there in Rio Grande do Sul" (E07).</p>
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Source: Own Elaboration.

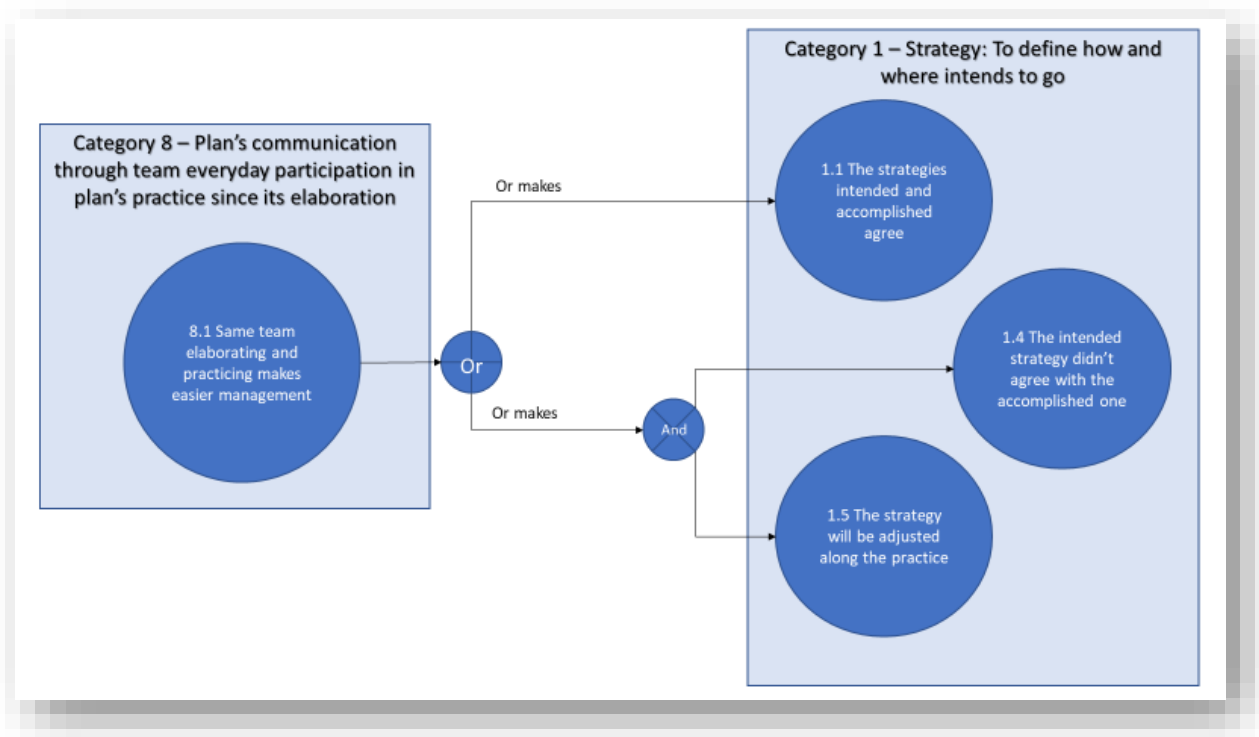


Figure 4 – Cause and Effect Relation between subcategory 8.1 and subcategories 1.4, 1.5 and 1.1.

Source: Own Elaboration.

Figure 4 shows the cause and effect relation of subcategory 8.1 - "The same team developing and practicing the strategy facilitates management" in subcategory 1.1 - "The intended and accomplished strategies agree", or, in a different situation, in the subcategories 1.4 - "The strategy carried out did not agree with the intended one" and 1.5 - "The strategy is being adjusted as the practice progresses". In both scenarios, the impact on the plan will always be positive, regardless of modifying it or not, as it allows the strategy to be maintained



according to the work of the practitioners or, if it needs modification, in order to improve the practice and the strategy itself, since practitioners adapt the strategy better and more quickly, according to the identified reality (therefore, the same team builds and practices).

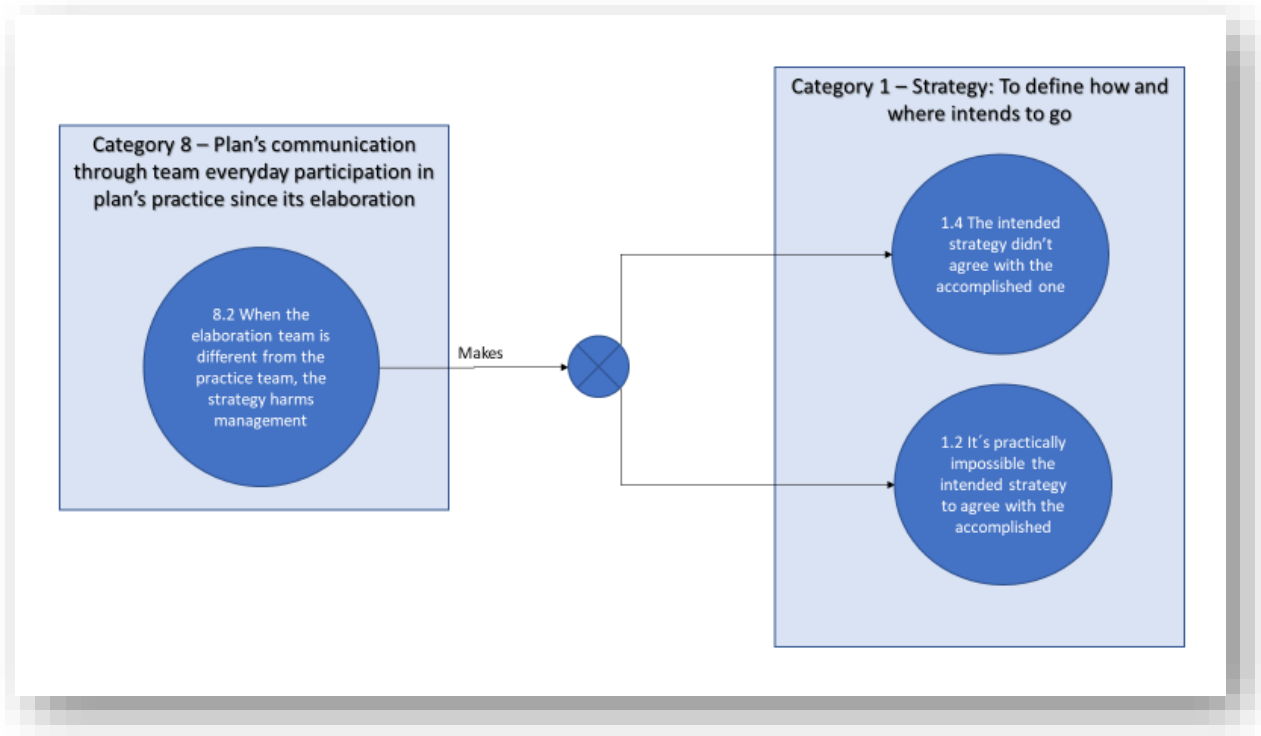


Figure 5 - Cause and Effect Relation between subcategory 8.2 and subcategories 1.4 and 1.2.

Source: Own Elaboration.

Figure 5 shows a cause and effect relationship that has a negative impact on the plan, which needs to be mitigated or even avoided, with the subcategory 8.2 - “When the team that elaborates is different from the team that practices strategy, it harms management”, Impacting subcategories 1.4 - “The strategy carried out didn’t agree with the intended one” and 1.2 - “It is practically impossible for the intended strategy to agree with the one carried out”. This impact negatively interferes with the strategy and its practice. In this sense, according to the analysis data, the strategy carried out will be impaired, with regard to organizational objectives.

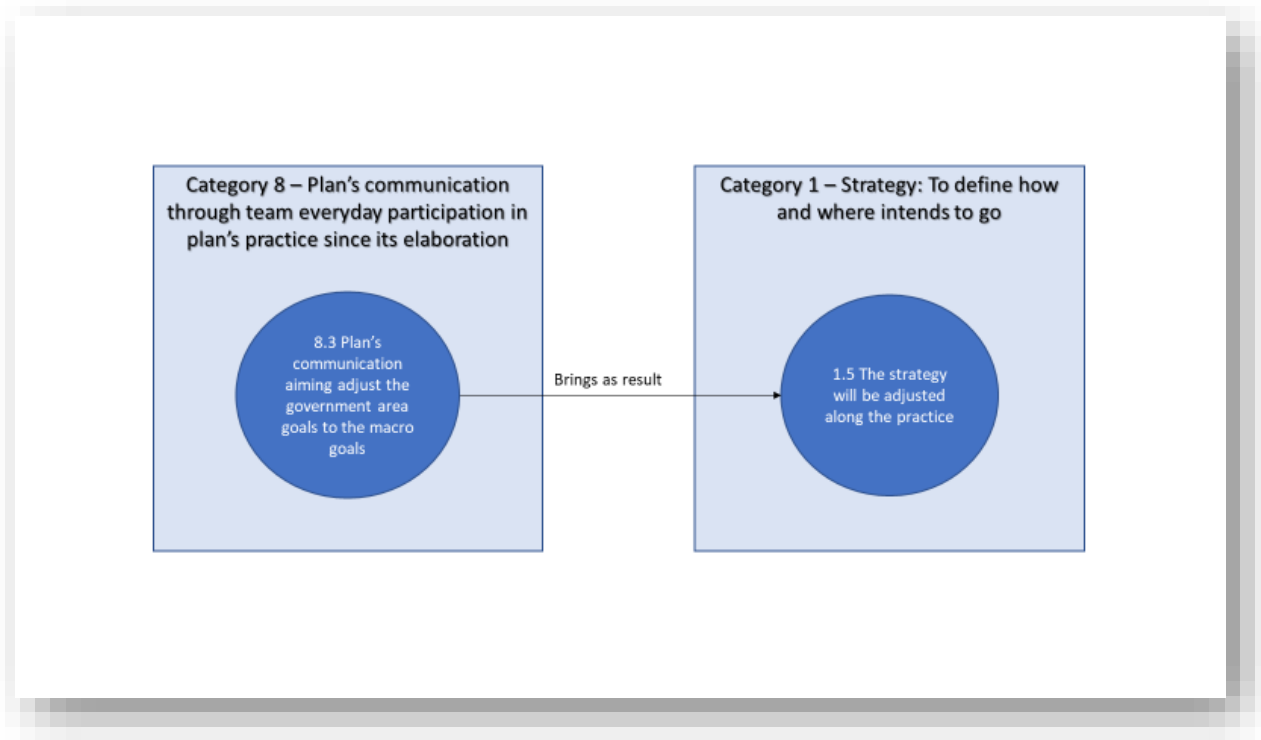


Figure 6 - Cause and Effect Relation between subcategory 8.3 and subcategory 1.5.

Source: Own Elaboration.

Figure 6 shows the sub-category 8.3 - “Communication of the plan aiming to adapt the goals of the areas to the macro goals of the government plan” with a cause and effect relation to category 1.5 - “The strategy will be adjusted over the course of the practice”. This relation is able to positively influence the strategy, modifying it to adapt the plan of the smaller areas to the organizational objectives of the institution.

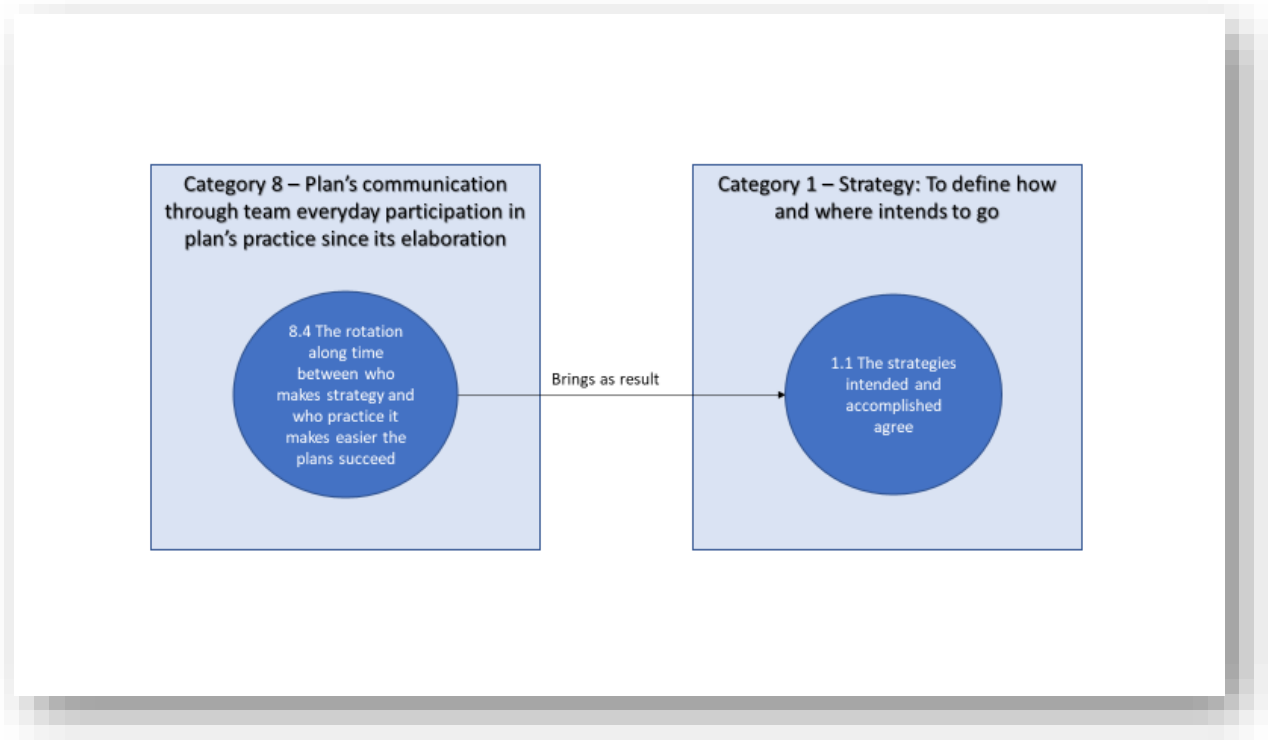


Figure 7 - Cause and Effect Relation between subcategory 8.4 and subcategory 1.1.

Source: Own Elaboration.

Figure 7 shows the subcategory 8.4 - “The rotation over time between those who make the strategy and those who practice the strategy facilitates the accomplishment of the plan” with a cause and effect relation with category 1.1 - “The intended strategy and realized agree”. This relation has a positive impact on the plan and its practice, which should be encouraged in the culture and practice of organizational strategy.

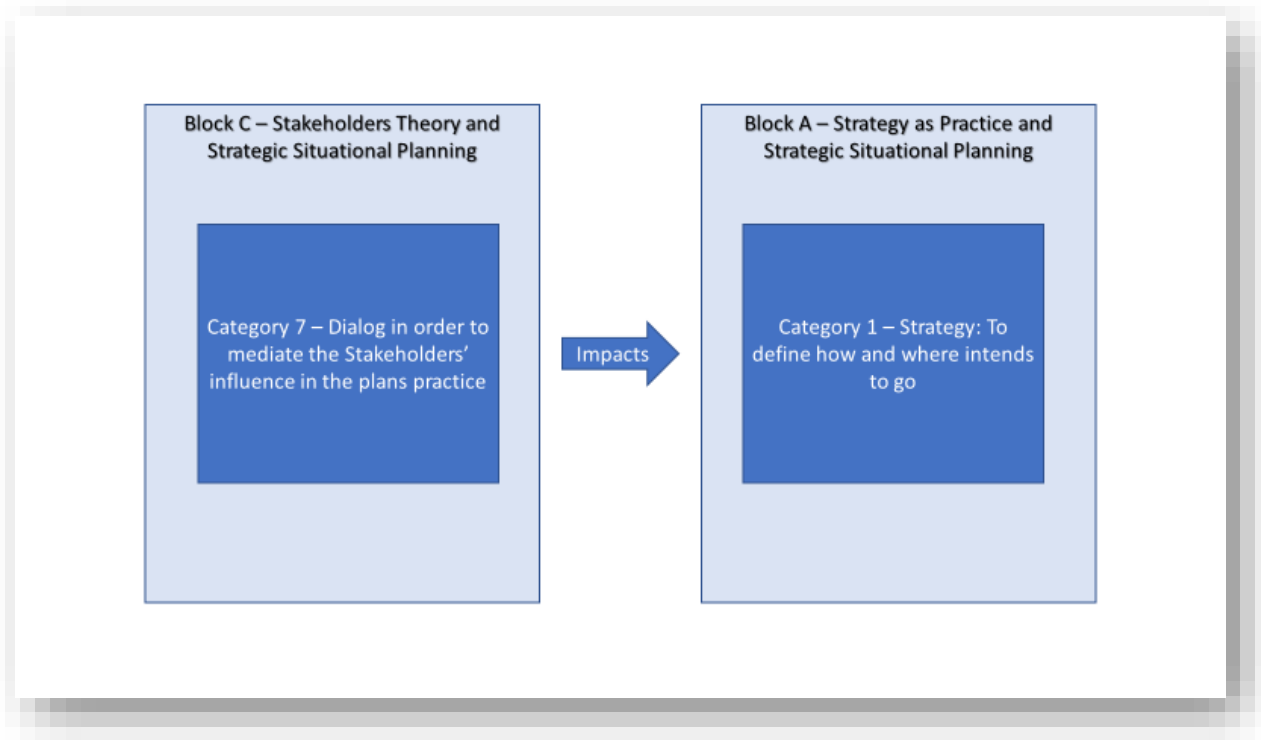


Figure 8 - Relation between the category 7 and 1 from the Blocks “C” and “A”.

Source: Own Elaboration.

The cause and effect relation between blocks “C” and “A” are also presented in a synthetic way in Figure 8, in which category 7 - “Dialogue to mediate the influence of stakeholders in the plan's practice” has cause and effect with category 1 - “Strategy: to define where you want to go and how to get there”. These relations have a positive and negative impact on the strategy plan and practice, depending on the scenario in which the manager and the stakeholders in question are involved, as noted in the details of the relation between the categories and subcategories of these two blocks (Figures 9 and 10).

Table 3 presents some excerpts from interviews that demonstrate these cause and effect relationships that start from the two subcategories of category 7 (Figures 9 and 10).

Table 3 - Summary of the analysis of the Dialogue category to mediate the influence of stakeholders in the plan's practice

Category	Subcategory	Category label or details	Excerpts from the Interviews
7 - Dialogue to mediate the influence of stakeholders in the practice of the plan	7.1 - Techniques for reducing the capacity of the interested party contrary to the strategy to influence the plan	The use of techniques capable of neutralizing a possible negative influence of stakeholders on the plan, such as the strengthening of societal support, are quite effective and used by some leaders when dialogue and reconciliation are not possible	<p><i>“And often you can no longer mediate, you have to recognize a conflict that is not resolvable. And you, in this case, have to try to overcome this difficulty, let's say, removing this opponent from decreasing his ability to oppose” (E05).</i></p> <p><i>“In public administration you have a problem, you are looking for a solution to the problem. The solution is not always a financial resource. But the population understands, when you are together, when you are accountable, when you say what is happening, when you do as we did the participatory budget, you gain the population (and this helps to neutralize the influence of groups outside the plan)” (E08).</i></p>
	7.2 - Attending to the interests of stakeholders is based on the forces involved and impacts on the practice of the strategy	The correlation of forces between the parties involved, in the case of conflicts and divergence of opinions, determines who influences the practice of the plan and may even change the strategy	<p><i>“Because I took four houses from humbler people, who were compensated, paid, etc. But I had no way out, right? I can't touch the Church, I can't touch the CIEP and I can't touch the court. So it is, sometimes the solution of mediation also depends on the forces at stake” (E01).</i></p> <p><i>“The first step is to imagine that people are different and that conflicts obviously exist in instances. If you definitely couldn't or can't find a common denominator that can accommodate people within ... pacifying interests, then the solution is for you to break away from one side or the other. Then you have to decide for the break. Make an assessment, since it doesn't get it right, so let's dispense with that side. There, go on to another one” (E04).</i></p>

Source: Own Elaboration.

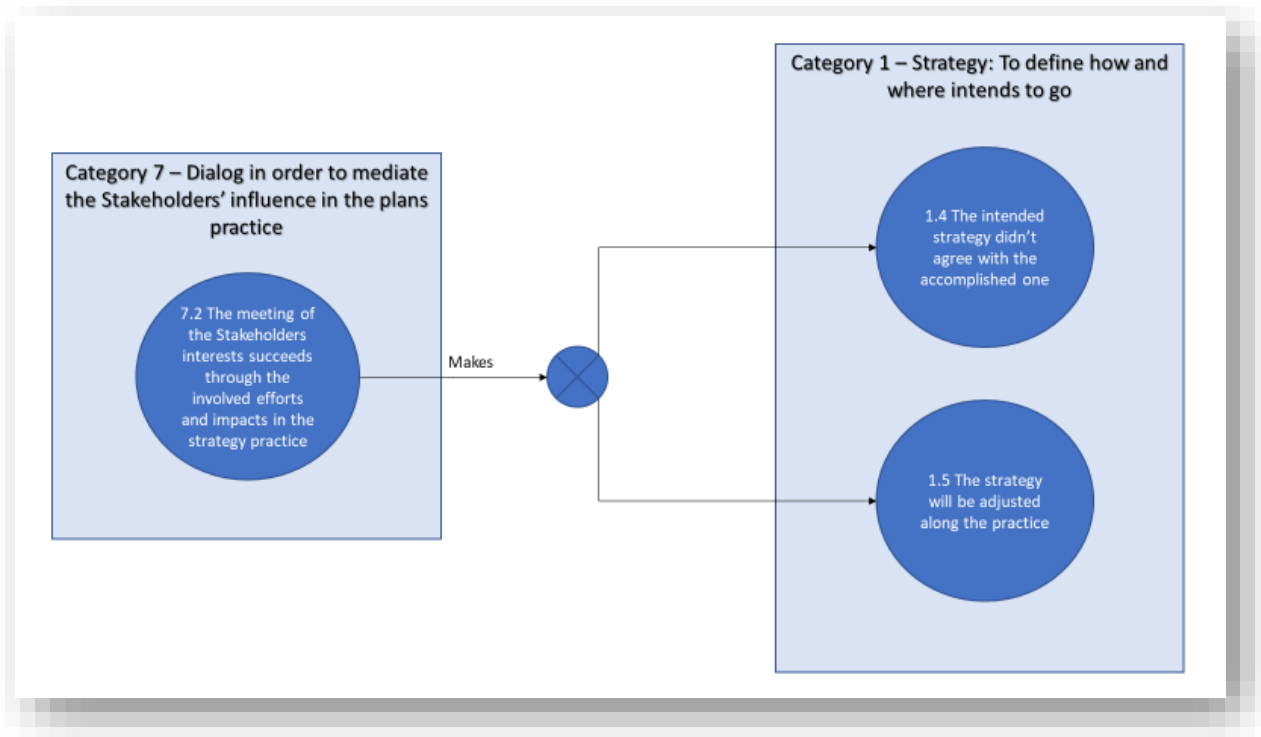


Figure 9 - Cause and Effect Relation between subcategory 7.2 and subcategories 1.4 and 1.5.

Source: Own Elaboration.

In Figure 9, derived from the detail in Figure 8, the cause and effect relationship between sub-category 7.2 is presented - “The interests of stakeholders are met according to the forces involved and impact on the practice of strategy” with sub-categories 1.4 - "The strategy carried out did not coincide with the intended one" and with category 1.5 - "The strategy is being adjusted in the course of practice". This relation impacts positively and negatively, depending on how the stakeholder relates to the organization's interests.

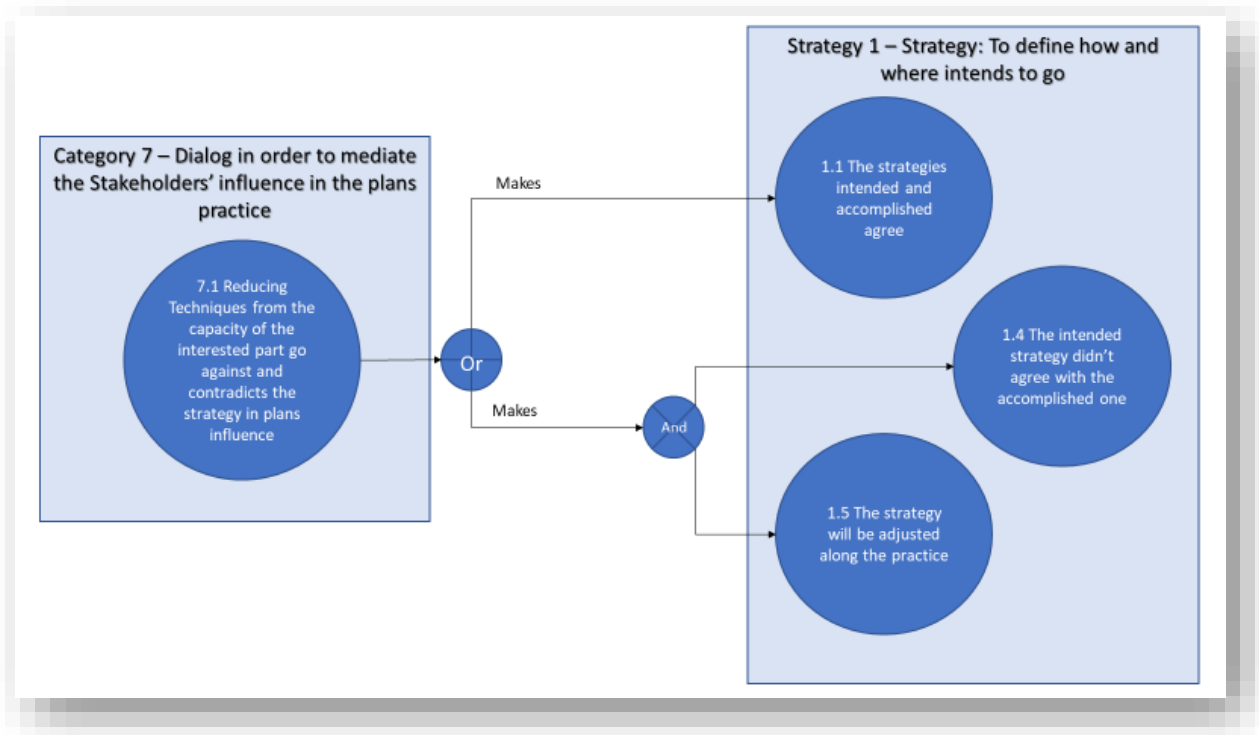


Figure 10 - Cause and Effect Relation between subcategory 7.1 and subcategories 1.4, 1.5 and 1.1.  
Source: Own Elaboration.

Figure 10 shows the cause and effect relation of subcategory 7.1 - “Techniques for reducing the capacity of the interested party contrary to the strategy to influence the plan” in subcategory 1.1 - “The intended and realized strategies agree”, or, in different situation, in subcategories 1.4 - “The strategy carried out didn’t agree with the intended one” and 1.5 - “The strategy is being adjusted as the practice progresses”. In the first scenario - the relation between subcategory 7.1 and subcategory 1.1 - the impact on the plan will be positive, as it was possible to neutralize the harmful action of the stakeholder to the plan and its practice. In the second scenario - the relations of sub-category 7.1 with sub-categories 1.4 and 1.5 - the impact is negative, but it can be minimized or mitigated due to the negotiation scenario of changes in the existing plan in the cause and effect relation, according to data from the analysis.

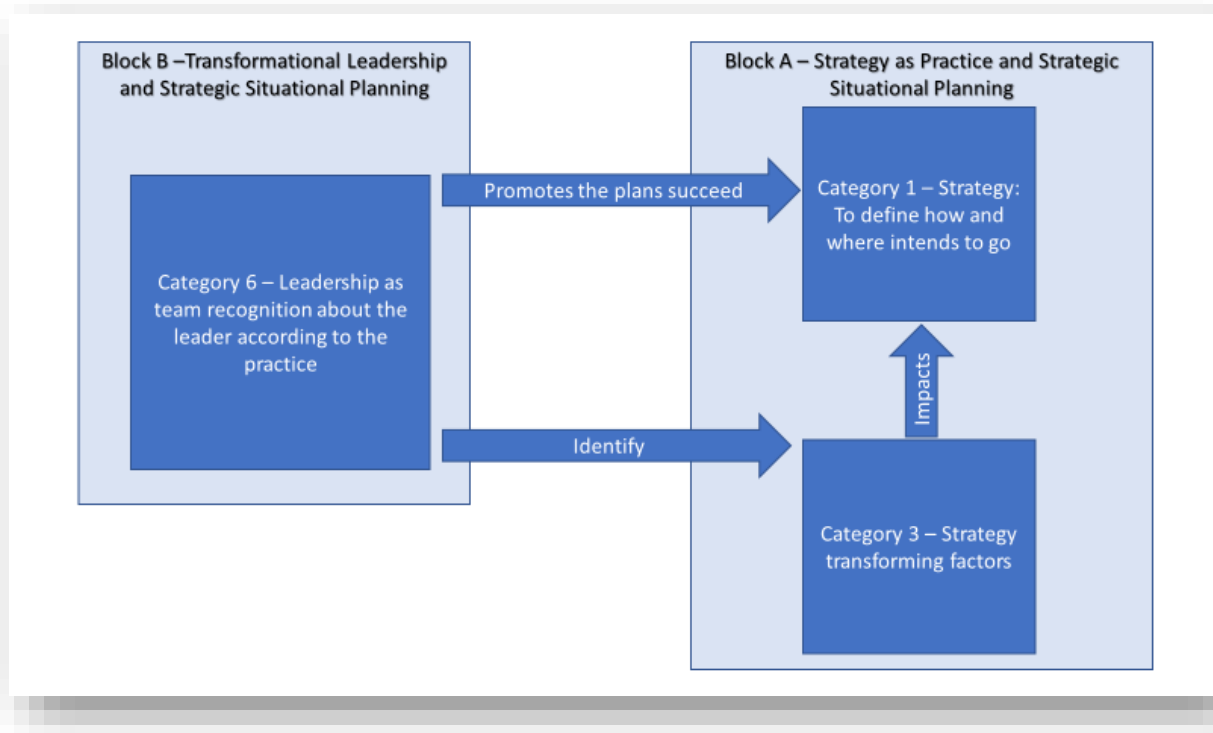


Figure 11 – Relation between the categories 6, 1 and 3 from Block “B” and “A”.

Source: Own Elaboration.

The cause and effect relation between blocks “A” and “B” are represented in Figure 11, in which the relation between categories 6 - “Leadership as recognition of the team regarding the leader according to their practice” are explained, 3 - “Transforming factors of strategy” and 1 - “Strategy: to define how and where you want to reach”. These relations positively impact the practice of the plan, as detailed in figures 12, 13, 14 and 15.

Table 4 shows some excerpts from interviews that demonstrate these cause-and-effect relations that start from the two subcategories of category 6 (Figures 12, 13, 14 and 15).

Table 4 - Summary of the analysis of the Leadership category as recognition of the team regarding the leader according to their practice

Category	Subcategory	Category label or details	Excerpts from the interviews
6 - Leadership as recognition of the team led about the leader in terms of their	6.1 - Leadership that involves and motivates the team by the result of the strategy as a result of the collective work	Motivation of the team as a consequence of their involvement and commitment in the final result of the strategy practice. Making the team feel like they own the strategy	“Even for you to have the authority to draw the attention of those who are not so committed to the project. And you can say, “look, I’m here in passing, but you have three years”, as we say. So, what we want you to endorse, is good for the institution, good for society. So this project is also important for you because I will pass



			<p><i>and you will stay longer than I do” (E01).</i></p>
	<p><b>6.2</b> - Motivation of the team for being involved with the importance of the strategy and its realization</p>	<p>The importance of the strategy for the organization or for society being used as an element of involvement and motivation of the practitioners of the strategy</p>	<p><i>“I remember that we held a seminar on strategic planning, and we start with the theoretical debate. The concepts of culture, the texts of the academy, the reality of the cultural history of other countries. The classic texts on culture, socialist realism, what capitalism was. We went in, we went deep. For people to understand the role they were going to play. So there are times when you have to have a debate, win people theoretically, conceptually. [...] So the motivation comes from people being convinced of their role as a public agent, a transforming agent. And what is that for, right? If that is good, if that is bad. What is the practical effect on the person's life? So I think the main motivation is for you to give conceptual, theoretical and political gain to that action” (E03).</i></p> <p><i>"And then what motivates a lot is to see that the reality in practice happened." (E03)</i></p> <p><i>“Look, to be honest with you, the people outside were already motivated, right, just because of the commitment to the project, with the Brizolista thing. Because we didn't have it there, we weren't technicians. At no time, my friend, was technical management; it was political management. We were there, in short, with Brizola, therefore, in that work that intended to be the way for</i></p>

			<i>Brazilian socialism. That's what we were in for. So the outside people were super motivated” (E09).</i>
	<b>6.3</b> - Capacity of the team strengthened by substituting better qualified subjects to practice the strategy	The substitution of practitioners of the strategy by better qualified subjects as an element of motivation and involvement of the team to achieve the goals of the plan	<p><i>“And of course we knew that we had weaknesses in the team, there were project managers who were not good, we had to change people, there were several nodes on the way” (E02)</i></p> <p><i>“And of course we knew that we had weaknesses in the team (which prevented the team's motivation and involvement in fulfilling the plan), there were project managers who were not good, we had to change people, there were several nodes on the way” (E02)</i></p>
	<b>6.4</b> - Extra remuneration and events for result as a motivator to achieve the objective of strategic planning	The use of extra remuneration and events for results achieved are instruments that mobilize and involve practitioners of the strategy to better fulfill the goals and objectives contained in the plan	<p><i>“Look, I think it is interesting for you to pay compensation for results (to involve and motivate the team to in order to achieve the goals and objectives of the plan)” (E02).</i></p> <p><i>“The private sector can, in your plan's goals, establish corporate gains that add value to people's incentives. In the public sector you already have some experiences there, you already have some experiences being carried out, but it is a slower process. I would say that this is the point, Robson, this is the point that is the great challenge in any governance planning, whether it is public or private, it is the involvement of people” (E06).</i></p>

Source: Own elaboration.

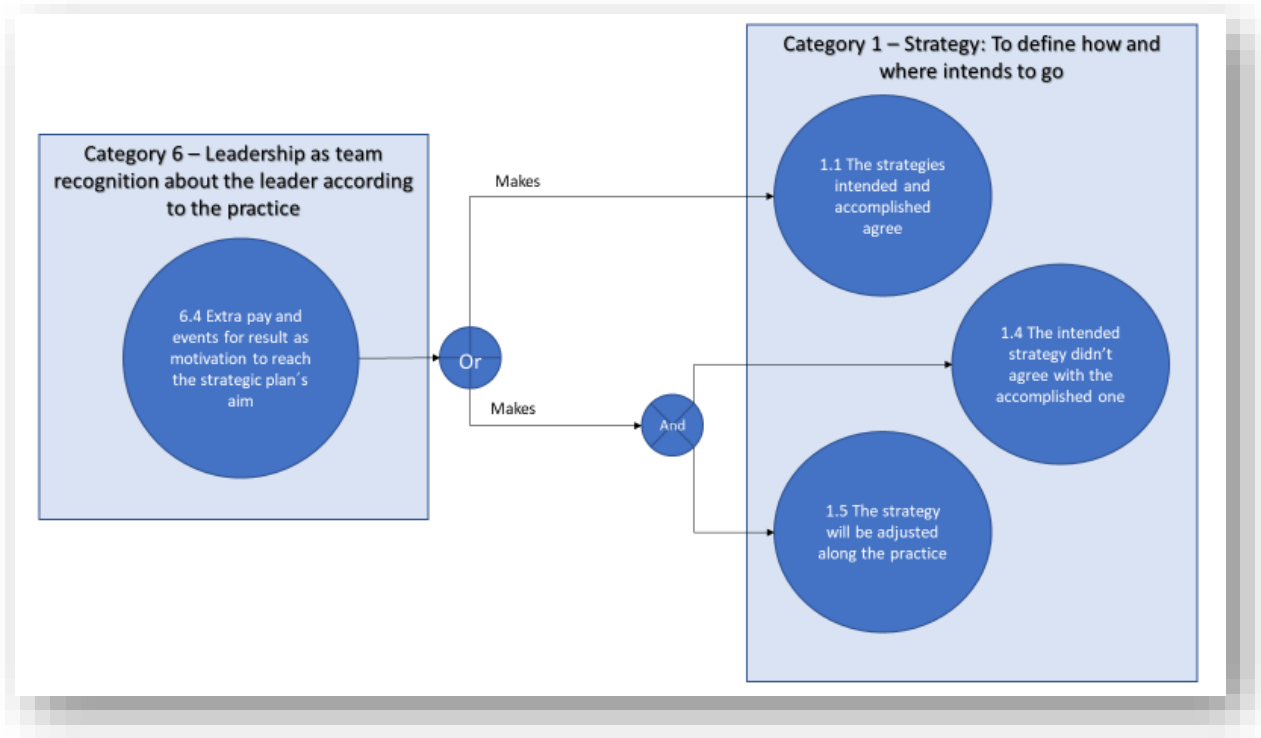


Figure 12 - Cause and Effect Relation between subcategory 6.4 and subcategories 1.1, 1.4 and 1.5.  
Source: Own Elaboration.

Figure 12 shows the cause and effect relation between subcategories 6.4 - “Extra remuneration and events for result as a motivator to achieve the objective of the strategic plan” with subcategory 1.1 - “The intended and accomplished strategy agree” or with subcategories 1.4 - “The strategy carried out didn’t agree with the intended one” and 1.5 - “The strategy is being adjusted in the course of practice”. The impacts arising from the relation between these subcategories are positive, even when there is no change in the plan due to the success of the action provided for in category 6.4, or when there is a need for changes in the plan due to the action of category 6.4, as this change may improve the strategy and its practice.

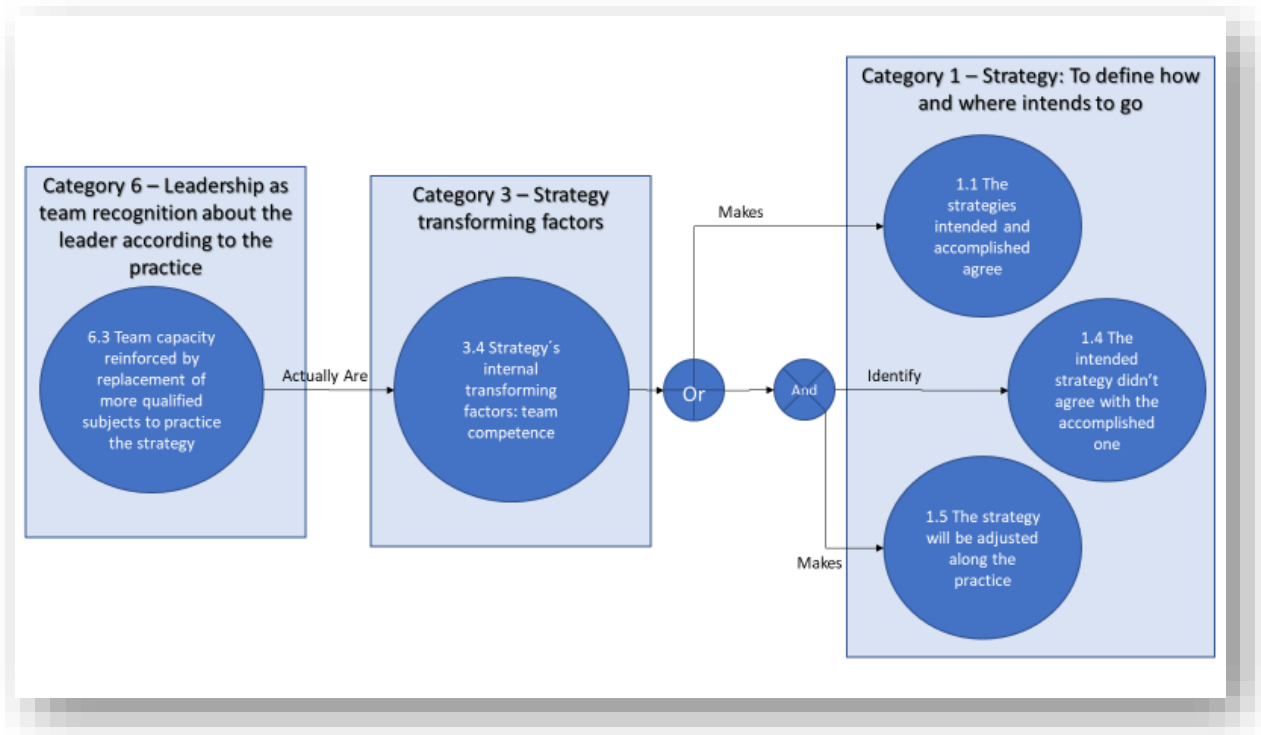


Figure 13 - Relation between the subcategory 6.3 and the subcategories 3.4,1.1, 1.4 and 1.5

Source: Own Elaboration.

Figure 13 shows the cause and effect relation between subcategories 6.3 - “Capacity of the team reinforced with substitution of better qualified subjects to practice the strategy” with subcategory 3.4 - “Internal factors transforming the strategy: team competence” and with the subcategories 1.1 - “The intended and realized strategies agree” or 1.4 - “The accomplished strategy did not agree with the intended one” and 1.5 - “The strategy is being adjusted as the practice progresses”. The impacts generated in the plan and in practice are positive, being able to generate maintenance of the strategy or even improvement of it as a result of the action foreseen in subcategory 6.3, as shown in the analysis data.

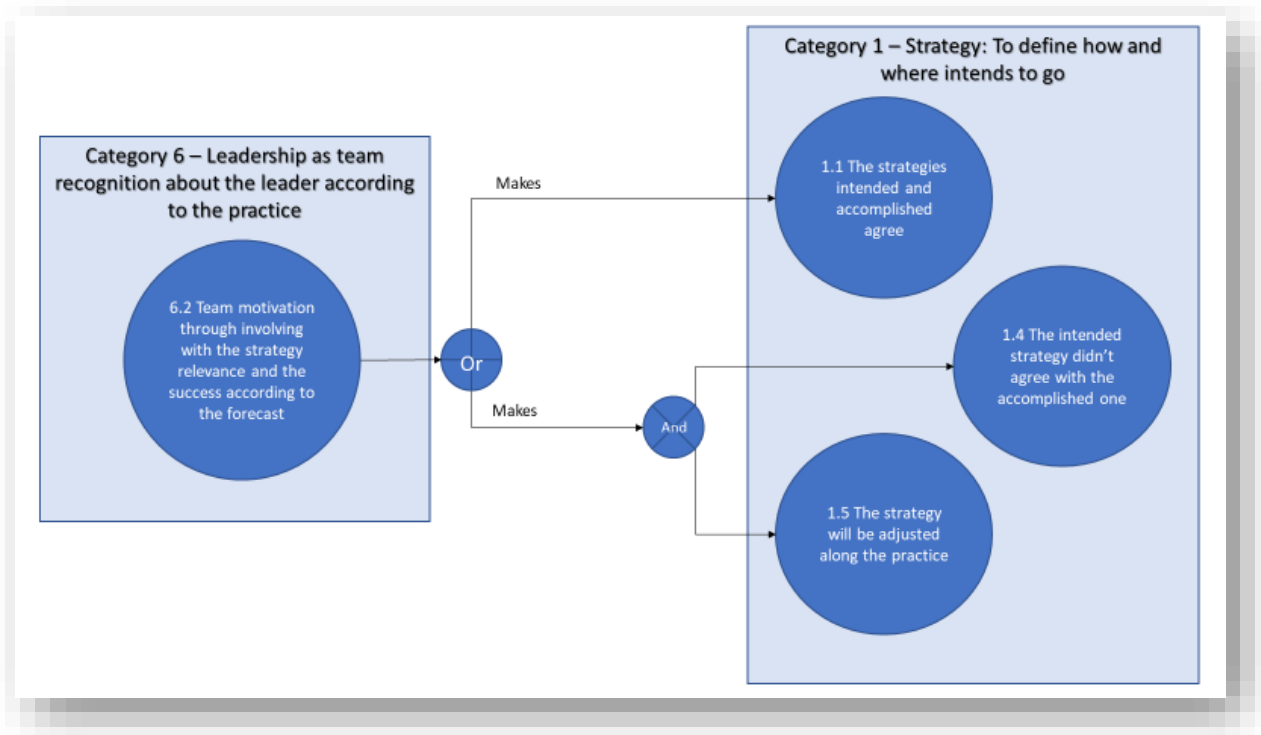


Figure 14 – Relation between the subcategory 6.2 and the subcategories 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 14 shows the cause and effect relation between subcategories 6.2 - “Motivation of the team for involvement with the importance of the strategy and its realization as planned” with subcategories 1.1 - “The intended and accomplished strategies agree”, 1.4 - “The strategy carried out didn’t agree with the intended one” and 1.5 - “The strategy is being adjusted as the practice progresses”. The impacts generated in the plan and in practice are positive, and may generate maintenance of the strategy or even improvement of it as a result of the action provided for in subcategory 6.2, as shown in the data analysis.

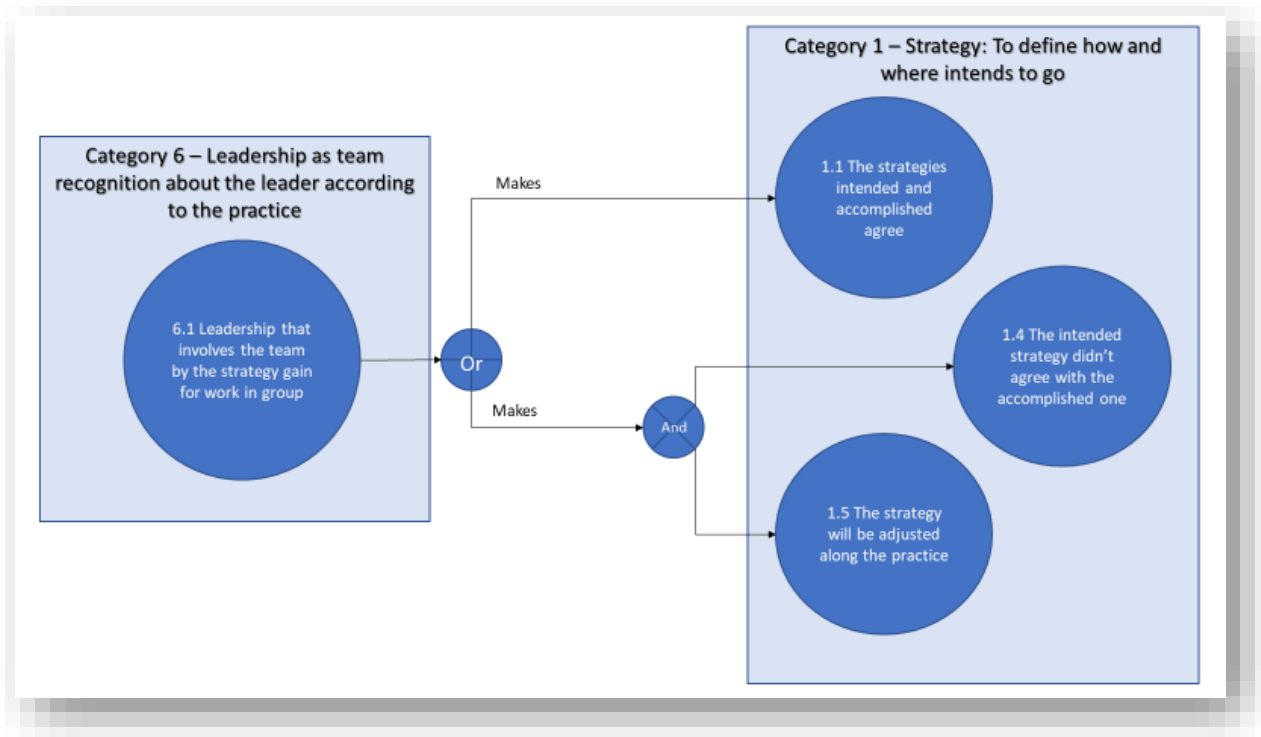


Figure 15 - Relation between the subcategory 6.1 and the subcategories 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 15 shows the cause and effect relation between subcategories 6.1 - “Leadership that involves and motivates the team for the result of the strategy as a result of collective work” with subcategories 1.1 - “The intended and accomplished strategies agree”, 1.4 - “The strategy carried out didn’t agree with the intended one” and 1.5 - “The strategy is being adjusted as the practice progresses”. The impacts generated in the plan and in practice in this relation are positive, and may generate maintenance of the strategy or even improvement of it as a result of the action provided for in subcategory 6.1.

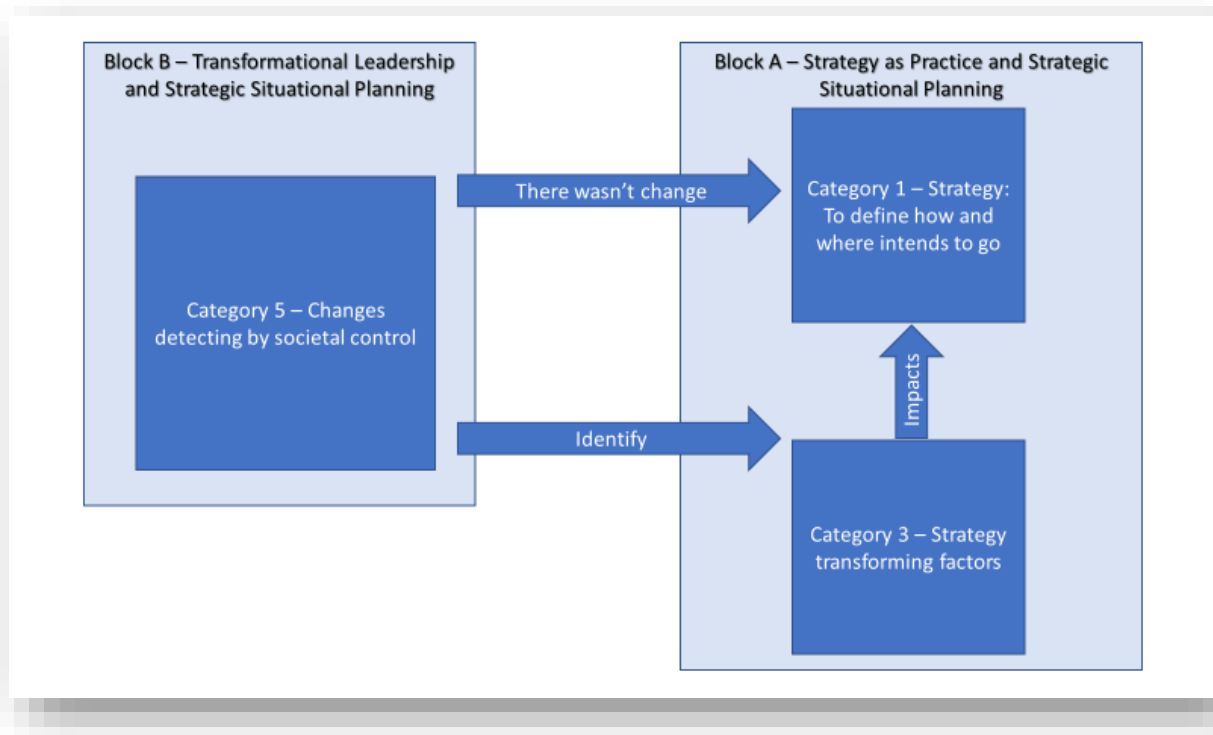


Figure 16 - Relation between the subcategories 5, 3 and 1 from Blocks “B” and “A”.

Source: Own Elaboration.

In Figure 16, another set of cause and effect relations is presented between blocks “A” and “B”, this time between categories 5 - “Change detection by societal control”, 3 - “Transforming factors of strategy” And 1 - “Strategy: to define how and where you want to go”. These relation impact both positively and negatively the practice of the plan, as detailed in Figures 17, 18 and 19.

Table 5 shows some excerpts from interviews that demonstrate these cause and effect relations that start from the two subcategories of category 6 (Figures 17, 18 and 19).

Table 5 - Summary of the analysis of the category detection of changes by societal control

Category	Subcategory	Label or details	Excerpts from the interviews
5 - Detection of changes by societal control	5.1 - Detection of change in the daily monitoring of strategy practice by the manager	Detection of changes in external and internal scenarios that impact the plan through the monitoring of the team's strategy by the manager	<i>“In the follow-up (the change of scenery is detected) is what I tell you: it was daily, like this, each one and with the team” E03).</i>
	5.2 - Detection of the change in the plan through periodic meetings with the team: check-list	Detection of the change of scenario, both internally and externally, through periodic meetings with practitioners of the strategy to validate	<i>“Through of the meetings that we did biweekly. In education, we held biweekly meetings with the entire team. And then it was like a checklist. You made an assessment</i>

		what was accomplished or not in the plain	with the team of what was being accomplished, achieved” (E06).
	<b>5.3</b> - Detection of change by technical indicators measured periodically in the management process	The use of technical management indicators is an effective tool to identify changes in scenarios	“Through concrete, concrete indicators from the management office. We institute indicators for each project, indicators related to the disbursement of resources, indicators related to the effects of these disbursements on the project's operation” (E07).

Source: Own Elaboration.

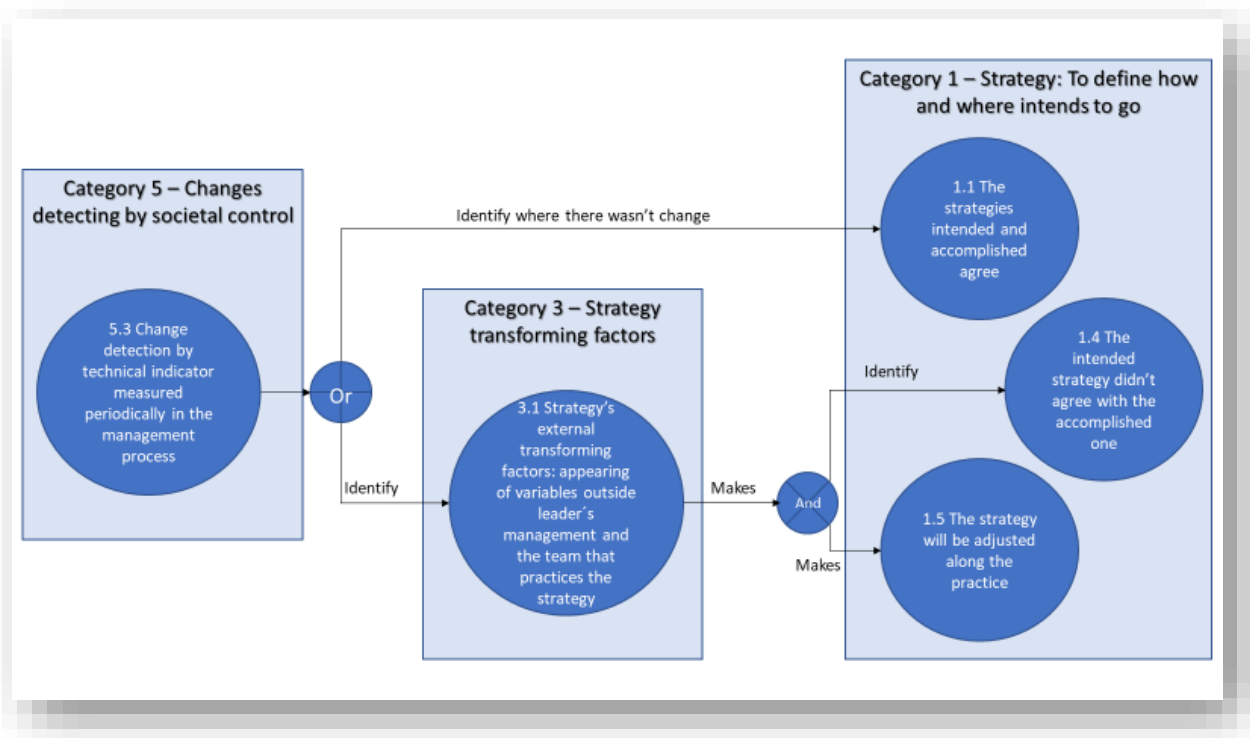


Figure 17 - Relation between the subcategory 5.3 and the subcategories 3.1, 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 17 shows the cause and effect relation between subcategories 5.3 - "Detection of change by technical indicators measured periodically in the management process" and 1.1 - "The intended and accomplished strategies agree"; or with subcategories 3.1 - "External factors transforming the strategy: emergence of variables outside the management of the manager and the team that practices the strategy", 1.4 - "The strategy carried out didn't agree with the intended one" and 1.5 - "The strategy is being adjusted as the practice progresses". The impacts generated in the strategy plan or practice can be both positive - when the indicators present good metrics and there is no need for changes - and negative - when the metrics indicate problems that require changes in the strategy plan and practice.



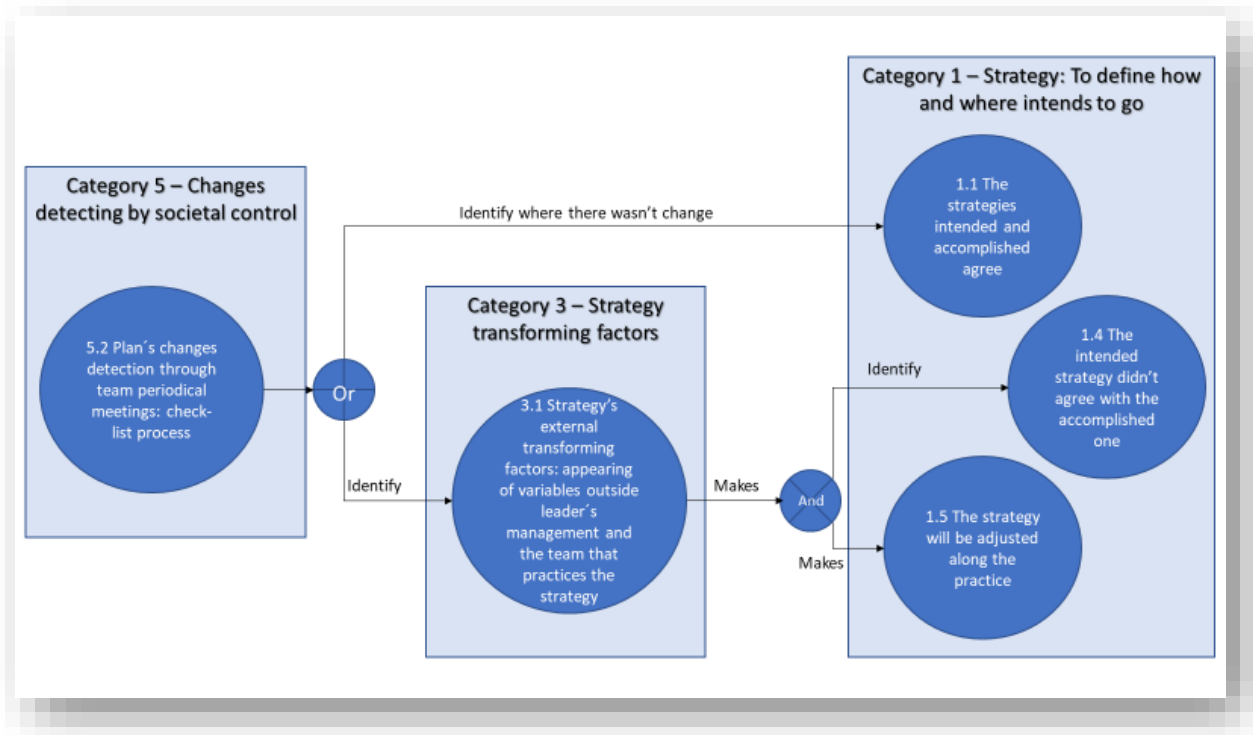


Figure 18 - Relation between the subcategory 5.2 and the subcategories 3.1, 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 18 shows the cause and effect relation between subcategory 5.2 - "Detection of plan change through periodic meetings with the team: check-list" with subcategory 1.1 - "The intended and accomplished strategies agree"; or with subcategories 3.1 - "External factors transforming the strategy: emergence of variables outside the management of the manager and the team that practices the strategy", 1.4 - "The strategy carried out didn't agree with the intended one" and 1.5 - "The strategy is being adjusted as the practice progresses". The impacts generated in the strategy plan or practice can be both positive - when the check-list meetings show good results and there is no need for changes - and negative - when the check-list meetings indicate problems due to non-target goals achieved and that require changes in the strategy plan and practice, as demonstrated in the analysis data.

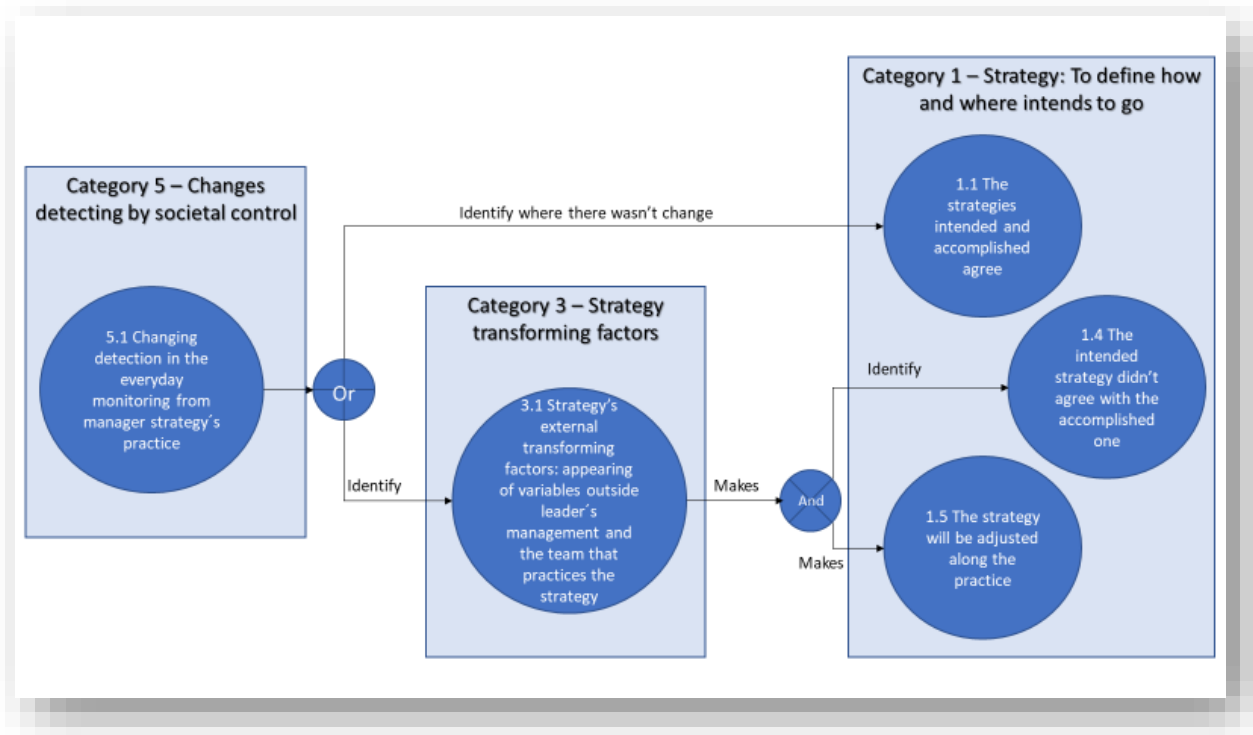


Figure 19 - Relation between the subcategory 5.1 and the subcategories 3.1, 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 19 shows the cause and effect relation between subcategories 5.1 - "Detection of change in the daily monitoring of strategy practice by the manager" with subcategory 1.1 - "The intended and accomplished strategies agree"; or with subcategories 3.1 - "External factors transforming the strategy: emergence of variables outside the management of the manager and the team that practices the strategy", 1.4 - "The strategy carried out didn't agree with the intended one" and 1.5 - "The strategy is being adjusted as the practice progresses ". The impacts generated in the strategy plan or practice can be both positive - when there is no need for changes due to the non-detection of variables outside the management of the manager or the team that practices the strategy or when these variables don't generate factors that can interfere in the strategy - how much negative - when the variables that were related to the management of the manager and the team are detected and cause impacts that require changes in the strategy plan and practice.

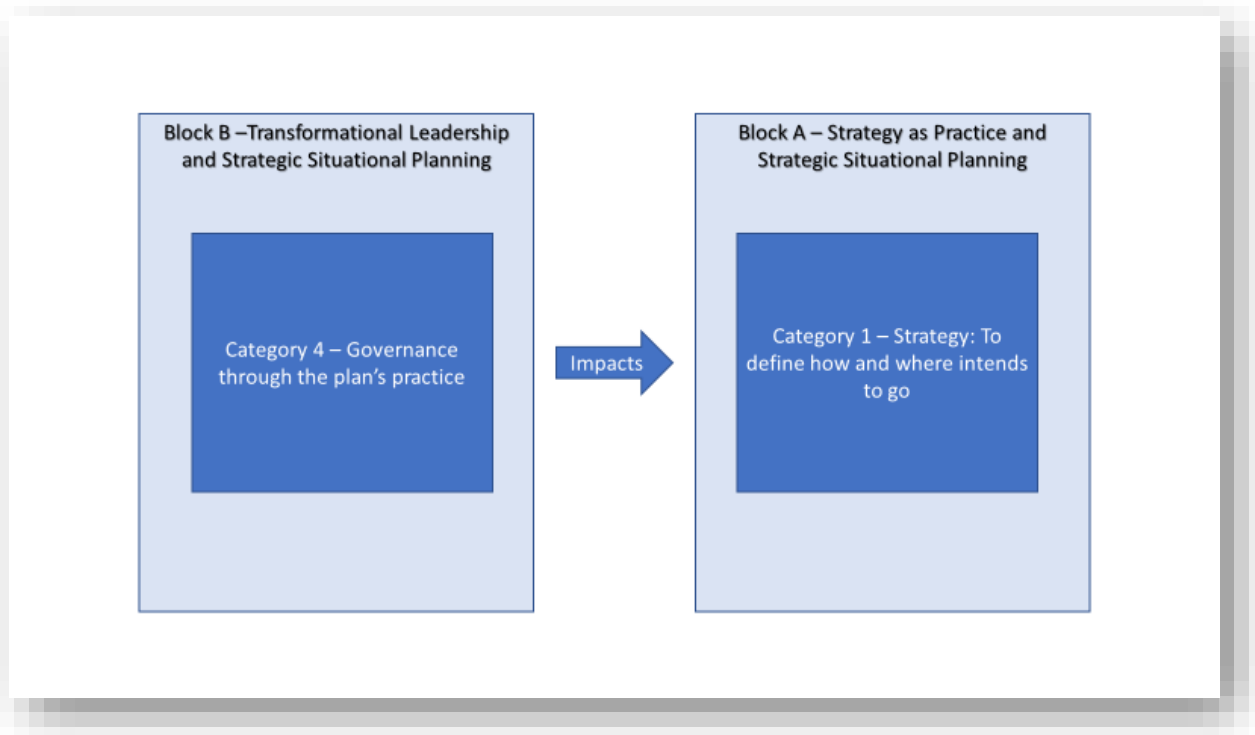


Figure 20 - Relation between the categories 4 and 1 from the Blocks “B” and “A”.

Source: Own Elaboration.

Figure 20 shows another set of cause and effect relations between blocks “A” and “B”, this time between categories 4 - “Governance of the plan's practice” and 1 - “Strategy: to define how and where you want to go”. These relations positively impact the practice of the plan and are explained in Figures 21, 22 and 23. Table 6 presents some excerpts from interviews that demonstrate these cause and effect relations that start from the two subcategories of category 4 (Figures 21, 22 and 23).

Table 6 - Summary of the analysis of the category governability of the plan's practice

Category	Subcategory	Category label or details	Excerpts from the interviews
4 - Governability of the plan's practice through social participation	4.1 - Governance by societal support	Societal participation has a strong influence on the plan and on the practitioners of the strategy	<p><i>“You only have governance if you have an internal structure and if you have the credibility of society. If you don't have these two factors, you don't have any plans ”(E01)</i></p> <p><i>“And then I had a relationship with society, which also determined whether my decision was correct. There it was to establish the democratic with society ”(E03)</i></p>

	<p><b>4.2</b> - Governance by validating the plan in relation to that carried out with the practitioners of the strategy</p>	<p>Governability with the practitioners of the strategy is fundamental for the correct fulfillment of the plan</p>	<p><i>“We did a reassessment with the actors involved in that area and made the necessary course correction” (E06)</i></p> <p><i>"We sent teams in the management office, together with technical teams from the secretariat, making this group directly affect the project managers and, often, in the territory itself, where they were deployed" (E07)</i></p>
	<p><b>4.3</b> - Governance combined with the compensatory balance between the plan, the team's ability to execute and the manager's trust in the team</p>	<p>Governance, when combined with a certain compensatory balance between the plan, the practitioners' ability to execute it and the confidence of these practitioners in the leader, helps in the practice of the strategy</p>	<p><i>“One of the most important issues for us to realize this and deal with properly, is that you have to have a group of people who work with you that in addition to being professionals and being prepared to perform the functions they are performing, they are also your confidence. Confidence. So you have these people as sensors. So, the perception that something is changing, it is quickly identified by these sensors. So when it comes to you, it almost comes with a solution” (E04).</i></p>

Source: Own Elaboration.

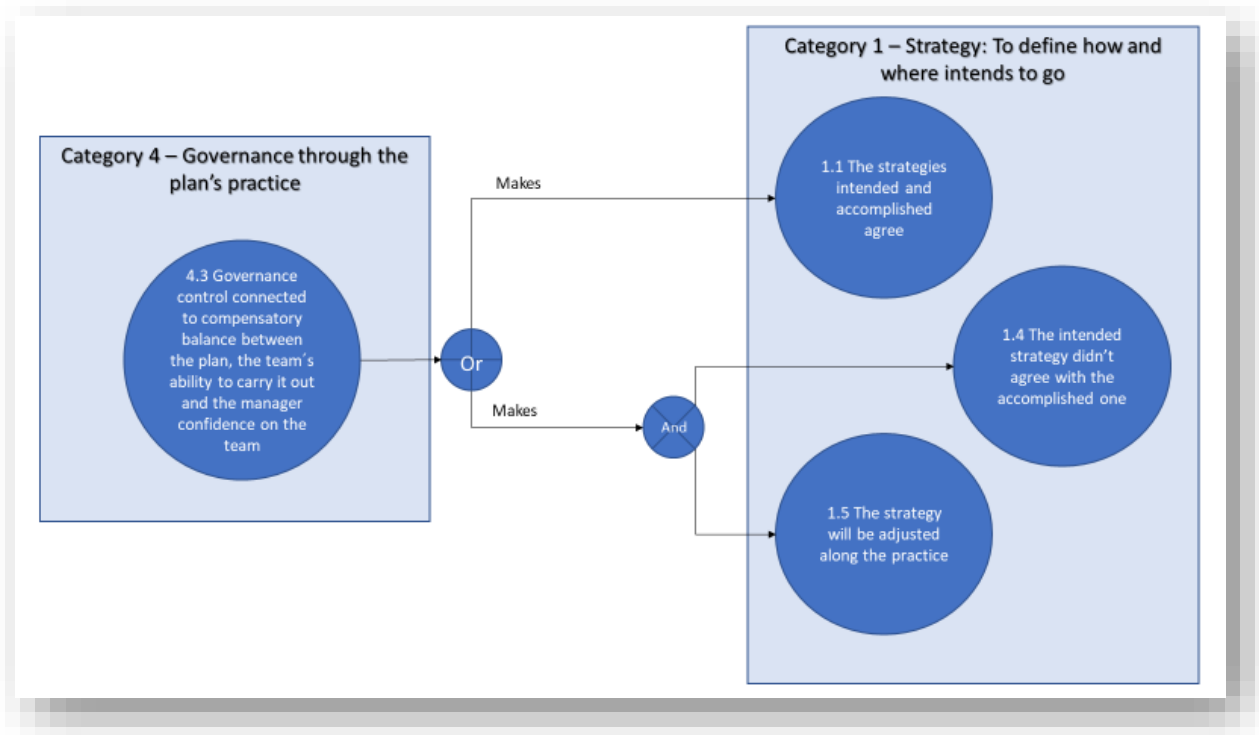


Figure 21: Relation between the subcategory 4.3 and the subcategories 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 21 shows the cause and effect relation of subcategory 4.3 - Governance combined with the compensatory balance between the plan, the team's execution capacity and the manager's trust in the team” in subcategory 1.1 - “The strategies intended and carried out agree ”, or, in a different situation, in subcategories 1.4 -" The strategy carried out did not agree with the intended one "and 1.5 -" The strategy is being adjusted as the practice progresses ". In both scenarios, the impact on the plan will always be positive, regardless of modifying it or not, as it allows the strategy to be more easily maintained due to the governability of the plan or, if it needs modification, it will be more easily driven by team that practices the strategy and by the manager due to the governance over the control of the plan, the team's capacity and the relation of trust with the manager, as demonstrated in the data analysis.

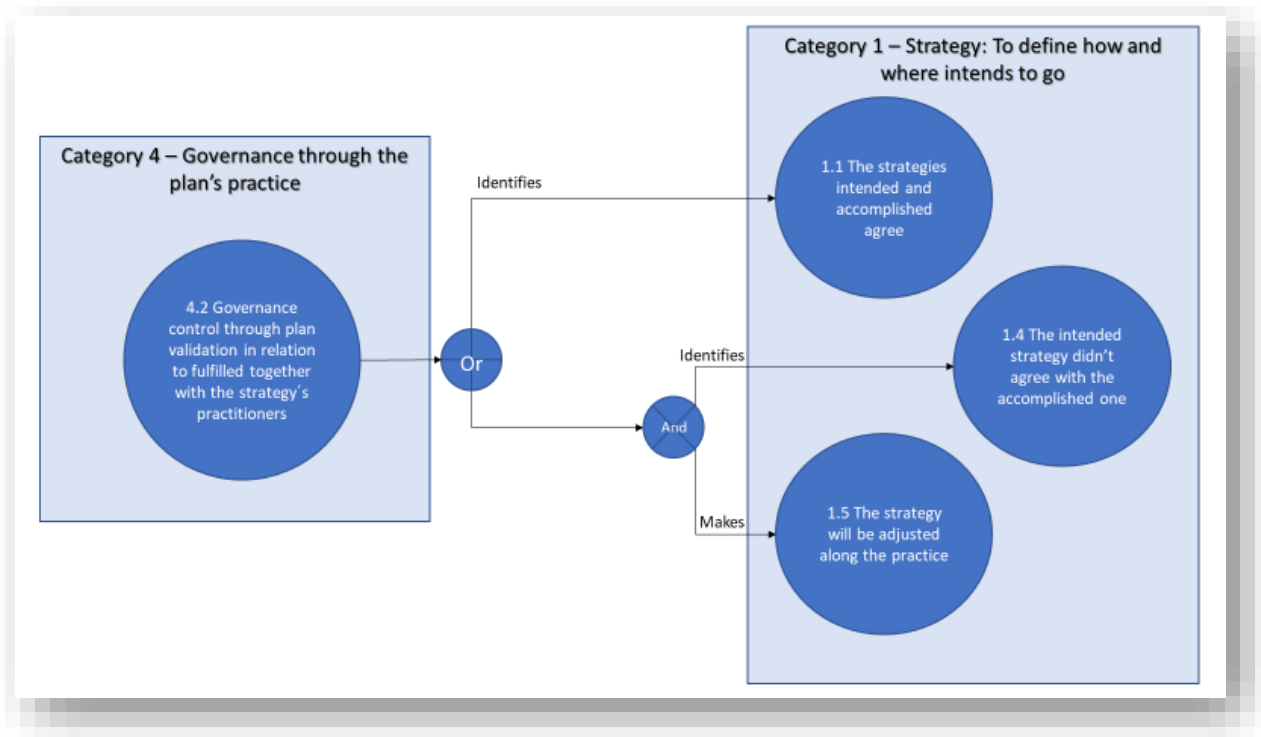


Figure 22 - Relation between the subcategory 4.2 and the subcategories 1.1, 1.4 and 1.5.

Source: Own Elaboration.

In Figure 22, the cause and effect relation of subcategory 4.2 - “Governability for the validation of the plan in relation to the one executed with the strategy practitioners” is presented in subcategory 1.1 - “The intended and accomplished strategies agree”, or, in a situation differently, in subcategories 1.4 - “The strategy carried out didn’t agree with the intended one” and 1.5 - “The strategy is being adjusted as the practice progresses”. In both scenarios, the impact on the plan will always be positive, regardless of modifying it or not, as it allows the strategy to be more easily controlled by the management of the governance of the plan and, if it needs modification, it will be more easily conducted by team that practices the strategy and the manager, depending on the governability of the plan validation between the manager and the team.

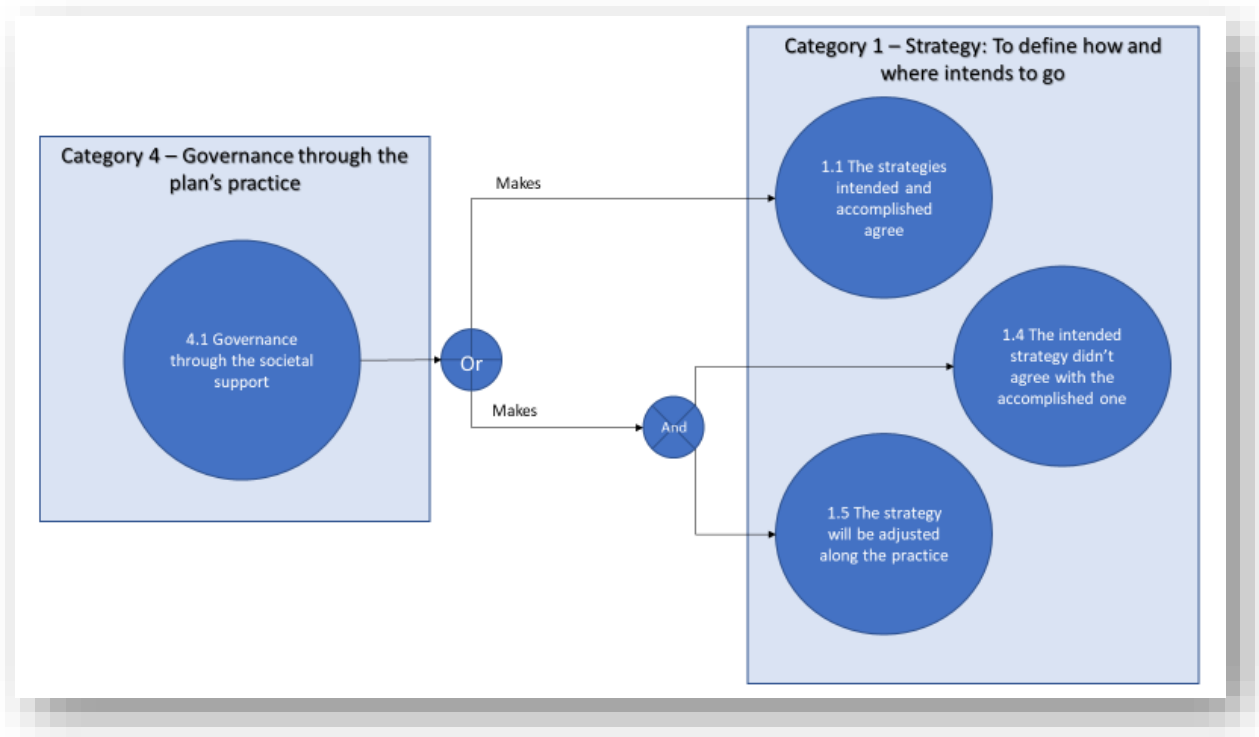


Figure 23 - Relation between the subcategory 4.1 and the subcategories 1.1, 1.4 and 1.5.

Source: Own Elaboration.

Figure 23 shows the cause and effect relation of subcategory 4.1 - “Governability through societal support” in subcategory 1.1 - “The intended and accomplished strategies agree”, or, in a different situation, in subcategories 1.4 - “The strategy carried out it did not match what was intended” and 1.5 - “The strategy will be adjusted as the practice progresses”. In both scenarios, the impact on the plan will always be positive, regardless of modifying it or not, as it allows the strategy to be more easily supported due to societal participation in its validation, or, if it needs modification, it will be more easily conducted by the team that practices the strategy and by the manager due to the societal support and support to its governance.

## 9. Conclusions

Through this research, we sought to assist the senior manager of a public organization in the practice and execution of the formulated strategy, to enable continuously the accomplishment of its mission, according to the needs of the stakeholders and the dynamics of the internal and external environment, covering, therefore, the mobilization of its team.

In response to the research problem, in the data analysis, elements were offered and allow considering that the combination of the four approaches studied - Strategy as Practice, Situational Strategic Planning, Stakeholder Theory and Transformational Leadership - assists in the successful implementation strategy, as long as the SSP has a central role in the strategy's practice and management, as demonstrated in the proposed framework.

The framework allows establishing a reference to guide the leader of the public organization in the governance of the plan, in the strategy practice in the face of complex and diverse change scenarios, in the

mediation of conflicts between the diffuse and divergent interests of the organization's stakeholders and the motivation of the organization team, as well as in the leadership role played by the leader with his team.

Another characteristic that is very peculiar to the public environment, and that complements SSP and other approaches, is the societal management model, described in the theoretical foundation of this work and which emerged in the analysis of the data and the proposed framework. The societal model of public management is a component that alters the strategy's plan and practice, as well as its governance.

The suitable treatment of societal participation, as a variable with a high capacity to influence the strategy and its practice, can make it beneficial to the plan, bringing contributions that can improve the strategy itself and its practice. It is even clear from the analysis of the data that societal participation in the management of the public organization serves an essential purpose of the public environment, especially in direct administration, which is the good of the public interest. In this way, the interest of one of the largest and most important stakeholders in this environment reconciles: society. And the SSP, as a central element of the management of the plan and its practice, being complemented by the other three approaches (Strategy as Practice, Stakeholder Theory and Transformational Leadership), forms a framework capable of supporting most of the existing requirements in the public environment, such as the dynamics of changes in the external and internal environment of the organization, which end up influencing the plan, its governance and its practice in the face of these changes and the diffuse and divergent interests of the interested parts.

On the other hand, ignoring the existence of this stakeholder, that is, society, in the public environment, especially the direct administration, exposes a serious threat to the practice of the plan and the achievement of strategic objectives.

One of the important elements that emerged in the analysis process is the perception that the failure to reach the goals initially, defined in the plan, does not necessarily mean a failure of the strategy; contrariwise, it can perfectly indicate an improvement in it.

In addition, the way in which the manager and the practicing team deal with the dynamics of the external and internal environment can impact the plan, as well as the way in which this governance is conducted, thus determining the failure or success of the strategy practice.

Another important element suggested by both, the data analysis and the structuring of the framework, was the gain in quality of the practice and of the strategy itself, when the team that practices is the same that builds the plan. Ignoring this issue harms the achievement of organizational objectives and the successful implementation of the strategy.

The detailing of the relations between the blocks through the subcategories, exemplified with excerpts from the interviews, is another aspect of the analysis that can be worked on in a future article to further deeply the proposed framework.

The structuring and improvement of the framework were, therefore, the main benefits of this research. The intended contribution of this product was to be an alternative to guide, from real experiences from the data analysis process, the high leader of a public organization through the complex, challenging and dynamic scenarios present in the public management environment, without forgetting from meeting the organizational mission, to the needs of stakeholders, to the constant dynamics of external and internal environments, mobilizing its team to along solve challenges and problems in the practice of strategy in the



public area.

## 10. References

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