Development, political articulation and institutional relationship: diagnosis of the performance of the National Confederation of Store Managers System (CNDL)

Desenvolvimento, articulação política e relacionamento institucional: diagnóstico de atuação do Sistema da Confederação Nacional de Dirigentes Lojistas (CNDL)

Marcos Antonio Martins Lima[1] (iD)
Denize de Melo Silva[2] (iD)
Daniel Keniti Sakamoto[3] (iD)

Abstract: The present diagnosis of institutional action aimed to understand what the elements are present in the triad: local development, articulation and institutional relationship considering the strengthening of the CNDL system and its representativeness in the retail sector. Thus, the theoretical framework of the respective research considered the categories local development, political articulation and institutional relationship based on the theoretical propositions of: Albuquerque (2004), Castro and Oliveira (2014), Borges (2007), Andrade and Ferreira (2016), Dias and Matos (2012), among others. The descriptive and exploratory study was carried out with the Shopkeepers Chambers (CDLs) (n=140) and the Federations of Shopkeepers Chambers (FCDLs) (n=20), distributed in the five regions of the country: North, South, Midwest, Southeast and Northeast. In this perspective, the articulation and dialogue with the public power corresponds to a need of the sector, together with the local needs of the associates. Thus, it was found that such demands must be monitored aiming at clear communication and the generation of a favorable business environment. However, the work carried out is not

---

[1] Universidade Federal do Ceará (UFC) Faculdade de Educação – E-mail: marcoslimaiag@gmail.com
[2] Universidade Federal do Ceará (UFC) – E-mail: denisemellopedagoga@gmail.com.
[3] Confederação Nacional de Dirigentes Lojistas (CNDL) – E-mail: daniel.sakamoto@cndl.org.br.

a manual or checklist, but an instrument for management and for composing guidelines and guidelines for new actions to be implemented in the CNDL system.

Keywords: local development; public policy; institutional and governmental relationship; institutional diagnosis.

Resumo: O presente diagnóstico de atuação institucional objetivou compreender quais são os elementos presentes na tríade: desenvolvimento local, articulação e relacionamento institucional considerando o fortalecimento do sistema CNDL e a sua representatividade no setor lojista. Assim, o referencial teórico da respectiva pesquisa considerou as categorias desenvolvimento local, articulação política e relacionamento institucional assentadas nas proposições teóricas de: Albuquerque (2004), Castro e Oliveira (2014), Borges (2007), Andrade e Ferreira (2016), Dias e Matos (2012), dentre outros. O estudo do tipo descritivo e exploratório foi realizado com as Câmaras de Dirigentes Lojistas (CDLs) (n=140) e as Federações das Câmaras de Dirigentes Lojistas (FCDLs) (n=20), distribuídas nas cinco regiões do país: Norte, Sul, Centro-Oeste, Sudeste e Nordeste. Nessa perspectiva, a articulação e diálogo com o poder público corresponde a uma necessidade do setor, junto às necessidades locais dos associados. Assim, verificou-se que tais demandas devem ser acompanhadas objetivando uma comunicação clara e a geração de um ambiente favorável aos negócios. Não obstante, o trabalho realizado não se constitui como manual ou checklist, mas um instrumento à gestão e para composição de diretrizes e orientações para novas tomadas de ação a serem implementadas no sistema CNDL.

Palavras-chave: desenvolvimento local; política pública; relacionamento institucional e governamental; diagnóstico institucional.

1. Introduction

The institutional diagnosis is an important tool for outlining new actions to be taken in the organizational sphere. Thus, the central objective of this article seeks to demonstrate the understanding of which aspects are present in the triad: local development, political articulation and institutional relationship considering the strengthening of the National Confederation of Store Managers System (CNDL) and its representativeness in the retail sector in Brazil.

Nevertheless, the understanding of the collaborative network sedimented by means of the relations with the public power, with a view to local development (economic and social) with partnerships for the expansion of the business network and the relations with the Executive, Legislative, and Judiciary spheres is worthwhile. In this perspective, the realignment of goals in compliance with the articulations woven with the public power

can add value to the segment, as well as the expansion of trade networks and local businesses to strengthen the retail sector.

Thus, the diagnosis of the CNDL System's institutional performance is inserted within the Public Policies 4.0 Program, in partnership with the Brazilian Service of Support to Micro and Small Enterprises (SEBRAE) National, being made operational in a technical and exempted way by the Institute of Evaluation, Management and Education (IAGEE), headquartered in Fortaleza, Ceará, with 160 entities that are members of the System through interviews conducted with the support of a form with closed questions followed by an evaluation scale and also open questions on the above mentioned themes. The collection was made by phone calls (n=140) and also via electronic form (n=20).

Regarding its methodological aspects, the diagnosis focused on the quantitative and qualitative approach, characterized as a descriptive and exploratory study carried out with the Chambers of Commerce Directors (CDLs) and the Federations of Chambers of Commerce Directors (FCDLs), distributed in the five regions of the country: North, South, Midwest, Southeast and Northeast.

The central objective of this article is to identify the improvements needed and to be implemented in the CNDL System, as well as to assist in the organization and reordering of existing sectorial policies and in the planning of new public policies in compliance with the dynamic and contextual needs of the sector, besides aiming at a better follow-up and articulation of these sectorial policies.

In this sense, the diagnosis of the CNDL System's institutional performance sought the following specific objectives summarized in this article: (1) identify the actions taken or promoted by entities (FCDLs and CDLs) with a view to promoting local and regional economic development; (2) map the actions promoted by entities (FCDLs and CDLs) focused on political articulation and institutional relationships; and (3) identify the actions, the results, the forms of control, the methodology, the indicators, that is, how entities organize their actions in these two axes of objectives.

Meanwhile, the permanent dialogue with the public power and partners aiming at the active discussion about the local needs of the associates and the practical implication of the entity in the generation of income, employment, as well as seeking the contribution to the local and social development of the region, must be articulated, intending the strengthening of the sector and the improvement of the business environment.

2. Theoretical framework

It is known that the elaboration, the articulation and the agenda of retail public policies are constituted as ongoing strategies to be adopted by the CNDL System. According to Lima (2020), this articulated vision condenses the development of strategies to meet local needs and the demands presented by the retail sector, corroborating Kerbauy (2004, p. 151), "the idea that through the institutionalization of action patterns and negotiation process in the context of organizations and procedures". In this perspective, the political processes and the nature of these actions have assertively influenced new awareness and action in different sectors and segments.

Thus, the following will present the concepts and theories adjacent to the triad: local development, articulation, and institutional relationship, as well as the diagnosis of institutional performance with a view to understanding and deepening the theory inherent to the main categories that provided the theoretical and methodological basis for the diagnosis of institutional performance in the NCDL System.

2.1. Local Development

In order to understand the relations between public policies, it is necessary to deepen the local and social development process. It is known that this process encompasses a sensitive analysis of reality.

The concept of local development arose in 1980 by means of initiatives initially visualized in Europe and Latin America. In this period, precisely in 1990, the State, as a regulatory agent, started the process of economic recovery, requiring a business model capable of condensing the nature of the development process, modifying, including, the plastering in the way of doing politics (Albuquerque, 2004). According to Castro and Oliveira (2014, p. 22), "elements related to the analysis of social relations, institutions, and environmental and territorial dynamics," that is, the understanding of subjects and also of organizations in the face of social and plural demands that permeate such realities.

> In contemporary societies, it is up to the State to provide public policies that meet the desires of society. For state functions to be exercised legitimately, there must be planning and permanent interaction between government and society, so that they can be agreed upon (Castro & Oliveira, 2014, p. 23).

For Lima (2020), local economic development should focus on the expansion and enforcement of citizenship rights through social mobilization. This development should act in the regulation of conflicts between the interests of social groups, responding to the demands and needs of the various social and economic sectors among which these groups are inserted. Nevertheless, in accordance with Borges (2007), local development provides for productive development; however, by understanding the productive nature of this bias, public policies can be created that can strengthen the work developed.

> It is important to contextualize the concepts to which the term under discussion refers. The task is more complicated than it seems at first sight, since public policies and development processes have quite dynamic aspects, since, in its historical trajectory, each society recognizes problems and proposes solutions according to its capabilities (Castro & Oliveira, 2014, p. 22).

Also, in accordance with the authors, despite the difficulties and obstacles observed in the conception of development, the term "development" consists of the ability of a given region or place to act assertively in the demands presented, overcoming the obstacles that make it impossible to carry out its work and expanding the network of possibilities. From this perspective, the development process can be understood and approached in its dimensions, respecting the historical, local, and spatial diversity and specificity of each region and/or location (Castro & Oliveira, 2014).

From this perspective, local initiatives focus on the work carried out from the interaction of municipalities and the resources arising from these partnerships. In this context, the responsible team must therefore establish links for the development of work that involves intergovernmental initiative, and thus develop actions, projects and resolutions of local demands (Swingburn & Goga & Murph, 2006).

> The importance and concern with the desired social results and impacts of a public policy are due, in one extreme, to the restrictions of public resources and, in the other, to legitimate questions, which help in the understanding as well as in useful and indispensable clarifications about the complex management problems involved in public administration (Reis & Silveira, 2022, p. 5).

Corroborating, according to Lima (2020), the improvements resulting from the process of local development should be effective aiming at the local commitment and the public power with agencies and governmental, political, social and business leaderships, with monitoring of the region's situation to achieve the effectiveness of actions. Thus, to

achieve an organized and structured economic development by means of a planning oriented and articulated to the demands presented by the region, the changes in the sector and context of the reality experienced will certainly be amplified and improved.

The institutionalization of action patterns and the process of articulating the demands presented by the community and inserted in its material and social context will be able to assertively influence the decision-making processes and the generation of policies that favor local development (Kerbauy, 2004).

2.2. Political articulation and institutional relationship

The policy and the concrete materiality of its developments, in line with Castro and Oliveira (2014), express a variety of interests. Such interests condense the technical process of elaborating actions, planning and combinations of interests of groups.

> Public policies will be understood here as the set of policies, programs and actions of the State, directly or through delegation, in order to face challenges and seize opportunities of collective interest. Such policies, programs, and actions are materialized in the supply of goods and services that meet the demands resulting from political disputes about what is or should be of interest (Castro & Oliveira, 2014, p. 23).

According to Fonseca (2013), public policies have become a frequent appeal during government and electoral speeches, in the political and social debate, at the University and also in the organizations present in society. For the author, the definition of public policies is still proposed in a shallow way, as the "government in action", but the nature of its formulation derives from a planning and project of broad social, human, informational, and logistical mobilization.

According to Macedo, Alcantara, Andrade, and Ferreira (2016), conceiving the field of public policies without considering the demands presented by sectors of society, as well as the particular and common interests, articulated to the dynamics of government and the market and the set of relationships impregnated through the intentions adjacent to their formulation, ends up impoverishing the respective terminology and its function.

For Dias and Matos (2012), public policies are necessary, given the levels of the state and the network of resources, which are limited to meet the demands. Thus, planning and organization allow the assertive and efficient use of resources with objectives and goals that must be clear, considering the reality and the interest of the groups involved.

The organization and systematization of these policies that are organized by the public power are also configured through mobilization, "through organized groups, in

what is called Organized Civil Society (OCS), which includes (...) unions, business representation entities, neighborhood associations, employer associations, and NGOs in general" (Lopes, Amaral & Caldas, 2008, p. 7).

Dias and Matos (2012, p. 16) state that "one of the most important characteristics of public policies is that they constitute decisions and actions that are vested with the sovereign authority of public power." From this perspective, the authors ask us about who are the agents involved in this process of organizing and systematizing public policies and whose are the responsibility and power for decision-making. Thus, according to Kerbauy (2004), this rationalization of standards and action process in line with the context of organizations is strongly influenced by political standards.

2.3. Institutional diagnosis

Changes arising from scientific and technological progress have been observed, which have caused substantial changes in the form and planning carried out by organizations. Nevertheless, organizations seek to program dynamics that can pay attention to the transformations and incorporate them into their development process (Meneses & Zerbini, 2009).

From this perspective, the institutional diagnosis provides a deepening about the regulatory mechanisms of the functioning of organizations, so the theories and methodologies used should be able to translate the needs and demands experienced and observed in organizations. According to Berti (2001), any inadequacy or principle of internal or external imbalance to the institution should be carefully observed. For the author, the institutional diagnosis must, therefore, strategically focus on goals and rearrangements of the demands presented. To this end, understanding the organizational elements and the nature of the work (segment) provides the remodeling of the gaps and challenges observed in the organizational routines.

According to Cândido, Gauthier and Hermenegildo (1999), for the sedimentation of a diagnosis proposal or model, when the network and the generation of business are expanding and becoming stronger, gaps and problems related to the different agents and fields of power take shape, thus needing the realignment of the organization's common objectives and interests.

According to Lima et al. (2020), the diagnosis is a mirror of the reality experienced in the organization. Thus, the concrete situations experienced serve as a

photograph of this reality. For the authors, in medical language, the act and the action of diagnosing enable the appropriate knowledge and procedure to be aligned for the patient.

Thus, according to the author, the exercise of diagnosing is directly related to obtaining knowledge or disease through examinations and the symptoms presented, therefore, this process aims to generate "an immediate sequence that consists of prognosis, prescription and treatment, with eradication of any dysfunctions detected" (LIMA et al., 2020, p. 48).

3. Research methodology

The methodological strategy focuses on the methods and techniques adopted for the development of the diagnosis, thus situating the definition of the locus and nature of the action undertaken in the development of the research with the organization, contextualizing the procedures adopted for an efficient delineation of the collected findings.

3.1. Introduction to the CNDL System

The CNDL System was founded on October 21, 1960, from a collective effort to create a national-level entity, with the central objective of national representation of all segments related to trade and retail activities (CNDL, 2021).

From this perspective, the CNDL System seeks to expand its business network, consolidating itself as a space for integration and mediation with the public authorities, for the expansion of local development, in an attempt to strengthen and reach class representativeness with the sector.

3.2. Institutional diagnosis design

The diagnosis of institutional performance carried out in the CNDL System was conducted during the period from March 23, 2020, to June 11, 2021, and followed the following development strategy, as shown in Table 1.

Table 01: Design of the Institutional Diagnosis in the CNDL System

	Steps	Detailed Activities
1	Diagnostic planning	Planning of the consultant's performance.
		Planning of the interview methodology with a script of quantitative and qualitative questions, as well as the weekly evaluation model of the project.
		Sending the detailed chronogram of the actions to be executed in this project.
2	Programming the form for telephone application	Proposal of a form for quantitative (closed questions with response anchors) and qualitative (open questions) application by telephone.

		Definition of the sample for the application of the diagnosis: FCDLs (20 units); CDLs from the capital and other cities in a proportional way and segmented by region and number of members, totaling 160 units.
3	Data Collection	Pilot application in one FCDL and one CDL.
		Sample application in 20 FCDLs.
		Application to a sample of 140 CDLs.
4	Data processing	Data entry of quantitative diagnostic responses in Jamovi software.
		Data entry of the qualitative diagnostic responses in the Atlas Ti software.
		Tabulation of quantitative data from the diagnosis in Jamovi software.
		Tabulation of qualitative diagnostic data in Atlas Ti software.
		Quantitative data analysis in Jamovi software.
		Analysis of qualitative data from the diagnosis in Atlas Ti software.
		Integrated analysis of quantitative and qualitative data.
		Presentation of diagnostic results.
		Discussion of diagnostic results.
		Validation of diagnostic results and discussion of diagnostic results.
5	Power Point presentation with the results	Preparation of a Power Point presentation with the results.
6	Report with the diagnostic results	Monthly evaluations of the quality of the diagnostic services.
		Preparation of a final report of the diagnosis.
7	Diagnostic delivery and evaluation	Monthly evaluations of the quality of the diagnostic services.
		Publication of the diagnosis in book/e-book and article.

Source: From research (2021).

As part of the diagnosis design, a sample was established among the 2,000 entities (CDLs and FCDLs) that are members of the CNDL System throughout Brazil. The sample definition establishes the quantity of 200 entities to be consulted in the diagnosis, starting the scheduling with the components of the sample for data collection.

Due to the pandemic of the new coronavirus intensified in Brazil as of March 2020, and the conditions offered to the commerce and services sector during the pandemic period in our country, some entities chose not to participate in the respective diagnosis. Thus, the sample was reduced to 160 entities; however, of this total, the data from 140 were collected in the period from November 2020 to June 2021 via previously scheduled structured interviews, conducted by phone call with an average duration of 45 minutes with presidents, directors and/or executives of the entities that comprise the CNDL System; in a complementary manner, 20 forms with structured scripts were sent by the online platform of forms called Google Forms that had to be collected through this strategy.

According to Severino (2016, p. 134), structured interviews consist of directed questions that are established "with a certain internal articulation. It is closer to the

questionnaire, although without the impersonality of these". Therefore, the respective data collection instrument, whether applied in the interviews or in the forms applied via Google Forms, was divided into three distinct blocks: Block A: Profile of the participating leaderships; Block B: Actions and results of promotion to economic and social development (local and regional); and Block C: Actions and results of political articulation and institutional relationship.

Block A was directed to questions related to the profile of the leadership participating in the diagnosis. Block B was about the retail leadership's knowledge regarding the economic, social and local development of the entities and the nature of the relations and public policies thought for the sector. And finally, the Block C sought to know the main interventions of managers and leaders of the retail segment and the institutional relationship of a political nature of the CDLs and FCDLs of the five regions of the country: North, South, Midwest, Northeast and Southeast.

The institutional diagnosis was based on quantitative and qualitative approaches. Severino (2016) asserts that the quantitative approach focuses on the materiality of the concrete, on the knowledge of phenomena through a functional relationship measured through the experimental-mathematical method. For this same author, knowledge cannot be considered solely by virtue of this understanding, thus lacking a breadth that allows it to be organized and systematic. Thus, the qualitative and quantitative approach refers, therefore, to "sets of methodologies, eventually involving several epistemological references" (Severino, 2016, p. 124). The qualitative approach should also be supported by foundations and concepts inherent and specific to its adopted methodology.

For the treatment of the data collected in the diagnosis, two tools were considered for the refinement of such information. Regarding the treatment of quantitative data arising from the data collection instrument and marked by means of the Likert scale (1993) of perception for mediation and support of the quantitative tool used based on descriptive statistics through the free and open access software called Jamovi. The central quantitative questions presented response anchors of the frequency type: (0) Don't know how to answer; (1) Never; (2) Rarely; (3) Occasionally; (4) Often; and (5) Always. These questions represent indicators with quantitative evaluations, but also complemented by qualitative records.

These records materialize the other fundamental approach in this diagnosis, that is, the qualitative part with the treatment of the hermeneutic units contained in the records

Revista Brasileira de Políticas Públicas e Internacionais, v. 8, n. 1, mai/2023, pp. 78-103.

87

and in the transcripts arising from the subjective questions present in the structured interview form or in the Google Forms application sedimented for the analysis; thus, such qualitative-based analysis was anchored in the Atlas.ti7 software.

4. Analysis, results and discussion

This section will present the products resulting from the diagnosis of the institutional performance carried out in the CNDL System and the developments of the intervening work carried out, as well as the contributions of this work to political articulations, local and regional development in which the entities are immersed, and the negotiations for improvements to be made to the environment and business generation.

4.1. Profile of the leaders participating in the diagnosis

The respective subtopic aims to know the profile of the participating leaderships coming from the CNDL System (n=160), due to the division of FCDLs (n=20) and CDLs (n=140). Thus, according to graph 1, the profile of entities divided according to the region of the country was evidenced.

Graph 1: Profile of entities per region
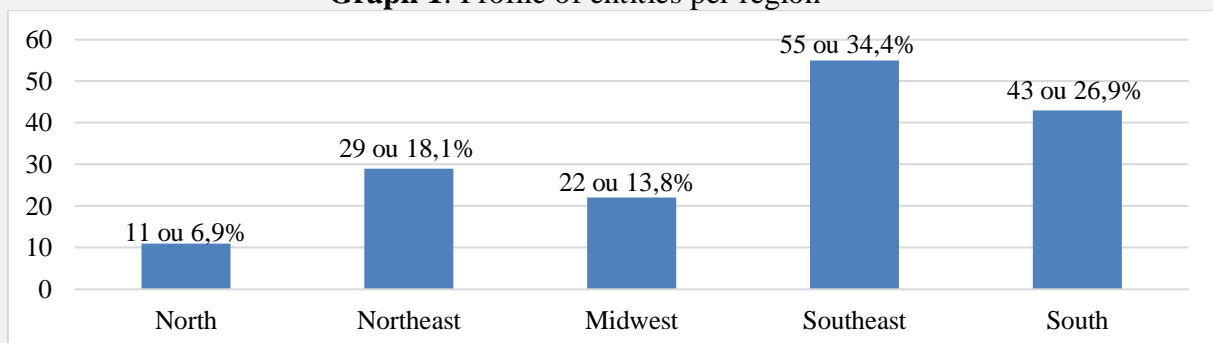
Source: From Research (2021).

According to graph 1, of the 160 entities in the sample composed of CDLs and FCDLs, the Southeast (n=55 or 34.4%) and South (n=43 or 26.9%) regions of the country had the highest participation rate. The Northeast (n=29 or 18.1%) and Center-West (n=22 or 13.8%) regions of the country showed significant participation, while the North region was the region with the lowest participation (n=11 or 6.9%) of representative entities.

The 160 member entities were asked about their profile in the CNDL System, according to graph 2.

Graph 02: CNDL System Entities
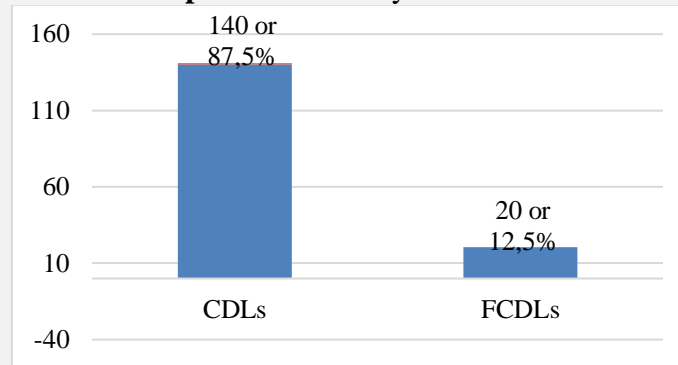
According to graph 2, it was verified that CDLs (n=140 or 87.5%) figure in larger numbers due to the coverage of entities located in several regions (municipalities, districts and capital cities) throughout the country, while FCDLs (n=20 or 12.5%) are located in the country's capital cities. It is also noteworthy that the respective entities (FCDLs), in the condition of federations, had attributions within the state public power and articulation with the public power, which impacted their participation in the context of the new coronavirus pandemic, with developments on the retail sector. In this way, the federations were linked to the normatizations and debates with the public power.

The data pertinent to the gender of the leaderships participating in the diagnosis are presented, as shown in graph 3.

Graph 03: Gender profile of the participants
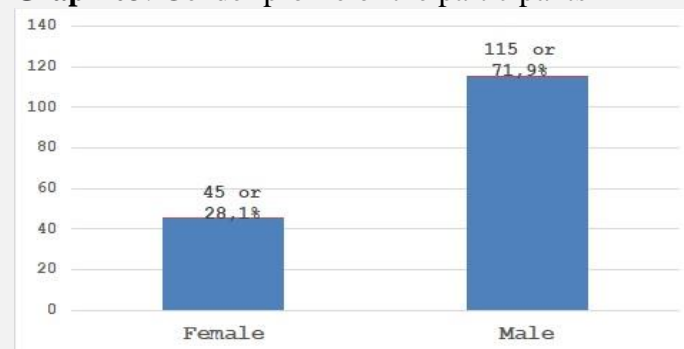
Graph 3 shows that of the 160 participants in the study, 45 (28.1%) are female, while 115 (71.9%) are male. It was also observed, through data analysis, that most of the interviewees are in the age bracket of 46 years or older, with 103 (64.4%) of the sample.

After profiling the subjects participating in the diagnosis, we will present the main results of the diagnosis made in the CNDL System regarding the triad of basic

categories used in this application: local development, political articulation, and institutional relationship.

4.2. Actions and results of the promotion of economic and social development (local and regional)

The following questions had the objective of knowing the correct evaluation of the retail leaderships about the actions carried out by CDLs and FCDLs aiming at promoting the local economic development of their city/state.

Graph 04: Participation of entities (FCDLs/CDLs) in local public power initiatives
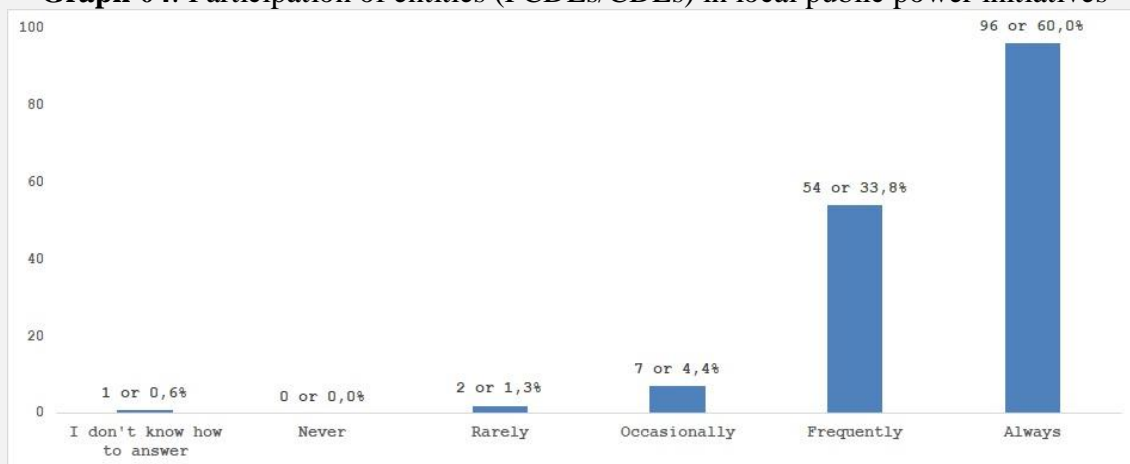
Source: From Research (2021).

According to graph 4, it was verified that, for 93.8% (n=150) of the participants, the entity (FCDLs/CDLs) participates "frequently" and "always" in the initiatives of the local public power, in agreements, partnerships, work groups, forums or councils, etc. Thus, FCDLs and CDLs actively participate in the initiatives of the local public power. Corroborating, Borges (2007) states that development must focus on the respect for social demands, therefore such changes must consider the dispersion, composition and availability of local and public agents.

The leaderships that integrate the CNDL System were asked about the main partnerships of the CDLs and FCDLs with the public power, as shown in figure 1.

Figure 01: CDLs/FCDLs' main partnerships with public authorities
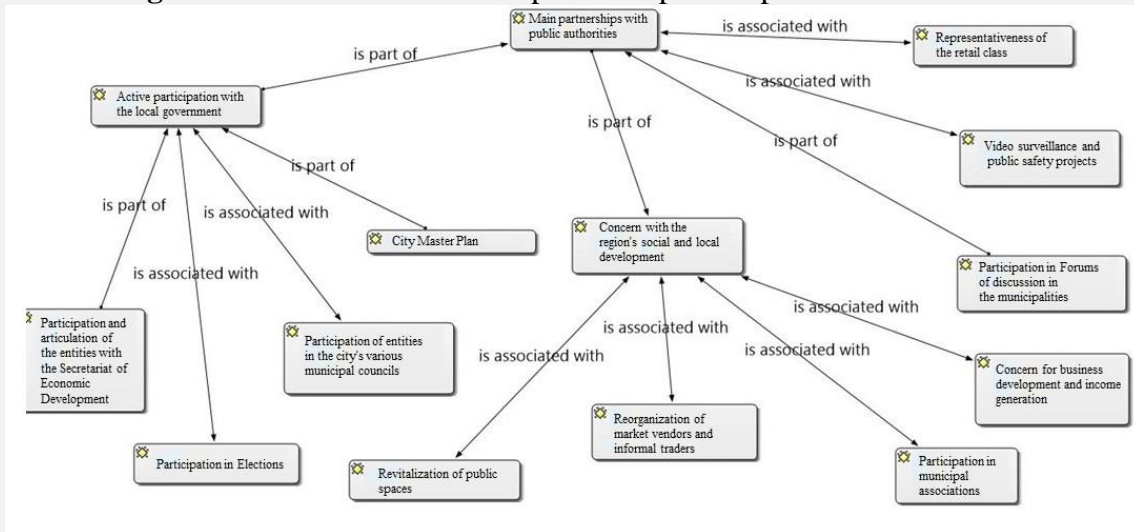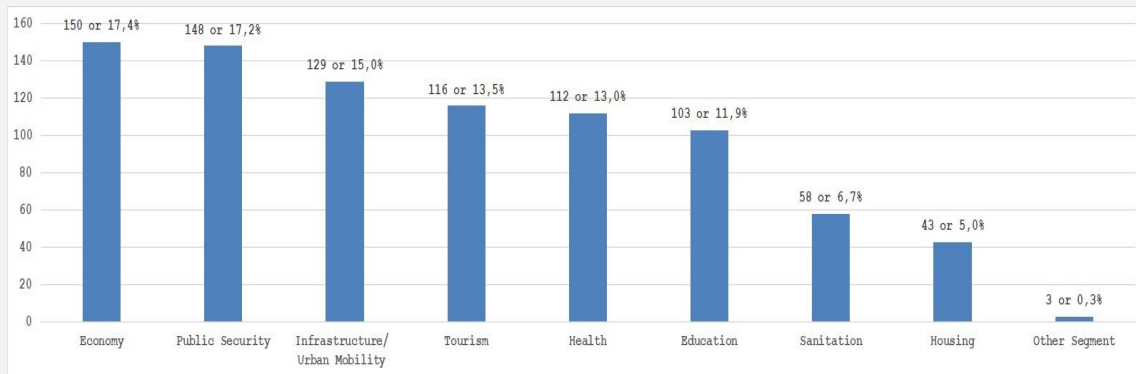

Source: From Research (2021).

According to figure 1, the main partnerships highlighted by the leaders participating in the diagnosis are: (1) Active participation with the local government, with 57 (13.4%) indications; (2) Participation of the entities in the various municipal councils of the city, with 51 (12.0%) citations; (3) Concern with the social and local development of the region, with 42 (9.9%) citations; (4) Awareness and prevention protocols to the new coronavirus, with 42 (9.9%) citations; and (5) Concern with business development and income generation, with 37 (8.7%) citations, from a total of 426 records collected from 160 participants.

In this perspective, Borges (2007, p. 26) points out that "development must concern the people and their welfare, that is, the measures must include not only growth, but also its dispersion, composition and availability," that is, development must focus on the goals and demands of the agents inserted in the segment, seeking the expansion of the business network and the generation of partnerships.

The members of the CDLs/FCDLs entities were asked about the local public policy segments and their proximity to partnerships, as shown in graph 5.

Graph 05: Public policy and proximity segments for retail partnerships with public authorities
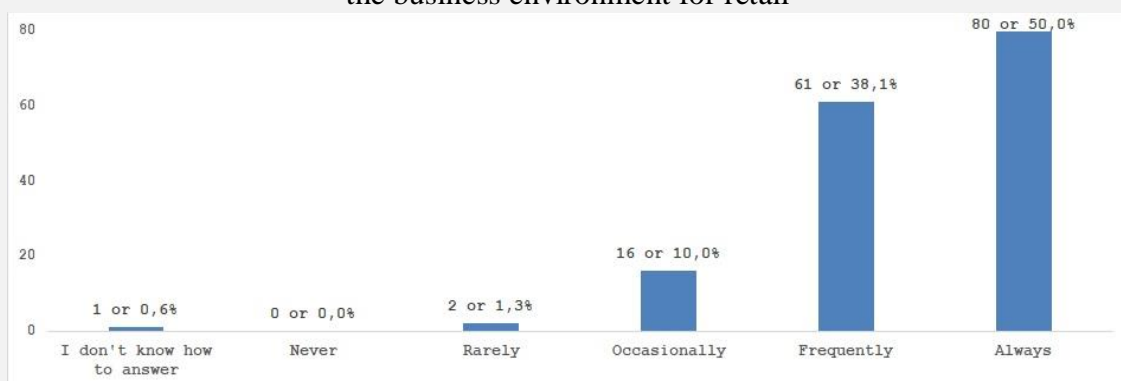
Source: From Research (2021).

According to graph 5, it was found that the segments of public policies with the greatest proximity to partnerships between retail and government were about the economic segment (17.4%, n=150), public safety (17.2%, n=148), infrastructure/urban mobility (15.0%, n=129), tourism (13.5%, n=116) and health (13.0%, n=112), which together totaled 655 indications. In other terms, these segments together represent 76.0% of the total 862 indications presented by the 160 participants in the institutional diagnosis.

Following, graph 6 highlights the initiatives that promote economic and social development with improvements in the living conditions of the local population and the business environment for retail, highlighting the initiatives of local protagonism, as well as the main segments of the economy with greater potential for partnerships with retail.

Graph 06: Initiatives of the FCDLs and CDL entities that promote economic and social development with improvements in the living conditions of the local population and in the business environment for retail
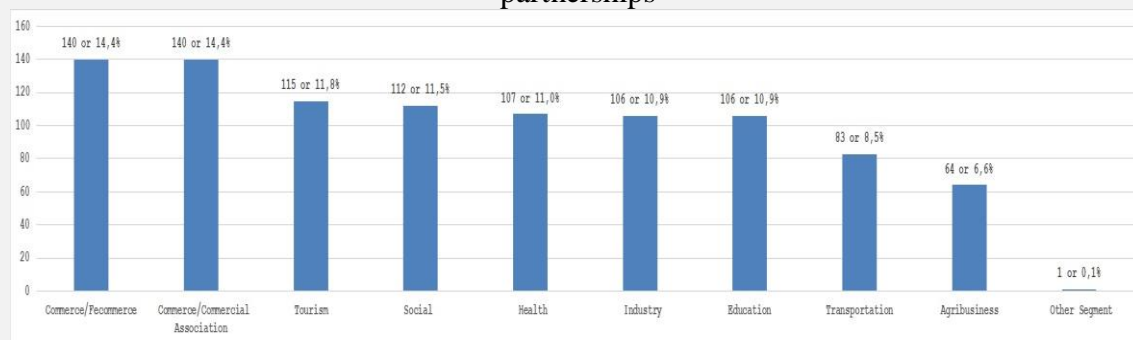

Source: From Research (2021).

The results in Graph 6 indicate that, for 88.1% (n=141) of the participants, the entity (FCDLs/CDLs) takes initiatives "frequently" and "always" in the promotion of economic and social development, with improvements in the living conditions of the local population and the business environment for retail, with agreements, partnerships, work

groups, creation of forums or councils, etc., with improvements in the living conditions of the local population and the business environment.

In this perspective, according to Martín (1999), the prism of individual and collective initiatives is an essential strategy for local development, because it provides a structured economic base, thus expanding the interactions and the municipal and regional social fabric. Regarding this diversity of initiatives, graph 7 demonstrates the main other segments in which the potentials for partnerships with the entity (FCDLs/CDLs) are more evident.

Graph 07: Other segments with greater proximity to the local retail market for partnerships
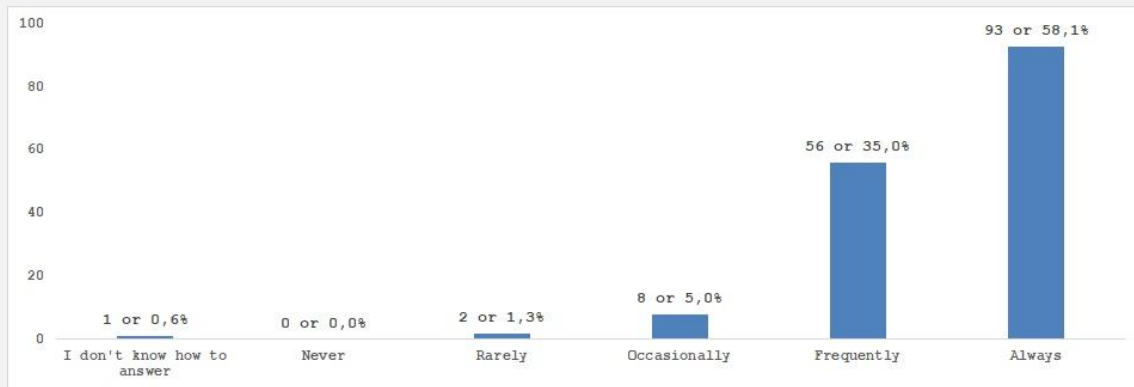

Source: From Research (2021).

Graph 7 points out the following segments with proximity to partnerships with the local retail sector presented by the main leaderships, namely: Commerce/Fecommerce, Commerce/Commercial Association, Tourism, Social and Health as the main ones of the total of nine explored segments that showed greater potential for partnerships with local retail, accumulating 614 indications, i.e., 63.0% of the total of 974 records presented by the 160 research participants. It was verified that the other segments Commerce/Fecommerce, Commerce/Commercial Association, Tourism, Social and Health obtained the largest share (63.0%) of the total indications by the research participants.

The main leaderships of the CNDL System were asked about the contributions of the entities for the improvement of the business environment of the local retail in detriment of the economic and social development of the state or region, according to graph 8.

Graph 08: The entity (FCDLs/CDLs) has contributed to the improvement of the local retail business environment in promoting the economic and social development of the state or region
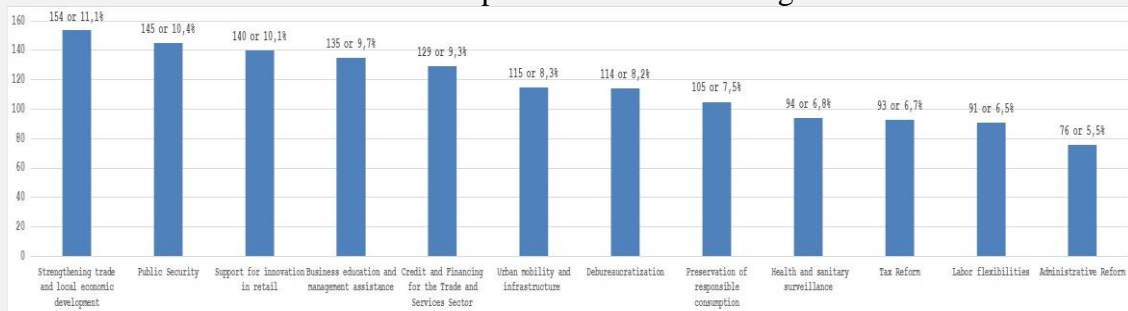
Source: From Research (2021).

The results in graph 8 indicate that, for 93.1% (n=149) of the participants, the entity (FCDLs/CDLs) has contributed "often" and "always" to the improvement of the local retail business environment in promoting the economic and social development of the state or region, with improvements in the living conditions of the local population and the business environment for retail with agreements, partnerships, work groups, creation of forums or councils, etc.

In graph 9, the main leaderships of the CNDL System were inquired about the themes that have most advanced in promoting the economic and social development of the state or region.

Graph 09: Issues that have made the most progress in promoting the economic and social development of the state or region
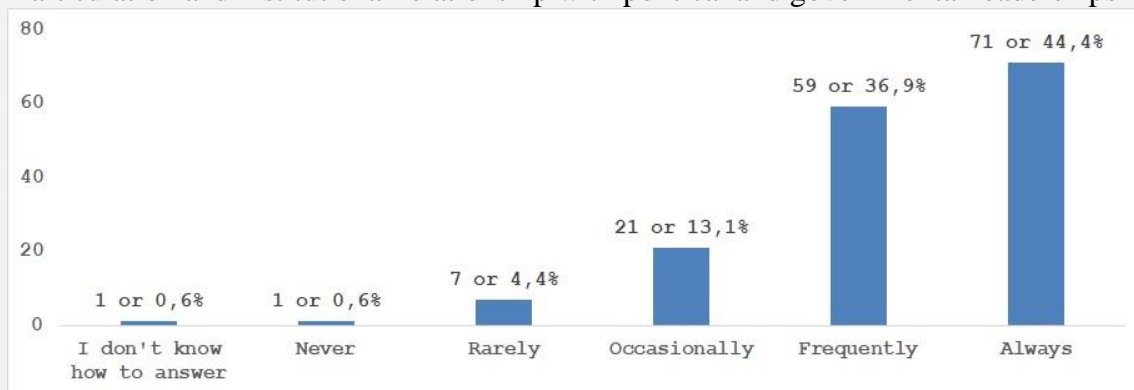

Source: From Research (2021).

According to the data obtained, it was found that the main themes listed by the leaders make mention of (1) Strengthening trade and local economic development; (2) Public safety; (3) Support for innovation in retail; (4) Business education and management assistance; (5) Credit and financing for the trade and services sector; (6) Urban mobility and infrastructure; and (7) Debureaucratization, which together added up to 932 records, representing 67% of the total of 1,391 records presented by the 160 participants in the survey.

4.3. Actions and results of political articulation and institutional relationship

This section aimed to know the perceptions of the retail leaderships and managers about the actions carried out by CDLs and FCDLs aiming at the political articulation and institutional relationship in their city/state. Thus, the leaderships of CDLs/FCDLs (n=160) were asked about the promotion of actions focused on political articulation and institutional relationship, and the data collected is summarized in graph 10.

Graph 10: The entity (FCDLs/CDLs) and the promotion of actions focused on political articulation and institutional relationship with political and governmental leaderships
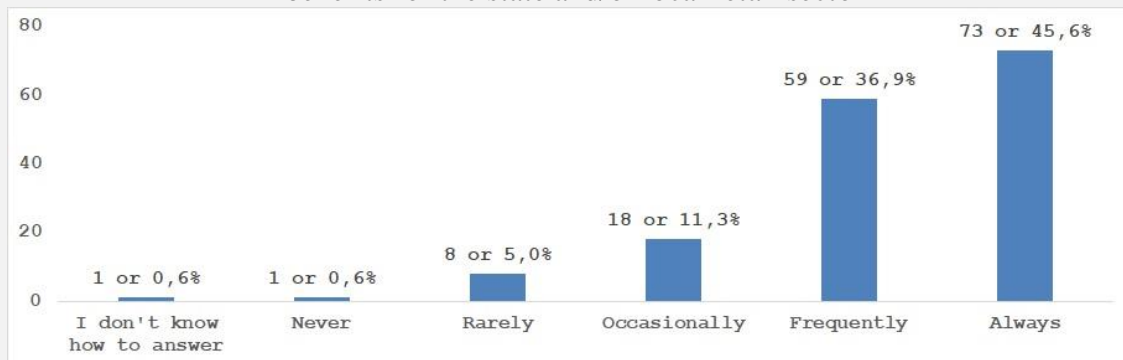

Source: From Research (2021).

From the data in graph 10, it was found that, for 81.3% (n=130) of the participants, the entity (FCDLs/CDLs) promotes actions focused on political articulation and institutional relationship "often" and "always" with political and governmental leaderships. In this perspective, the actions promoted by FCDLs and CDLs focused on political articulation and institutional relationship were positively evaluated by most of the research participants (81.3%), demonstrating the perception of the effort spent in these actions by the entities.

The main leaderships of the CNDL System were also questioned about the partnerships of the entities (FCDLs/CDLs), as well as about their political articulation and institutional relationship, according to graph 11.

Graph 11: The entity's (FCDLs/CDLs) partnerships with external partners and the benefits for the state and/or local retail sector

Source: From Research (2021).

The results of Graph 11 indicate that, for 82.5% (n=132) of the participants, the partnerships of the entity (FCDLs/CDLs) with external partners promote benefits "often" and "always" for the retail sector. It was found that the partnerships of the entity (FCDLs/CDLs) with external partners promote, for most participants of the survey (82.5%, n=132), benefits for the state and/or local retail sector, demonstrating that external partnerships, when well planned and executed, contribute to the mission of the entity.

According to Martins and Caldas (2009, p. 208):

> The ability to decide about this development is not understood as something exclusive to the State or the economic elites, and sees civil society as the main actor in this process of collective construction. This process creates a potential for the economic effect of these experiences to reach the political sphere and produce a cycle of growth that counters the logics of exclusion.

From this perspective, the development of partnerships presents conditions and initiatives for economic development and management autonomy. Thus, the articulation and political relationships are basic elements to increase the representativeness and strengthening of the retail sector.

The main leaderships of the CNDL System were inquired about the benefits of these interactions for the entities (FCDLs/CDLs), as shown in figure 2.

**Figure 02**: The main benefits of partnerships for CDLs/FCDLs
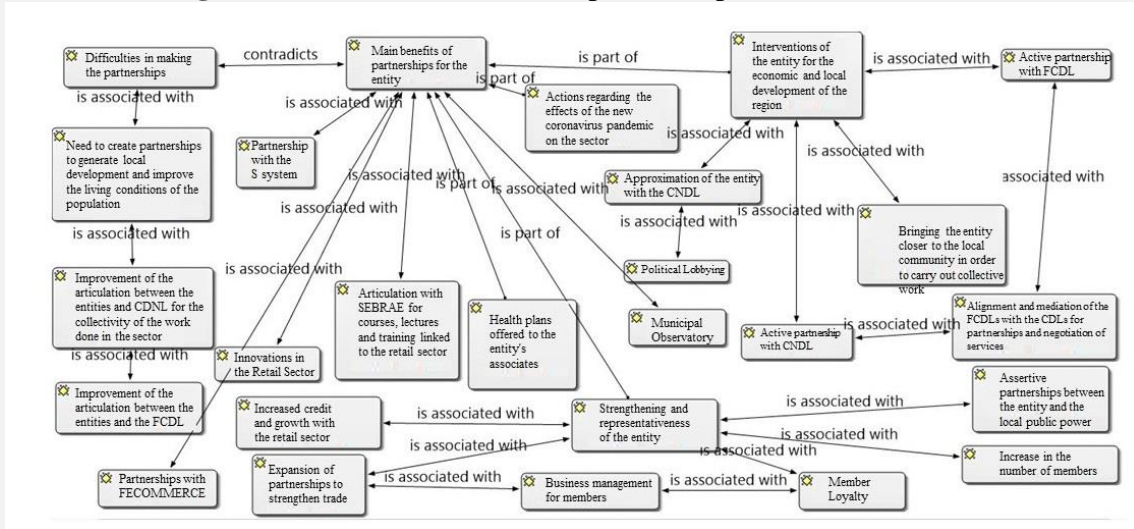
Source: From Research (2021).

According to the records generated in the software Atlas. ti7, it was observed that the main benefits of the partnerships for the entity (FCDLs/CDLs) make mention to: (1) Strengthening and representativeness of the entity, with 47 (14.7%) indications; (2) Interventions of the entity for the economic and local development of the region, with 34 (10.7%) citations; (3) Partnerships for the qualification of members through actions and programs, with 26 (8.2%) indications; (4) Assertive partnerships between the entity and the local government, with 25 (7.8%) indications; (5) Member loyalty, with 22 (6.9%) indications; and (6) Partnerships with credit agencies and banks for cost reduction and diversified portfolio of quality products, with 21 (6.6%) indications, from a total of 319 records collected from 160 participants.

The managers of FCDLs and CDLs were asked about the partners and the relationship policy adopted in these actions, as shown in graph 12.

Graph 12: Partners involved in the actions of political articulation and institutional relationship
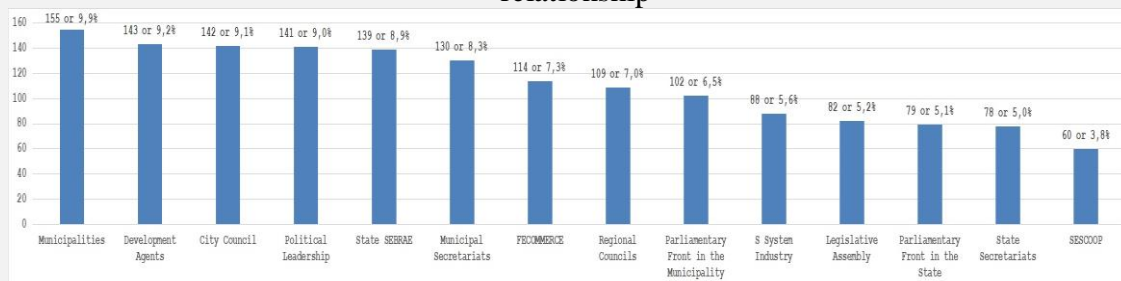
Source: From Research (2021).

Thus, the main partners involved in the highlighted articulation actions were: (1) Municipal governments, with 155 (9.9%) indications; (2) Development agents, with 143

(9.2%) indications; (3) City Council, with 142 (9.1%) indications; (4) Political leaderships, with 141 (9.0%) indications; (5) State Sebrae, with 139 (8.9%) indications; and (6) Municipal secretariats, with 130 (8.3%) indications, which totaled 850 records, representing 54.4% of the total of 1. 562 records presented by the 160 research participants.

In this perspective, for Martins and Caldas (2009, p. 209), "the main criteria for selecting the experiences were their insertion in social networks and their economic results", which, therefore, cause the distribution and accumulation in the social and local fabric in which the organizations are inserted.

The managers and main leaderships of the CNDL System were asked about the sector's demands and whether they are structured in the state and/or local political agenda, and the data collected is summarized in graph 13.

Graph 13: Retail demands structured in the state and/or local political agenda
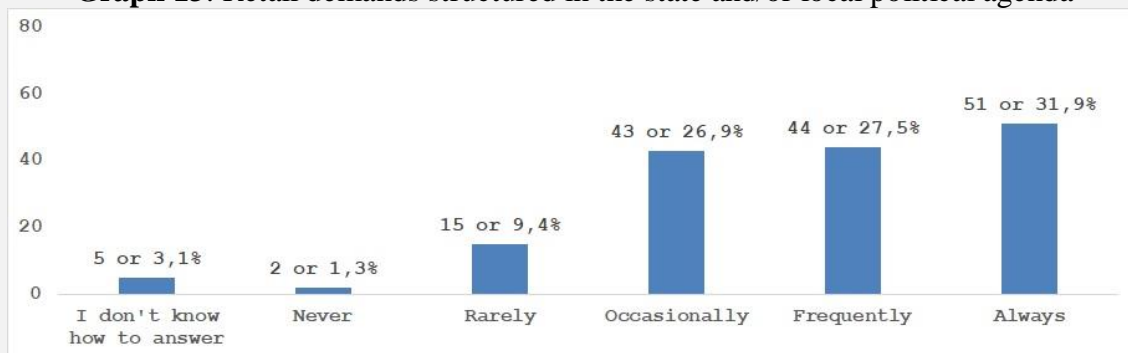
Source: From Research (2021).

According to the data in graph 13, it was observed that, for 59.4% (n=95) of the participants, retail demands are "often" and "always" structured in the state and/or local political agenda, demonstrating the importance of the correct elaboration of demands disseminated by the Public Policies 4.0 Program in its activities, applied by retail leaders.

5. Additional Considerations

It is worth mentioning, at first, the strategy of turning this institutional diagnosis into a practice of systematic application in the CNDL System, promoting the review and improvement of actions and projects that are fundamental for the evaluation, monitoring and management of the retail sector public policies in Brazil.

According to the institutional diagnosis made, it was verified the availability of FCDLs and CDLs in initiatives linked to the local public power, such as: agreements, partnerships and interest groups of the entities, as well as deliberative councils for

decision making and generation of public policies built based on the collective interest of the retail segment.

Regarding the actions and results of the promotion of economic and social development (local and regional), it is necessary to encourage the dissemination of the following initiatives of local protagonism for retail by CDLs/FCDLs, such as (1) Formative actions linked to professional training in the sector and sales force; (2) Actions and awareness campaigns regarding the new coronavirus; (3) Promotional campaigns for the generation of consumption and income; (4) Partnership with the local government; (5) Social actions and projects; (6) Incentive to trade through local consumption; (7) Actions and projects in the area of public safety; (8) Strengthening the relationship between trade and associates; and (9) Strengthening and representativeness of the entity, respecting the local peculiarities.

This way, we seek to disseminate and encourage, with the FCDLs and CDLs, the need for the entity to act, locally and regionally, in the promotion of economic and social development with improvements in the living conditions of the local population and the business environment for retail, with agreements, partnerships, work groups, creation of forums or councils and other forms adaptable to the local reality.

In this perspective, it is intended, therefore, to contribute with the local evaluation, by the FCDLs and CDLs, about the effective results in the continuous search for the improvement of the retail business environment, taking as goal parameters the following and main types of results to be sought: (1) Increase in sales and local development; (2) Value addition and ability to deliver results for the member; (3) Leadership formation in the sector focused on the development of local trade; (4) Strengthening and representativeness of the entity; (5) Economic and social development; (6) Availability of credit for the improvement in the environment and business generation; and (7) Reopening of trade due to the decrees of the new coronavirus pandemic.

According to the actions and results of the political articulation and the institutional relationship observed for the diagnosis of institutional performance undertaken in the CNDL System, it was verified that it is necessary to act through the availability of FCDLs and CDLs in the participation of local public power initiatives, involving agreements, partnerships, work groups, forums or councils, etc.

Thus, it is necessary to encourage the dissemination of the following partnerships of CDLs/FCDLs with the local government: (1) Active participation with

Revista Brasileira de Políticas Públicas e Internacionais, v. 8, n. 1, mai/2023, pp. 78-103.

99

the local government; (2) Participation of entities in the various municipal councils of the city; (3) Concern with the social and local development of the region; (4) Awareness and implementation of prevention protocols for the new coronavirus; and (5) Concern with the development of business and income generation, respecting the local peculiarities.

Thus, it is recommended that the CNDL System may encourage the FCDLs and CDLs to establish partnerships with the following segments considered to be closer to the public power: economic, public safety, infrastructure/urban mobility, tourism, and health.

The FCDLs and CDLs have potential to expand the promotion of economic and social development with improvements in the living conditions of the local population and the business environment for retail, with new initiatives of agreements, partnerships, work groups, creation of forums or councils, etc. Thus, the CNDL System should promote the execution of external partnerships with previous planning and follow-up of its execution, aiming at promoting benefits to the state (FCDLs) and/or local (CDLs) retail sector. It must also guide the FCDLs and CDLs in the accomplishment of external partnerships in a planned way and with follow-up of its execution, based on the search for the main benefits for the entity, such as: (1) Strengthening and representativeness of the entity; (2) Interventions of the entity for the economic and local development of the region; (3) Partnerships for the qualification of members through actions and programs; (4) Assertive partnerships between the entity and the local public power; (5) Loyalty of members; and (6) Partnerships with credit agencies and banks for cost reduction and diversified portfolio of quality products.

Thus, it is necessary to expand the partnerships of the entities with the local government and the diversity inherent in the segment for the alignment of the trade and retail sector. Along this line, it was observed the concern of the leaderships with the development of the region and the generation of business. Due to the pandemic of the new coronavirus, the leaderships participating in the institutional diagnosis mentioned the concern with the development of the business network and the difficulties faced by the sector during the pandemic. Thus, it was denoted that the articulation with the government and the development of an institutional relationship are urgent for the strengthening of the sector.

Another important element observed during the analyses made in the institutional diagnosis is related to the development of themes inserted in the context of public policies for the commerce and retail sector. In this perspective, it is necessary to

strengthen the trade and local economic development through support for innovation, public safety and continuous training of leaderships related to the management assistance of these spaces, focusing on maintaining the members, the associationism and the representativeness of the retail segment.

In view of the referrals pointed out in the institutional diagnosis and located by means of the work done by the specialized team, the need to create plans to combat the pandemic of the new coronavirus and innovative processes for the sector's expansion and competitiveness was verified. The active participation in municipal and state development councils and the relationship between FCDLs and CDLs in government companies with specific training for purchasing and collective actions are also highlighted.

In this context, the institutional diagnosis made in the CNDL System provided a reordering of the work and of the interventions thought nationwide, therefore listening to the collaborative entities that integrate it constitutes an important element for an efficient planning of actions to be implemented from the sectorial perceived needs. Nevertheless, the work carried out is not merely a manual or checklist of the main challenges and gaps of the entities, but a guide of successful experiences related to management and a valuation instrument for the composition of new directions and actions to be taken in the future in the CNDL System.

References

Albuquerque, F. (2004). Desarrollo económico local y descentralizaciónen América Latina. *Revista de la Cepal*, (82), 157-171.

Berti, A. (2001). *Diagnóstico empresarial: teoria e prática*. São Paulo: Ícone.

Borges, C. M. (2007). *Desenvolvimento local e avaliação de políticas públicas: análise da viabilidade para construção de um índice de desenvolvimento local para o município de São José do Rio Preto* (Dissertação de Mestrado). Universidade de São Paulo, Ribeiro Preto.

Cândido, A. P., Gauthier, F. Á. O., & Hermenegildo, J. L. S. (1999). Proposta de um modelo de diagnóstico institucional baseado em teoria sobre o ciclo de vida das organizações. *Anais do Encontro Nacional de Engenharia de Produção*, Rio de Janeiro, RJ, Brasil. Recuperado de http://www.abepro.org.br/biblioteca/enegep1999_a0445.pdf

Castro, J. A., & Oliveira, M. G. (2014). Políticas públicas e desenvolvimento. In L. M. Madeira (Org.), *Avaliação de políticas públicas* (pp. 20-48). Porto Alegre: UFGRS. CNDL. (2021). *Site da Confederação Nacional de Dirigentes Lojistas*. Recuperado de https://site.cndl.org.br/institucional/historico

CNDL, Sebrae, & Iagee (2017). *Relatório Técnico: Programa Nacional de Desenvolvimento do Varejo (PNDV)*. CNDL/IAGEE.

Dias, R., & Matos, F. (2012). *Políticas públicas: princípios, propósitos e processos*. São Paulo: Atlas.

Fonseca, F. (2013). Dimensões críticas das políticas públicas. *Cadernos EBAPE.BR*, *11*(3), 402-418.

Kerbauy, M. T. M. (2004). Descentralização, processo decisório e políticas públicas locais. *Estudos de Sociologia*, *16*, 151-163.

Lima, M. A. M. L., Nunes, P. R. de C., Matos, R. de C. H., Silva, D. de M., Sousa, N. R. de. (2020). Programa Recursos Humanos Estratégicos (PRORH): diagnóstico da gestão de pessoas na controladoria e ouvidoria geral do estado do Ceará (CGE). In: Mello, R. G., Freitas, P. G de. (Org). *Aplicação estratégica e multiplicidade da gestão contemporânea.* Rio de Janeiro: E-publicar.

Lima, M. A. M. (2020). Desenvolvimento Econômico Local (DEL) e as Políticas Públicas (PPs): fundamentos e agenda para o setor de varejo no Brasil. *Revista Brasileira de Políticas Públicas e Internacionais, 5*(1), pp. 29-43.

Likert, R., Roslow, S. & Murphy, G. (1993). A simple and reliable method of scoring the Thurstone attitude scales. *Personnel Psychology*, 46, 689-690.

Lopes, B., Amaral, J. N., & Caldas, W. (2008). *Políticas públicas: conceitos e práticas*. Caldas: Sebrae.

Revista Brasileira de Políticas Públicas e Internacionais, v. 8, n. 1, mai/2023, pp. 78-103.

102

Macedo, A. S., Alcântara, V. C., Andrade, L. F. S., & Ferreira, P. A. (2016). O papel dos atores na formulação e implementação de políticas públicas: dinâmicas, conflitos e interesses no Programa Mais Médicos. *Cadernos EBAPE.BR*, *14*, 593-618. Recuperado de https://www.scielo.br/j/cebape/a/cpskzt34xqzmzfxslyxkptw/?lang=pt

Martín, J. C. (1999). Los retos por una sociedad a escala humana: el desarrollo local. In M. A. Souza (Org.), *Metrópole e globalização: conhecendo a cidade de São Paulo*. São Paulo: Cedesp.

Martins, R. D., & Caldas, E. L. (2009). Visões do desenvolvimento local: uma análise comparada de experiências brasileiras. *Interações*, *10*(2), 207-218.

Meneses, P. P. M., & Zerbini, T. (2009). Levantamento de necessidades de treinamento: reflexões atuais. *Análise*, *20*(2), 50-64.

Severino, A. J. (2016). *Metodologia do trabalho científico* (24a ed.). São Paulo: Cortez.

Swuinburn, G., Goga, S., Murphy, F. (2006). Desenvolvimento econômico local: um manual para implementação de estratégias para o desenvolvimento econômico local e planos de ação. *Manual para Desenvolvimento Econômico Local*. Recuperado de https://www.fundacaoabh.org.br/wp-content/uploads/2018/11/Desenvolvimento-Econo%CC%82mico-Local.pdf.

Reis, P. R. C., Silveira, S. F. R. S (2012). Avaliação de políticas públicas de desenvolvimento regional: o caso do projeto público de irrigação Gorutuba. *Revista de Administração Pública*, 46 (4), p. 1101-1130.