


A framework for utility marketing

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ABSTRACT

The general objective of this work is to present a framework containing the steps that enable the implementation of Public Services Marketing. Public Services Marketing can be applied to the actions of government institutions at the federal, state and municipal levels, with a direct impact on the quality of life of the population, where the public sector seeks to facilitate access to public services, meeting social needs effectively. Therefore, according to Cezar (2019), the main function of Public Services Marketing is to allow society to have a more participatory role in public life and enjoy their rights as citizens, having access to all areas of public policy. The method adopted in this field research was the jury of experts, which according to Davis (1992) is widely used to evaluate instruments and procedures. The use of expert opinion in qualitative research aims to verify more accurate information in order to develop or improve the questionnaires used to collect data, as well as roadmaps for implementing managerial activities. The determining variables for the implementation of Public Services Marketing composed the framework, submitted to a jury of experts, to complement and validate the field research and is presented as a product for this work. The results offered by the experts' answers were analyzed, verifying an expressive agreement with the composition of the framework submitted to evaluation. It was observed that most of the comments presented endorsed the acceptance of the original text. Due to its pertinence, four suggestions were incorporated into the composition of the framework. Thus, there is a contribution to academia and the Public Administration sector about this unconventional application of Marketing, called Public Services Marketing, in the set of the theoretical framework and framework presented.

Keywords: Public Services Marketing, Public Management, Citizen, Government, Framework.

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INTRODUCTION

For almost a century, traditional Marketing has been expanding, expanding its field of study, as well as receiving new definitions.

Marketing activities in both the public and private sphere are aimed at managing exchange processes. In 2003, Kotler and Armstrong (2003) stated that for the exchange to occur, someone offers something in exchange and obtains a product or service that one wants. Therefore, the extension of the concept of exchange can include more complex exchanges, enabling the use of Marketing in other relevant situations in which there is supply and demand, as is the case of the public sphere (Kotler and Armstrong, 2003).

Marketing literature is often faced with a range of different terms that, however, refer to the same concept or application. This also occurs with the application of Public Services Marketing, the object of this work, which is mentioned in the bibliography as Public Marketing or Public Administration Marketing (Silva, Minciotti, and Gil, 2021). Also frequently, this same approach to applying Marketing strategies is mistakenly referred to as Marketing of Cities, Places and Regions, or even Political or Electoral Marketing.

Thus, considering the peculiarities of these exchanges, Cezar (2019, p. 17) proposes to organize them within the scope of Public Marketing, which now encompasses four applications:

- 1) Marketing of Public Services, applied to the planning and implementation of the provision of services aimed at the community, including the offer and promotion of services of public organizations, the planning and implementation of public policies, the offers of social programs, and institutional dissemination;
- 2) Social Marketing, aimed at the exchanges and changes necessary for the implementation of ideas and social causes;
- 3) Political Marketing whose emphasis is on party activities and electoral strategies; and
- 4) Marketing of Places with a focus on the sustainable development of cities, regions, including the conquest of business investments, new residents and increase in tourism.

The main objective of the first type of Public Marketing, called Public Services Marketing, is to shorten the distance between the organization and the public services to be provided to citizens. Many people are still unaware of the services that certain public organizations offer and how to access them.

Therefore, according to Cezar (2019), the main function of Public Services Marketing is to allow society to have a more participatory role in public life and enjoy their rights as citizens, having access to all areas of public policy.

However, Public Services Marketing goes beyond the choice of strategy and means of communication to be used; it organizes the offer of these services, also composed of the other



controllable variables of Marketing, here characterized by the definition of the services to be provided, the monetary costs or not that the citizen should have, the places where the services will be made available, the training of the people involved in the provision of the services and definition of the processes to do so and the physical evidence that brings together the tangible elements used in the provision of services.

The proposal also establishes a mechanism for identifying citizens who have used its services, as a means of establishing a positive image and enhancing the offer of new services (Schultz *et al.*, 1993).

For Cezar (2019), this type of marketing is very common when trying to emphasize relevant aspects of the institution, such as the quality of teaching at the Public University or the wide coverage of services provided by public banks, for example. According to the same author, even if some public organizations are primarily responsible for the provision of certain types of public services, these organizations are practically not impacted by competition.

From this perspective, citizen service has become the basic mechanism for public satisfaction with the services provided (Kotler and Lee, 2008). When citizen participation in the public service is precarious, resulting in many queues and high service times, working methods to reduce these problems can be inserted, in addition to Marketing concepts to improve the performance of these public sector organizations and achieve changes.

Therefore, the general objective of this work is to present a *framework* containing the steps that enable the implementation of Public Services Marketing.

UTILITIES MARKETING

Public Services Marketing, as previously exposed, admits that society legitimately participates in public life and enjoys its rights as citizens, in addition to having access to all areas of public policies (Cezar, 2019).

According to Silva *et al.* (2014), it was observed that the government lost the ability to invest in the state's production sector and, at the same time, there was an increase in *the deficit*, which led to the removal of the basic obligations of the state to offer quality public services to the population to a secondary level. In addition to helping to dispel the myths that call into question the relevance of the application of Marketing to the public sphere, actions aimed at adapting Marketing concepts, strategies and practices to this sphere can prove to be a solution to increase the efficiency and effectiveness of the public sector. Also for these authors, the main idea of public sector Marketing is the intervention to promote exchanges through educational, health, safety, cultural, leisure, social and economic programs, aiming to restore the development of society.



According to Țigănaș *et al.* (2011) and Silva *et al.* (2014), public sector institutions are turning to private sector management as a way to identify strategies, tools, and practices that enable them to improve the efficiency and effectiveness of their operations, although public sector professionals still raise some resistance.

Thus, it can be deduced that the adoption of Marketing strategies allows public sector professionals to promote significant improvements in the conditions of supply of products and services, acting with greater adequacy to the target audience they wish to reach.

Public Services Marketing deals with all activities in the public sphere in a general context, from the federal to the municipal government, while praising the bodies linked to each of these instances. It is the objective of Public Services Marketing to ensure that the collective purposes are achieved, with the use of available resources, through the good management of these resources.

According to Alemán, Gutiérrez-Sánchez and Liébana-Cabanillas (2018), the Marketing of Public Services has a direct impact on the quality of life of the population that seeks access to public services, so that their needs are met in a transparent, effective and efficient way, observing the prerogatives of the budget.

Marketing has been noticed in the public sector in a more evident way, because what happens in this sphere is very much identified with traditional Marketing. After the public sector reforms in the early 1980s, governments began to embrace the experiences and practices of companies, such as identifying mechanisms for greater profitability and verifying competition, which has led many public institutions to act with an emphasis on the customer, that is, the population (Proctor, 2007).

Improving the quality of services provided by the public sector provides increased productivity and reduced costs. Therefore, the population can be treated as a client, as long as the public sector emphasizes the orientation for the citizen/client in its provision of services.

According to Garraza (2012), since the government of British Prime Minister John Major, in 1991, with its letter to the citizen, countries such as the United States and Canada, as well as some European nations, have established rules to endorse the population's satisfaction with quality public services, corroborating a new identity, in which the population began to be identified as customers. However, according to the same author, this approach has raised criticism, according to which the public sector should not adopt the perspective of correspondence between citizen and customer in the same way as this occurs in the Marketing actions of the private sector.

However, studies indicate that it is possible to combine these two factors, that is, a public sector that acts responsibly and, at the same time, provides quality services, aiming to increase the satisfaction of its population, which pays for them.

Thus, satisfied customers have expectations met and delighted customers have their expectations exceeded, according to Kotler and Keller (2012), who ratify that satisfied customers



remain loyal for a long time, returning to purchases and speaking positively of the company or organization providing the services.

Therefore, a population satisfied with the public sphere will tend to identify a provision of quality services with regard to meeting the needs and desires of taxpayers in the short, medium or long term.

Kotler and Lee (2007) and Silva and Minciotti (2021) point out that the Public Administration tends to learn from what companies practice in terms of market actions, however, the public sector should not copy the concepts, tools, and methods without making the necessary adjustments to meet the specificities and characteristics of the sector in question.

METHODOLOGY

The method adopted for this work was the jury of experts, which according to Davis (1992) is widely used to evaluate instruments and procedures. The use of expert opinion in qualitative research aims to verify more accurate information in order to develop or improve the questionnaires used to collect data, as well as roadmaps for implementing managerial activities.

The expert jury method consists of collecting authoritative opinions on specific and understudied topics. In addition, this is a research technique that can be used in the areas of Psychology, Administration and Social Sciences (Pinheiro *et al.*, 2013).

The jury must be formed by recognized qualified specialists, with deep and solid knowledge, having the ability to make decisions and give an opinion on the issues analyzed with the same rigidity as other scientific methods. The expert expresses an idea through their opinion, which can be combined with a specific point of view on a related topic to guide decision-making, but this does not mean that their word is final or definitive on that topic. Experts must answer the questions that constitute the instrument built on the basis of their previous knowledge (Meyer and Booker, 2001). Therefore, the interpretation of the questions leads to their approval.

Therefore, it is not necessary to involve many experts in this validation. It is essential that they master what is being studied, which is not related to the statistical representation of any population.

The participation of experts is intended to ascertain the content and items of the instrument, in addition to verifying the suitability of this instrument for the use for which it will be intended. After this validation, the instrument can be used by the market (Licona *et al.*, 2014).

According to Neto (2008), the method requires specialists to have marketing, political and technical skills, which are relevant requirements for the excellence of the evaluation process.



To avoid the effects resulting from the contact between the specialists, the professionals were consulted individually, in order to evaluate the hypotheses from a more rigorous perspective (Meyer and Booker, 2001).

Therefore, the method presented is able to examine and study the problems discussed and validate the *proposed framework*, which was born in the work of Silva (2021), after intense analysis of the literature, complemented by research with 10 specialists in the areas of Public Administration and Marketing.

DATA ANALYSIS AND DISCUSSION

The specialists were chosen according to their adherence to the theme, as well as their knowledge about Public Administration and Marketing. It is noteworthy that the specialists in this sample are public managers and academics. One of them occupies both positions. The jury of experts is composed of 10 members, and the public agents that make it up are from the Public Administrations of the Greater ABC region of São Paulo. The summary of the profile of each one is presented in Table 1 below:

Table 1 – Profile of the Experts

SPECIALIST	PROFILE
1	Post-Doctorate. Academic. Communication and Marketing Specialist
2	Doctor. Academic. Communication and Marketing Specialist
3	Master. Market Professional in the area of Communication and Marketing
4	Doctor. Academic. Coordinator of the Public Management Course of a Federal Institution
5	Municipal Secretary
6	Municipal Secretary
7	Municipal Secretary
8	Doctor. Academic and Municipal Secretary
9	Municipal Secretary
10	Municipal Secretary

Source: prepared by the Authors.

In order to preserve identity, the specialists will be identified in numerical order. It should be noted that the occupation was informed by the members of this jury of experts and this order observed the feedback of the *framework* proposal sent for analysis. Therefore, whoever returned first is identified as Specialist 1 and so on until the ten (10) specialists are finished. Experts should respond to the proposed *framework* for Utilities Marketing within a three-column figure after each Stage or Activity. These three columns are so that each specialist could: accept, not accept or partially accept that activity. The choice should be made with the simple indication, however, in the case of partial acceptance or rejection, a justification or suggestion should be presented, which was optional for cases of acceptance. The Expert Jury participated in this field research between the months of September and October 2021.



The *Framework* was composed of a schematic representation and an operational description, which were presented to the jury of experts, according to the following analysis.

The opinions of the experts regarding the schematic representation are summarized in Table 2 below:

Table 2 – Evaluation of the Schematic Representation of the *proposed* framework

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	"The scheme is clear and didactic, without it seems to me that there is a need for any type of editing"
2	ACCEPTS	"Very clear, didactic and objective"
3	ACCEPTS	NO COMMENT
4	PARTIALLY ACCEPTED	"I suggest that you develop the operational definitions further at the beginning, to make it easier for the reader to understand"
5	ACCEPTS	"Schematic representation encompasses the basic and necessary requirements, in an objective way"
6	PARTIALLY ACCEPTED	"Presents the action plan in a structured way, covering the various aspects and details before execution"
7	ACCEPTS	NO COMMENT
8	PARTIALLY ACCEPTED	"Threats and opportunities may not make much sense for the public administration. Many public policies have a universal character, they are not subject to the same dynamics as private administration"
9	ACCEPTS	NO COMMENT
10	ACCEPTS	"Very didactic presentation"

Source: prepared by the Authors.

Thus, as shown in Table 2, seven of the experts accepted the graphic representation that was proposed for the *framework* in question and three experts partially accepted. It is observed that four specialists, when they accepted, made comments, as shown in Table 2. Three experts accepted, but did not comment, and three experts partially accepted, as shown in Table 2. Specialist 8 made an isolated comment, which does not correspond to any note in the literature. Therefore, there were no changes to the schematic representation because the comments permeated the didactic, clear and objective characteristic that was praised by the specialists. Subsequently, the experts were invited to express their opinions in view of the operational description of the *framework*, which is divided into three stages – planning, implementation and forms of evaluation and control, with the first stage presenting six activities.

EVALUATION REGARDING ACTIVITY 1 OF STAGE I: DESCRIPTION OF THE PUBLIC POLICY OBJECT OF THE MARKETING PLAN

Texto Proposed:

"The starting point for the preparation of the Marketing plan is the specification of the action to be developed and the public policy to which it is linked. Example: a housing program that aims to provide conditions for a certain population to access their own housing".

Table 3 – Evaluation of Activity 1 of Stage I

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	"It is clear and objective"
2	ACCEPTS	NO COMMENT
3	ACCEPTS	"As a suggestion, this title "Description of public policy..." can be called something that refers to the projects inserted in the public policy in question"
4	ACCEPTS	"In the text of the Operational Description it is said about the "Action" to be developed, I am in doubt if the word "action" is the best to be used, because I understand that the Marketing action will happen, or not, at the end of the process. But I agree with the starting point"
5	ACCEPTS	"The description of the Public Policy should address details, so that we can differentiate the various actions"
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	PARTIALLY ACCEPTED	"The starting point should be the target audience, to whom I am going to speak"
9	ACCEPTS	NO COMMENT
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

Thus, according to Table 3, nine experts validated activity 1 and only expert 8 partially validated it, but his comment refers to activity 2 of step 1, commented below. It is noteworthy that among the nine experts who accepted, five made comments and four other experts did not comment on this proposal called Description of the Public Policy object of the Marketing Plan. The comments made by the five experts who accepted the proposed text only ratified it and were therefore not incorporated.

EVALUATION REGARDING ACTIVITY 2 OF STAGE I: DEFINITION OF THE TARGET AUDIENCE

Proposed Text

"The target audience will be defined by the set of characteristics, which clearly identify the profile of the people involved in the action, whether they are decision-makers, influencers or beneficiaries.

Therefore, it is necessary to segment the population with the purpose of identifying these target segments, understanding that a segment is the set of people with similar characteristics in relation to the public policy, which is the object of the proposed action. The target audience will correspond to one or more of these identified segments, which need to be quantifiable, significant and accessible.

The definition of these target segments has a direct impact on determining the audiences to be considered, enabling much more clarity on where, when, how and especially, for whom to implement a Marketing Plan.

The variables that can be used in this segmentation process are the following:



- a) Demographic - used to divide this universe of people, according to population variables, such as age, sex and/or gender (when this differentiation is necessary), occupation, level of education, income, family size, race, generation, social class, nationality, place of birth and religion;
- b) Geographic - makes it possible to divide the universe of people involved, directly or indirectly, according to the geographic regions to which they belong, such as: city, subdistrict, neighborhood, street, etc.;
- c) Psychographic - these variables allow the total set of people involved to be divided into segments, based on psychological/personality traits as well as lifestyles and values;
- d) Behavioral – it is considered the analysis of people's behavior and attitude about a service or subject that one wishes to address. Some examples of these variables are: form of adherence to the action proposal, occasion and rate of use, expected benefits, degree of adherence to the campaign proposals, among other possibilities of behavior in relation to the objective of the action being implemented.

Demographic and geographic variables will be present in most segmentation processes. However, behavioral and psychographic measures will be useful when a refinement in the definition of the target audience is justified.

At the end of the segmentation process, each Marketing action will have its target audience defined and chosen in accordance with its purposes, remembering that the more precise and focused a characterization of the target audience profile is, the better the conditions for planning and executing the steps that make up the Marketing plan.

It is necessary to keep in mind that the population is not a homogeneous whole, being composed of different groups of individuals, each with different expectations of benefits".

Table 4 – Evaluation of Activity 2 of Stage I

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	"I liked the explanations and attributions of four segmentation criteria, with the proper refinement of psychographics and behavior"
2	ACCEPTS	"I agree with the segmentation criteria"
3	ACCEPTS	"It is interesting to point out in some way that psychographic and behavioral variables can provide public management with information that contributes to the improvement of services and products for the population, and also in the development of strategies and public policies"
4	ACCEPTS	"Very good and clear definitions"
5	ACCEPTS	"MKT strategies must take into account the mark that the Administration has, or that it has to achieve. Ex. The best public education in the country or The state that vaccinated the most"
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	PARTIALLY ACCEPTED	"Factors such as income, education and geographic location of the residences must also be taken into account"
9	ACCEPTS	"From the point of view of Secretariat X, for example, this stage is essential, although we have more relationship with the beneficiary public, where the issue of the territories where this population resides is paramount, having seen their life linked to it and the proposals that result from it"
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

After the evaluation of this activity 2 of Stage 1, called Definition of the Target Audience, nine experts accepted and only one of them partially accepted. Among the experts who accepted the text proposed for this activity, only six expressed their agreement in comments, reinforcing its acceptance. The expert who partially accepted made his comment, as highlighted in Table 4, suggesting the inclusion of segmentation variables that are already contained in the proposed text, that is, the comments of experts 3 and 8 are already considered in the text. It should be noted that the comment of expert 5 is not related to this activity under analysis.

EVALUATION REGARDING ACTIVITY 3 OF STAGE 1: DIAGNOSIS REGARDING THE IMPLEMENTATION OF THE PUBLIC POLICY IN QUESTION

Proposed Texto

"This diagnosis includes the identification of threats and opportunities that present themselves, in view of the proposed action. To this end, an internal analysis must be carried out, identifying the strengths and weaknesses, as well as an external analysis containing the favorable and unfavorable situations to be faced. From the joint analysis of these internal and external data, threats and opportunities can be identified, which will serve as a reference to establish the objectives and action programs to be implemented.

It is important to note that favorable situations and unfavorable situations are not automatic synonyms of opportunities and threats. Thus, in order to identify the presence of an opportunity or the existence of a threat, it is essential to confront the external favorable and unfavorable situations with the strengths and weaknesses of the Administration so that it can be concluded whether a threat or opportunity actually occurs".

Table 5 – Evaluation of Activity 3 of Stage I

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	NO COMMENT
2	ACCEPTS	"Wouldn't it be interesting to include in the statement "what will make up strengths and weaknesses, opportunities and threats?"
3	ACCEPTS	NO COMMENT
4	ACCEPTS	"I suggest that, throughout the research, pay attention to the fact that many public policies are express manifestations of legislators and/or executors, not that they represent a real need for the population, or rather, perhaps even a need, but there are other more priority ones that have been left aside for the benefit of this developing population. So, I suggest you pay attention to this fact which, unfortunately, is not that rare"
5	ACCEPTS	"The risk of threats should be monitored and assessed throughout the execution of the programs"
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	PARTIALLY ACCEPTED	"Although there are opportunities within public policy, they are less relevant than in the private sector, since public policies should have a more universal character. Perhaps, the term opportunity and threats could be replaced by conditions, success and critical factors"
9	ACCEPTS	NO COMMENT
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

Therefore, after the Evaluation of activity 3 of Stage 1, which is called Diagnosis Regarding the Implementation of the Public Policy in Question, of the ten experts who participated in the jury, nine accepted and one partially accepted. Three experts made comments, only reinforcing the acceptance of the proposed terms. Six experts chose not to make comments, which are shown in Table 5. The comment of expert 2 was accepted, as there is a basis in the literature. Expert comment 8 has been incorporated into the final text of the *framework*.

EVALUATION REGARDING ACTIVITY 4 OF STAGE 1: OBJECTIVES AND GOALS

Proposed Texto

"The objectives are important because they mean the reason for the existence of the plan and represent the results expected by the public agency that implements it. They should be clearly and concisely expressed and designed for the intended purpose, in order to take advantage of the opportunities and minimize the threats identified in the diagnosis.

In turn, the goal is a quantifiable and measurable expression of the objectives. Goals should be realistic and include a timeline with deadlines and assignments of responsibilities."

Table 6 – Evaluation of Activity 4 of Stage I

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	"I suggest scrutinizing the feasibility of the goals by the SMART criterion (Specific, Measurable, Attainable, Realistic, Time-Bound)"
2	ACCEPTS	NO COMMENT
3	ACCEPTS	NO COMMENT
4	ACCEPTS	"Great point, there is no initiative that works without proper monitoring and control. I also suggest that, in addition to metrics involving several dimensions, insert the Marketing ROI, it is a concept little observed in the public service"
5	ACCEPTS	NO COMMENT
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	ACCEPTS	NO COMMENT
9	ACCEPTS	NO COMMENT
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

According to the evaluations of activity 4 of Stage 1, called Objectives and Goals, all ten experts accepted this activity. Eight experts did not comment and two brought their notes, as shown in Table 6. The comments pointed out were not included in the final model of the *framework*, because the comment of expert 1 refers to an approach that requires prior knowledge about the proposed model, which could make it difficult for the user to understand the *framework*, while the comment of expert 4 does not concern this activity.

EVALUATION REGARDING ACTIVITY 5 OF STAGE I: ELABORATION OF MARKETING STRATEGIES FOR EACH OF THE VARIABLES OF THE MARKETING MIX

Proposed Texto

"The Marketing Mix for Public Services is represented by the combination of the controllable Marketing variables, described below:

- a) Product/Service/Benefit - Corresponds to what is offered by the Public Administration. Most of the time they are services such as urban cleaning. However, there may be products involved, as in this case, garbage bags to be used by the population. It will always be necessary to be clear about the benefits that will be offered to the population, through the products and/or services provided;
- b) Monetary and non-monetary costs – This is what will be made available by the population in exchange for the services provided by the Public Administration. It is necessary to define whether there will be monetary values involved, as well as whether there are non-monetary costs, such as physical travel, waiting times for care,



documentation gathering, change of action (not smoking in certain places), behavior (quitting smoking), attitude (fighting smoking) or value (valuing health and well-being above material aspects);

c) Location of service delivery - These decisions refer to the location chosen to provide services, how citizens can access it and how they will be welcomed. The wide availability of service stations and ease of access are benefits that will neutralize travel times, queues and other discomforts, thus reducing the non-monetary costs to be imposed on citizens;

d) Communicational and Promotional Actions – Here the promotional actions to be used in the action and their corresponding media plan will be specified. Examples of these actions are: advertising, advertising, personal selling, public relations, and digital marketing. This choice should take into account the peculiarities of the action to be developed, that is, what, how and when to communicate and which media will be used;

e) People involved in the provision of services: this is the definition, choice and training of the people who will participate in the provision of services;

f) Processes for the provision of services: Refers to the methods and procedures that will ensure quality, as well as the homogeneity of the services provided;

g) Physical Evidence corresponds to the tangible attributes associated with the provision of services, for example: the uniform of the service provider, the equipment used, and where the interaction with citizens occurs, or any other tangible component employed".

Table 7 – Evaluation of Activity 5 of Stage I

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	NO COMMENT
2	ACCEPTS	NO COMMENT
3	ACCEPTS	NO COMMENT
4	ACCEPTS	"It's very clear"
5	ACCEPTS	NO COMMENT
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	PARTIALLY ACCEPTED	"I would add: relations with other jurisprudences of power and legal environment"
9	ACCEPTS	"Depending on the public policy of action, I understand that the variables will be evaluated and analyzed as to their relevance"
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

After the evaluation by the experts of Activity 5 of Stage 1 (Elaboration of Marketing Strategies for each of the variables of the Marketing Mix), of the ten members of the jury, nine accepted, and of these, two inserted comments. One expert partially accepted and praised his comment according to Table 7. Expert 8 partially accepted the proposed text and his comment was



incorporated into the final text, due to pertinence. The comment of expert 9 presented a ratification of its acceptance and, therefore, was not incorporated.

EVALUATION OF ACTIVITY 6 OF STAGE I: PREPARATION OF ACTION PROGRAMS

Proposed Text

"Each of the actions to be developed, those responsible, as well as the schedule and budget that will contribute to achieving the objective must be detailed. Evidently, the periodicity of these programs will tend to be defined in line with the instruments of government planning.

With regard to the budget, the cost necessary for the development of the activities inherent to the public service to be implemented is identified.

Budget is the space to record the provisioned budget and the costs involved in the activity. It should be noted that in public assistance activities, the variables that measure return in general will not be financial variables or immediate results. Many will involve behavioral changes and improvements, such as education, culture and quality of life."

Table 8 – Evaluation of Activity 6 of Stage I

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	NO COMMENT
2	ACCEPTS	NO COMMENT
3	ACCEPTS	"This observation could be part of the evaluation/measurement of results stage. It should be noted that in public assistance activities, the variables that measure return in general will not be financial variables or immediate results. Many will involve behavioral changes and improvements, such as education, culture and quality of life"
4	ACCEPTS	"I suggest inserting a Forecast, that is, a budget review. This is a common practice in any organization, especially in public ones, but it makes the final cost much higher than the approved budget. I warn you of the differences in concepts: Cost, Price, Value, Expense and Expense. Apart from the last two, where Expenditure encompasses Expenditure, the others are not synonymous and do not provide the same metrics"
5	ACCEPTS	NO COMMENT
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	ACCEPTS	NO COMMENT
9	ACCEPTS	NO COMMENT
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

Therefore, after the evaluation of Activity 6 of Stage 1 called, Elaboration of Action Programs, all ten members of the expert jury unanimously accepted this Activity. Eight experts did not make any comments and two of them were able to present their suggestions, as corroborated in

Table 8. The comment proposed by expert 3 was accepted, but it was incorporated into Stage III, where this approach exists.

Once the evaluation of Stage 1 (Planning) is completed, the jury can evaluate Stages II and III proposed for the *framework*.

EVALUATION FOR STAGE II: IMPLEMENTATION

Proposed text:

"In this stage, called Implementation, the transformation of what was planned will take place into effective actions that reflect the desired result. The plan will produce a document specifying who will do what, when, how, and at what cost. This turns the marketing strategy into action.

The plan must be shared with the internal groups of relevance of the Public Administration, that is, those impacted by the actions.

The plan provides a route for the public agent to easily assess or correct the path in a timely manner in the event of an emergency or non-compliance. The plan may have an annual or multi-annual horizon, according to the needs of the Administration".

Table 9 – Evaluation of Stage II

SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	NO COMMENT
2	ACCEPTS	"Great"
3	ACCEPTS	NO COMMENT
4	ACCEPTS	"I suggest broadening the debate on the plan, to open it into Strategic, Tactical and Operational. The Strategic Plan cannot (and does not need) to be disclosed to everyone. Then, all the theory about Planning should be included in the evaluation"
5	ACCEPTS	NO COMMENT
6	ACCEPTS	NO COMMENT
7	ACCEPTS	NO COMMENT
8	ACCEPTS	NO COMMENT
9	ACCEPTS	NO COMMENT
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

Again, unanimously, all experts accepted STEP II, called Implementation, proposed for the *framework*, and of the ten experts, eight chose not to present comments and two of them presented their contributions, as shown in Table 9. The comment listed by expert 4 was not incorporated into the *framework*, as it does not apply to the Public Administration, which is governed by the principle of Publicity of public acts.



EVALUATION REGARDING STAGE III: FORMS OF EVALUATION AND CONTROL

Proposed Texto

"The evaluation is the part of the plan in which the measurements that will be used to check the success of the planning effort transformed into actions will be highlighted, which should specify what, who, when, where, how and why.

The monitoring and evaluation of performance will have as a reference the goals defined in Activity 4 of Stage I.

Some items that may be included in the evaluation process are:

- a) Production Measurements — will identify and quantify what has already been accomplished (such as the number of leaflets distributed, the number of cars inspected in urban blitzes, etc.);
- b) Outcome Measurement — focuses on the citizen's response related to the actions being measured (number of people who have been immunized in the vaccination campaign for the elderly, number of students enrolled, etc.);
- c) Impact Measurements — is the stage related to the benefits arising from the planned actions. As examples, we can mention the reduction in accidents resulting from the "If you drive, don't drink" campaign, the decrease in the number of teenage pregnancies, as a result of the awareness campaign".

Table 10 – Evaluation of Stage III

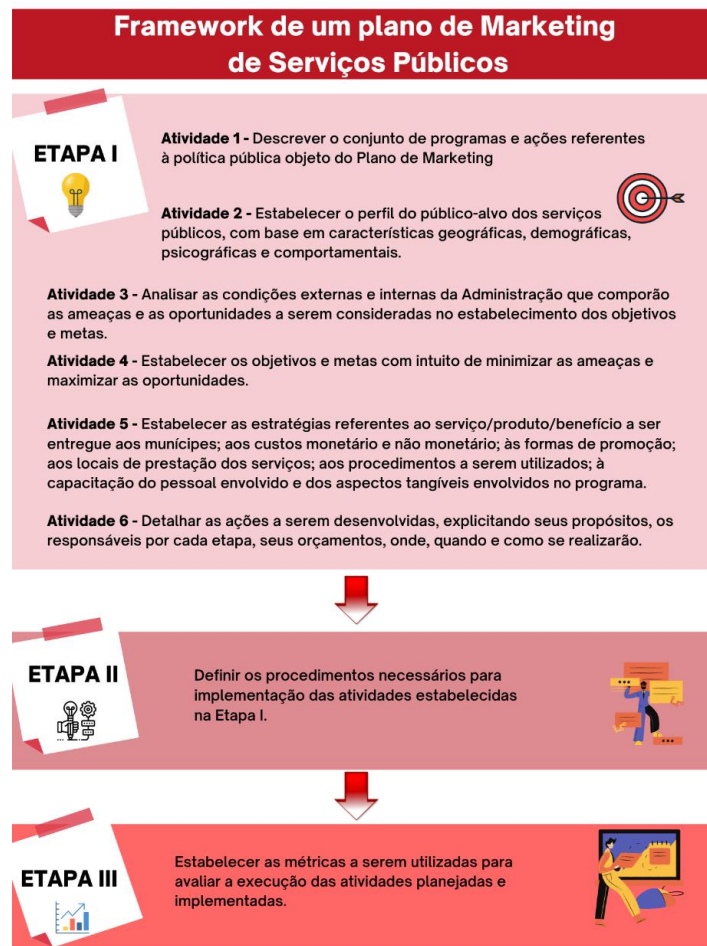
SPECIALIST	EVALUATION	COMMENTS
1	ACCEPTS	NO COMMENT
2	ACCEPTS	NO COMMENT
3	ACCEPTS	"With the insertion of the information already highlighted"
4	ACCEPTS	"I suggest emphasizing more the difference between Results and Impact, these are situations that, for an unsuspecting reader, can lead to the same conclusion"
5	ACCEPTS	"Carry out partial assessments, especially in relation to risks and threats"
6	PARTIALLY ACCEPTED	"At this moment, I believe it is the stage of presentation of the forms of evaluation so that it is possible to verify if the proposed actions met the objectives"
7	ACCEPTS	NO COMMENT
8	ACCEPTS	NO COMMENT
9	ACCEPTS	NO COMMENT
10	ACCEPTS	NO COMMENT

Source: prepared by the Authors.

Regarding STAGE III, called Forms of Evaluation and Control, nine experts accepted the proposed text, of which three made comments and six chose not to comment. It is noteworthy that specialist number six partially accepted and made his considerations and comments according to Table 10 and the comments are pertinent and are included in the final text.

Therefore, according to the objective proposed for this work, the *framework* adjusted for Public Services Marketing (Table 11) is presented below, after the opinions and comments of the experts, composed of a schematic representation and an operational description, detailing the stages of the process (Table 12):

Table 11 – Schematic Representation of the *Framework*



Source: prepared by the Authors.

Table 12 – Operational Description of the steps considered in the *framework*

STEP I – Planning
<p style="text-align: center;">Activity 1 - Description of the Public Policy object of the Marketing Plan</p> <p>The starting point for the elaboration of the Marketing plan is the specification of the action to be developed and the public policy to which it is linked. Example: a housing program that aims to provide conditions for a certain population to access their own housing.</p> <p style="text-align: center;">Activity 2 – Definition of the Target Audience</p> <p>The target audience will be defined by the set of characteristics, which clearly identify the profile of the people involved in the action, whether they are decision-makers, influencers or beneficiaries.</p> <p>Therefore, it is necessary to segment the population with the purpose of identifying these target segments, understanding that a segment is the set of people with similar characteristics in relation to the public policy, which is the object of the proposed action. The target audience will correspond to one or more of these identified segments, which need to be quantifiable, significant and accessible.</p> <p>The definition of these target segments has a direct impact on determining the audiences to be considered, enabling much more clarity on where, when, how and, above all, for whom to implement a Marketing Plan.</p> <p>The variables that can be used in this segmentation process are the following:</p>



- a) demographic - used to divide this universe of people, according to population variables, such as age, sex and/or gender (when this differentiation is necessary), occupation, level of education, income, family size, race, generation, social class, nationality, place of birth and religion;
- b) geographic - it makes it possible to divide the universe of people involved, directly or indirectly, according to the geographic regions to which they belong, such as: city, subdistrict, neighborhood, street, etc.;
- c) psychographic - these variables allow the total set of people involved to be divided into segments, based on psychological/personality traits as well as lifestyles and values;
- d) behavioral – it is considered the analysis of people's behavior and attitude about a service or subject that is intended to be addressed. Some examples of these variables are: form of adherence to the action proposal, occasion and rate of use, expected benefits, degree of adherence to the campaign proposals, among other possibilities of behavior in relation to the objective of the action being implemented.

Demographic and geographic variables will be present in most segmentation processes. However, behavioral and psychographic measures will be useful when a refinement in the definition of the target audience is justified.

At the end of the segmentation process, each Marketing action will have its target audience defined and chosen in accordance with its purposes, remembering that the more precise and focused a characterization of the target audience profile is, the better the conditions for planning and executing the steps that make up the Marketing plan.

It is necessary to keep in mind that the population is not a homogeneous whole, being composed of different groups of individuals, each with different expectations of benefits;

Activity 3 - Diagnosis regarding the implementation of the Public Policy in question

This diagnosis includes the identification of the threats and opportunities that present themselves in the face of the proposed action. To this end, an internal analysis must be carried out, identifying the strengths and weaknesses, as well as an external analysis containing the favorable and unfavorable situations to be faced. From the joint analysis of these internal and external data, threats (negative aspects) and opportunities (positive aspects) can be identified, which will serve as a reference to establish the objectives and action programs to be implemented.

It is important to note that favorable situations and unfavorable situations are not automatic synonyms of opportunities and threats. Thus, in order to identify the presence of an opportunity or the existence of a threat, it is essential to confront the external favorable and unfavorable situations with the strengths and weaknesses of the Administration so that it can be concluded whether a threat or opportunity actually occurs;

Activity 4 - Objectives and Goals

The objectives are important because they signify the reason for the existence of the plan and represent the results expected by the public agency that implements it. They should be clearly and concisely expressed and designed for the intended purpose, in order to take advantage of the opportunities and minimize the threats identified in the diagnosis.

In turn, the goal is a quantifiable and measurable expression of the objectives. Goals should be realistic and include a timeline with deadlines and assignments of responsibilities.

Activity 5 - Elaboration of Marketing Strategies for each of the variables of the Marketing Mix

The Marketing Mix for Public Services is represented by the combination of the controllable Marketing variables, described below:

- a) Product/Service/Benefit - Corresponds to what is offered by the Public Administration. Most of the time they will be services, such as urban cleaning. However, there may be products involved, as in this case, garbage bags to be used by the population. It will always be necessary to be clear about the benefits that will be offered to the population, through the products and/or services provided.
- b) Monetary and Non-Monetary Costs – This is what will be made available by the population in exchange for the services provided by the Public Administration. It is necessary to define whether there will be monetary values involved, as well as whether there are non-monetary costs, such as physical travel, waiting times for care, documentation gathering, change of action (not smoking in certain places), behavior (quitting smoking), attitude (fighting smoking) or value (valuing health and well-being above material aspects).
- c) Location of the Provision of Services - These decisions refer to the place chosen to provide the services, how citizens can access it and how they will be welcomed. The wide availability of service stations and ease of access are benefits that will neutralize travel times, queues and other discomforts, thus reducing the non-monetary costs to be imposed on citizens.
- d) Communicational and Promotional Actions – Here the promotional actions to be used in the action and their corresponding media plan will be specified. Examples of these actions are: advertising, advertising, personal selling, public relations, and digital marketing. This choice should take into account the peculiarities of the action to be developed, that is, what, how and when to communicate and which media will be used.
- e) People Involved in the Provision of Services: this is the definition, choice and training of the people who will participate in the provision of services,
- f) Processes for the Provision of Services: Refers to the methods and procedures that will ensure quality, as well as the homogeneity of the services provided;



g) Physical Evidence corresponds to the tangible attributes associated with the provision of services, for example: the uniform of the service provider, the equipment used, and where the interaction with citizens takes place, or any other tangible component employed;

Activity 6 - Elaboration of Action Programmes

Each of the actions to be developed, those responsible, as well as the schedule and budget that will contribute to achieving the objective must be detailed. Evidently, the periodicity of these programs will tend to be defined in line with the instruments of government planning.

With regard to the budget, the cost necessary for the development of the activities inherent to the public service to be implemented is identified.

Budget is the space to record the provisioned budget and the costs involved in the activity. It should be noted that in public assistance activities, the variables that measure return in general will not be financial variables or immediate results. Many will involve behavioral changes and improvements, such as education, culture, and quality of life.

STEP II - Implementation

At this stage, what was planned will be transformed into effective actions that reflect the desired result. The plan will produce a document specifying who will do what, when, how, and at what cost. This turns the marketing strategy into action.

The plan must be shared with the internal groups of relevance of the Public Administration, that is, those impacted by the actions.

The plan provides a route for the public agent to easily assess or correct the path in a timely manner in the event of an emergency or non-compliance. The plan may have an annual or multi-annual horizon, according to the needs of the Administration.

STAGE III – Forms of Evaluation and Control

And finally, the last step, has the purpose of presenting the Forms of evaluation and control.

The evaluation is the part of the plan in which the measurements that will be used to check the success of the planning effort transformed into actions will be highlighted, which should specify what, who, when, where, how and why.

The monitoring and evaluation of performance will have as a reference the goals defined in Activity 4 of Stage I.

Some items that may be included in the evaluation process are:

- a) Production Measurements - will identify and quantify what has already been accomplished (such as the number of leaflets distributed, the number of cars inspected in urban blitzes, etc.);
- b) Outcome Measurements - focus on the citizen's response related to the actions being measured (number of people who have been immunized in the vaccination campaign for the elderly, number of students enrolled, etc.);
- c) Impact Measurements - is the stage related to the benefits arising from the planned actions. As examples, we can mention the reduction in accidents resulting from the "If you drive, don't drink" campaign, the decrease in the number of teenage pregnancies, as a result of the awareness campaign.

Source: prepared by the Authors.

CONCLUSION

The results offered by the experts' answers were analyzed in the previous item, when we were able to verify a significant agreement with the composition of the *framework* submitted to the evaluation. It was observed that most of the comments presented endorsed the acceptance of the original text. Due to its relevance, four suggestions were incorporated into the composition of the *framework*, whose final version, already validated, had been previously presented.

The insertions made from the experts' comments are presented in the final *framework*.

Therefore, according to the objective proposed for this work, it was possible to present the *adjusted framework* for Public Services Marketing, after the opinions and comments of the experts, composed of a schematic representation and an operational description, detailing the steps of the process.



For Silva, Minciotti and Gil (2014), the application of Marketing in public institutions contributes to the good performance of the provision of services to taxpayers.

The Brazilian literature on Public Services Marketing is still scarce. The present study seeks to contribute to increase the Academy's involvement with the theme.

It is also expected that this research can present relevant material on the subject, as well as add to the studies already carried out, thus helping to better understand the facilities or difficulties that public managers may have in the applicability of Marketing in the public area.

Thus, there is a contribution to academia and the Public Administration sector about this unconventional application of Marketing, called Public Services Marketing, in the set of the theoretical framework and *framework* presented.

The impossibility of applying the *framework* in a real situation leaves a path to be followed by other studies, aiming to improve this contribution, presented here.

Of course, the issue is not over. The possibility of expanding this research may present improved adjustments.

It is recommended for future studies the practical application of the *developed framework* .



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