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## **DICHOTOMY BETWEEN STRATEGIC PLANNING AND DEVELOPMENT INSTITUTIONAL PLAN IN BRAZILIANS FEDERAL PUBLIC UNIVERSITIES**

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Rigid bureaucratic structures are common in Brazilian Federal Public Universities, causing inefficiency in the use of sources and managerial immobility. The Federal Government has applied policies to attenuate the problem, like the mandatory of confection the Institutional Development Plan– IDP, for universities adopt the culture of planning, similar to the strategic planning. In this context, this article has the objective to know the Brazilian Federal Public Universities managers perception about the dichotomy between strategic planning and Development Institutional Plan. The interviews were conducted in loco with vice-rectors, pro-rectors, coordinators and directors of eight Federal Universities, located in all Five Brazilians regions (North, Northeast, Midwest, Southeast and South). The results indicate that the degree in the management area doesn't mean that the managers understand about strategic planning, and many are graduated in different areas that don't have relation with the management. Therefore, the university administrators don't have theoretical knowledge about planning, however they have management practical experience in yours universities. Some of the interviewees agree with the idea that IDP must undertake the strategic planning. Others understand that the strategic planning is subset of IDP, and few believe that the strategic planning is macro. Independent if IDP or strategic planning, the results pointed the importance about plans for the universities management professionalization, in which unplanned wouldn't be possible consolidate a strong nationally institution.

**Keywords:** Strategic Planning. Universities. Management.



## 1 INTRODUCTION

The Brazilians Federals Publics universities know by show a rigid bureaucratic structure, causing an inefficient use of funds and resulting in what Meyer Junior (2003) call of managerial immobility. Muriel (2006) explains that educational managers are excellent educators, however they fail managing their institutions due to a lack of a degree in the field. Machado (2008) consolidates this knowledge, saying that most of educational institutions,

...are run by people that don't know the good management technique. These people are great pedagogues, doctors, lawyers, but many of them are not professional managers, this means, they don't know moderns techniques of management. They have good intention, but lack the technical knowledge. (p.15)

Meyer Junior (2003) understands that to overcome this situation, university administration manager's competence, ability and attitudes are becoming one of the most important factors to achieve success. Those points are fundamental in the changing process of educational institutions. Some research that intended to contribute for colleges get a better management, contributes for these to achieve their objectives, like creation and transmission of knowledge, that consequently provides development to their society.

It is in this context that this article is inserted, it's showing knowledge to academy that contributes for the Brazilians Federals Universities management improvement. Institutional Development Plan and strategic planning are two of the management tools used to get the Brazilians Universities management problem solution, both instruments provides planning. Muriel (2006) e Machado (2008) also believes that a good planning can bring significant



improvements to higher education institution management, potentiating these organizations contributions for the society.

Historically, Brazilians Publics Universities didn't use to do planning activity, it being sensitive sectors to government police and market situation. Their managers lived to "firefighting" and decide the best way to use a scarce resource, if it came. Silva, Michelan, Melo and Costa (2011) show that this situation started to change in the 2003, when the economic world prospered and consequently, the Brazilian. Add to that a federal government posture change with federal universities, due to a republic president change, that result into a considerably increase of federal resource destined for this institutions.

This phase coincides with the begging of universities planning actions, when, by force of 2004 Law (Brazil, 2004), they were required to elaborate a planning document, called Management Institutional Plan – MIP.

Having this facts became in the last decade, there are just few academics literature about MIP and strategic planning in Brazilians public universities, and this way, this paperwork intend to contribute for a better understanding about the subject.

## **2 LITERATURE REVIEW**

### **2.1 STRATEGIC PLANNING**

The understanding about strategic planning idea demands the understanding about strategy. Mintzberg (1987) believes that strategic planning field can't permit oneself the luxury of trust in only one definition. Even that strategy was traditionally defined in one truth; the word was used in different ways implicitly.

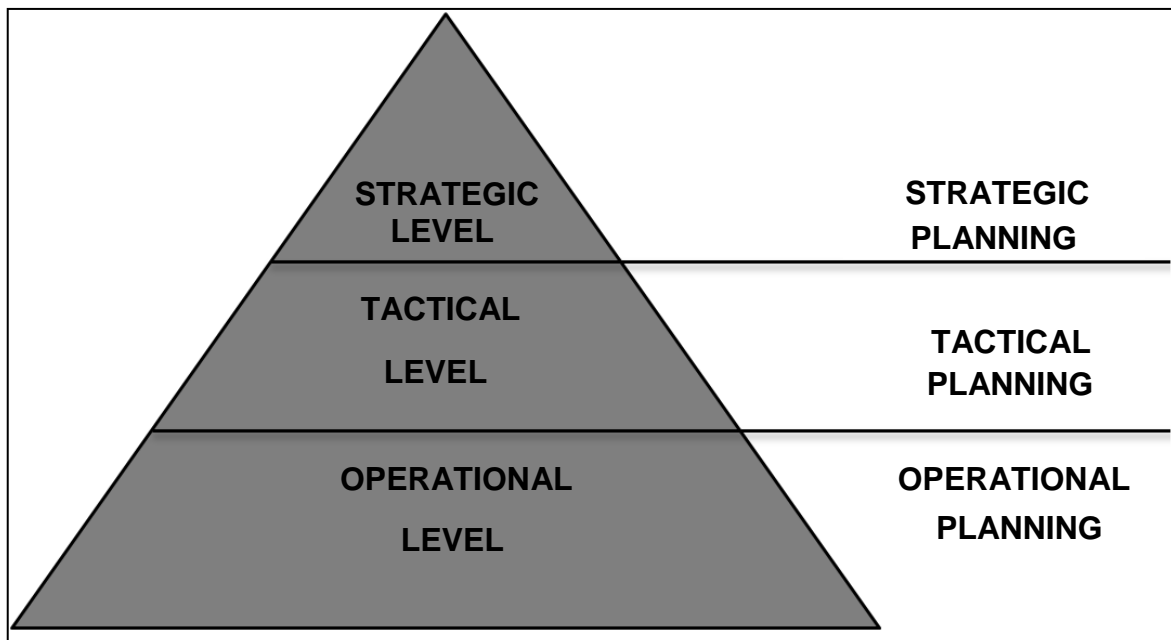
One of these manners was showed by Michael Porter (1996) that understands strategy like a unique, important position creation, involving a different set of activities. Tracing a



strategy is make choices, and decides a determined course to follow, the company will be positioning. Ansoff (1997) affirms that strategies decisions are not an individual work, but by an all organization planning process, been global and systematically. Mintzberg (1985) demonstrates that the strategy have been designed by leaders of organizations like a plan to do the future, been an analytical process to establish long date goals.

The planning activity, on the other hand, naturally originates present decisions taken by an impact exam of the same in the future, giving what Oliveira (2008) calls of temporal dimension of high meaning. The search is about uncertainty reduction involved in the decision process, and consequently, a higher probability of achieve goals, challenges outlined by the organization.

Three types of planning are present by Oliveira (2008), considering the hierarchical levels and the decision of a company, as Picture 1.



Picture 1: Levels of decision and types of planning.

Source: Oliveira (2008, p. 15).



This is the reasoning that strategic planning appears, that according Pereira (2010), its linked to a higher level decision in the organization. For the mean level, fits the tactical planning, and for the operational level, fits the operational plans. In the author conception,

Strategic planning is a process that consists in systematic analysis of organization strong points, (competence) and weak points, (incompetence or possibility of improvements), and extern ambience opportunities and threats, with the objective of formulate (to form) strategies and strategies actions in order of increase the competitive edge and your level of solving.(p.47)

## **2.2 THE INSTITUTIONAL DEVELOPMENT PLAN**

The Institutional Development Plan – IDP existents in Brazil can be considered a new, that started to be practiced just in second half of decade of 2000. Its origins are in the law of guidelines and bases of education – LGB (Brazil, 1996), that instituted in its ninth article the evaluation necessity of higher education by the Union.

In mode to detail the evaluation actions, regulating the article of LGB, was approved the Federal Law nº 10.861, in 2004, that instituted the National System of Higher Education Evaluation – SINAES (Brazil, 2004). In its scope, the SINAES tends to improve the quality of Brazilian Higher education by higher education institutions evaluations, graduation courses and academic performance.

Is in this context that IDP arises, when SINAES (Brazil, 2004) become mandatory the practice of Institutional development Plan for the higher education institutions could be evaluated in any part of its existence. The minimum detail that must contain in the IDP was



discriminate by the presidential decree nº5.773, de 2006 (Brazil, 2006) Elaborated for a five years period, the IDP is defined by MEC (Brazil, 2007, s/p) like a

... document that identify the Higher Education Institution, regarding about work philosophy, the proposed mission, the pedagogical guidelines that direct its actions, the organizational structure and the academics activities that involves and/or that intend develop.

A survey conducted by Cardoso (2006) demonstrated that before 2002 there weren't plans like these, but from that determined year, but by requirement of law, the HEI started to elaborate the document.

According Muriel (2006), after making the IDP mandatory for the new HEI accreditation and the new courses permission, the government demonstrated concern about planning for a new enterprise creation or an already created institution increase. So, even been mandatory by force of law, it is an opportunity for the HEI to realize a planning that in facts bring positive results.

### **3 OBJECTIVE**

This article objective is to know the Federal Public Universities managers perception about the dichotomy between strategic planning and Institutional Development Plan.

### **4 METHODOLOGY**

The search characterized as multiple case studies, consisting, according Cruz e Ribeiro (2003, p. 36) “in the study of certain individual, jobs, institutions, conditions, groups



or communities, with the finality to obtain a generalizations”. In this paperwork were analyzed eight Brazilian Federal Universities, being

Federal University of Alagoas

Federal University of Minas Gerais

Federal University of Amapá

University of Brasília

Federal University of Grande Dourados

University Federal of Pará

Federal University of Maranhão

Federal University of Santa Catarina

This institutions selection was in an intentional way, in the words of Creswell (2010), because it doesn't do an aleatory selection form, but it is used a specific criterion. Accordingly this, all eight Universities were selected knowingly, because it is study objects of a search project approved and funded by agency of promotion CAPES/MEC, and conducted by the authors.

The interviews were realized *in loco* in the institutions with vice-rectors, pro-rectors of planning, administration and finance, and coordinators and directors in these pro-rectors. It was guaranteed the anonymity of interviewee, and so, were designed fictitious designations in the results of this article, like Alfa University/ Interviewee 1 and Beta University/Interviewee 2.

After the interview collection of data of, followed the transcripts of the same, whose data were reorganized by theme and objective of search, and associated to the answer of the interviewee, for so come interpretations proceed in light of the literature used in the theoretical foundation.





The interpretation of data was followed by the interpretative analysis, that in the denomination of Severino (2007, p.59), starts by objective understanding of text message, following for the synthesis of reasoning ideas and the text deep understanding.

## **5 RESULTS AND DISCUSSION**

This section presents the realized search results, elucidating the managers perception about IDP and strategic planning. By the realized interviews, was noticed that degree in the management area is not indicative that the manager understands about strategic planning.

When asked about the understanding about what is IDP and strategic planning, the interviewee 5, from Delta University, that is graduated in administration, with specialization in the area, believes the strategic planning is a medium-term, being the dismemberment of IDP diverging the theoretical concepts presented. As his comment: “The strategic planning is a dismemberment of IDP. On the planning of IDP you must trace goals and the strategic planning actions, that is the medium term”

The interviewee 6, from Zeta University, is graduated in physics, and approaches of concepts presented about strategic planning, including the difference of planning levels, between strategic and operational:

For me, the strategic planning is what direct, is the biggest. In the truth, the strategic planning is what gives the institution identity so the strategic planning spells out the policy guidelines, university social initiation, of institution in general, in the case of Zeta University. And the IDP would be the application instrument, the operationalization instrument for this strategic plan.





In the Beta University, the interviewee 3 is graduated in the area of sciences, and didn't know how to explain what is IDP and strategic planning, however, he has years of management practice experience, and this way, understands the importance of this two planning's, as he exposed in the interview: "It is important elements for the development of university, for the planning like a all and consequently for a sustainable increase. A increase that we can have conditions to do without unforeseen event"

The Idea that the IDP is a document that must be originating from strategic planning, being this more wide than the anterior, like was Said by the interviewee 6,also is shared by the interviewee 7,from Zeta University:

I have the same point of view of interviewee 6,I think that the strategic planning its in a larger context. The IDP its inside of this strategic planning, because from you create of expectation for your future based on what you have inside your strategic planning, you going to trace specifics lines for the area of performance of University, that are contemplated in the IDP.

The practice of Gama University is singular, because as the interviewee 4,the strategic planning is the biggest document of institution, but is Just used by management of university, not being a document of public access. And according this planning change significantly, consequently subsidizes the changes in IDP.

Note your considerations:

We have two documents. We have a document that is more for the management team, he is more internal this document, he even stay



public specifically. . But part of this element is the part mobile of IDP, the part that we stay looking, working ,reviewing and putting, making changes of IDP, each change that we do has entire proceeding again. If we do some changes really significant, then we start including our university council to approval. If marginal goals, objectives, some project, some action, cupboards if at the margin, we do not submit, the rector himself makes the authorization and we do the modification. He works today like a intern document of management.

The visions of interviewee 4, 6 and 7 are different from the interviewee 8, from Sigma University, because for this, the IDP the document macro of institution, while the strategic planning is of execution:

The IDP, the proper name say, Plan of Institutional return, that the institution is going to do. The strategic plan say how is going to do, with which actions this objectives are achieved. Things that in the IDP, doesn't have explanation. ... For me, I do one difference, I'm not understood in the area of planning, but for me there is a difference, and between the strategic planning and the IDP, the IDP is, in my opinion, is the macro, it is the management that is starting is going to do or think in going to do during four year of your management....



This logic is shared with the interviewee 3, from Beta University, having in point of view that believe that strategic planning arises from the IDP. For the manager, “Exist basic differences. The strategic planning, he uses basically the information’s of IDP for this strategic planning.”

The understanding of interviewee 9, from Ômega University, is that doesn’t have differences between IDP and strategic planning. Is the same conception of interviewee 1, from Alfa University, that believes that shouldn’t have differences. Understand that the IDP, even been a legal requirement, is a important document, because motive a intern view forward the extern possibilities.

The IDP is a important moment for you to mobilize the university around of your questions. What we want to be ? What we are the first, to do a diagnosis? What are our problems, our points of strangulation, our difficulties?

What we want to be? The opportunity of IDP is important for this reason.

According the interviewee 3, from Beta University, the consolidation of a institution with quality depends of a planning, and this must be done well. Your argument point the necessity of view of term for the institution, according the explanation:

Without IDP and without a strategic planning, we don’t construct a strong institution. This is my understood and my message. So it is



very well done, much planned, that be done, mainly the IDP, in a wide form inside of Institution.

... Now We have the strategic planning that Will by 2020. Where We intend inside of this strategic planning a significant increase in the area of undergraduation and graduate.

In preparing a planning that involves the participation of many university authors, the process takes so much time, and is dangerous by the fact of the institution doesn't adapt the constant changes of the external environment. That is what think the interviewee 4, from Gama University, to predict that this situation ,treat of different manner the IDP and strategic planning, according your expose:

The IDP is really slow to capture this incorporation. Our strategic planning has a dynamic .The strategic Planning has of units already have a closer dynamic, faster and more agile, because the academics units are approved in the advice of units, that normally has a configuration more homogeneous over ideology, about thinking of things. In the university council, the council is more eclectic, and then He is of all colors, of all parties, of all policies, being more complicated. That is why we treat the IDP like a document more formal, which has this representation policy, and the strategic planning more like a document of action.

## 6 CONCLUSIONS



The theoretical aspects presented show that the strategic planning and the Plan of Institutional Development – IDP are not synonyms, because doesn't have the same characteristics, in special by the fact of IDP be a Brazilian requirement legislation for your universities, making it unwieldy. However, observe that the IDP forced the Brazilian Universities to realize planning in your management from 2004, situation that wasn't realized, some of which were beyond the law, and also promoted the preparation of a strategic planning, projecting the future for the institution, that before lived without defined way.

By perceptions of the managers observed in the interviews, checked predominantly that doesn't know conceptualize what come to be, theoretically, IDP and strategic planning, and when risk, go way of concepts Jobs in the academy. However, they can give characteristics of documents and of your preparation, always related in what did in the universities, in other Word, what they lived.

In this form, the formation in management not enable, necessarily, to know elaborate and execute a planning, the IDP or strategic Planning. It is the experience in the subject, with hits and misses, that predominates in the understanding about the theme. Some Universities received consultancy in the time to elaborate the planning, and is this case, the knowledge transmitted by the consultant was important to have a robust planning.

The lack of a theoretical understanding despite existent experience, take some managers to affirm that the IDP is biggest then strategic planning, and that is Just a document of action, like affirmed by the interviewee 8. This understanding equivocates to confuse the strategic planning with others systems of management, like pointed by Ansoff (1987), and find it that is strategy is operational effectiveness, like theorized by Porter (1996).

Therefore, from observed realities, exists two situations: there are universities and managers that know about IDP and strategic planning, formulate and performing this two



elements professionally, well there are universities and managers that doesn't know and practice amateurishly. The fact is that the manager that understand the theme, transmit the professionalism for the construction of documents in your university.

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