GOVERNMENT RELATIONS IN THE NAVY'S STRATEGIC PLAN: PRIORITIZATION OF RECOMMENDATIONS BY HIERARCHICAL ANALYSIS PROCESS

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SUMMARY

The article proposes a priority order of strategic recommendations in the area of Government Relations, aligned with the Strategic Plan of the Navy (PEM 2040). Government Relations, its structure and practical recommendations constitute a gap in the PEM and its improvement corresponds to the research problem. Six strategic recommendations were considered: mapping of stakeholders; mapping of professional competencies in the area of Government Relations; involvement of the Government Relations area in strategic initiatives; internal and external management of the results of the Government Relations area; Joint use of a strategy that brings together the different characteristics of Government Relations (Legal, technical, ethical, cultural, among others), submitted to the process of diagnosis and solution of the problem; and evaluation of the seniority and transversality of the Government Relations area in the organizational structure of the Brazilian Navy. For modeling, the method of hierarchical process analysis was used, which explores psychometric assessments and based on the experiences of specialists. The hierarchical structure of the problem contains five criteria: trust, commitment, satisfaction, mutual influence, and organizational transparency. Data collection involved the use of questionnaire, with Navy experts. The recommendation of the joint use of a strategy that brings together the characteristics of Government Relations was given the highest priority for implementation.

Keywords: Navy Strategic Plan; Government Relations; hierarchical analysis process.

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INTRODUCTION

The complexity and dynamics of challenges of global magnitude require skills and political-institutional arrangements to solve them. The pandemic of the new coronavirus, the new armed conflicts, the climate crisis, nuclear proliferation and the Fourth industrial Revolution are some examples of these challenges. These themes are relevant to the country and, in particular, to National Defense, which needs to prepare in the face of conditions of fluidity, deep uncertainties and changing relations to accompany such dynamism (SIAHAAN; RISMAN, 2021; WILÉN; STRÖMBOM, 2022).

Government and corporate institutions, both for-profit and non-profit, need to address the uncertainties of today and its challenges for the future in order to achieve long-term goals. This imposes the need for consistent and effective strategic planning, which allows you to define your directions and objectives in different scenarios. As a result, political-strategic assessments culminated in guiding documents, establishing a regulatory framework for national defense, with emphasis on the National Defense Policy (PND), the National Defense Strategy (END) and the National Defense White Paper (LBDN) (BRASIL, 2016, 2020b).

In 2019, the Brazilian Navy (MB) published its strategic plan, for a 20-year time horizon (RODRIGUES, 2021). The Navy Strategic Plan (PEM) 2040 establishes that the strategic decision-maker must "prioritize, define and change strategic actions, when there are changes in scenarios, conditioning documents or objectives" (BRASIL, 2020a). This requires articulation at different levels, involving different interest groups (stakeholders) internal and external to the institution, through synergistic and harmonic interactions that involve the constituent elements of maritime power itself (JUDICE, 2020). This activity receives the generic designation of Government Relations (RelGov). Several publications also address these relationships under the acronym RIG, which adds the word "Institutional " to RelGov. To simplify and standardize the approach in this research, the designation "RelGov" was henceforth adopted (NAVARRO, 2018). Formally, PEM 2040 does not include an explicit structure or activities in the area of RelGov (BRASIL, 2020a; RODRIGUES, 2021). The strategic map of the Navy schematically links the twelve Naval objectives (OBNAV), as shown in Fig.1. The OBNAVS are distributed in interconnected perspectives, in which those located in the lower part

generally contribute to the care of the superiors. Based in the description of the OBNAV, it is possible to infer the need for the exercise of RelGov activities with different actors internal and external to MB, to monitor and control the fulfillment of these goals. For example, OBNAV 5 involves the support of foreign policy, which depends on close relationship with the Ministry of Foreign Affairs, diplomatic representations of the country abroad during multinational operations, among other activities. OBNAV 10 requires increasing maritime situational awareness in MB's areas of interest, which imposes the need for relationship and data collection in the most diverse sectors of society. However, who is responsible for these RelGov activities? How can they support the achievement of OBNAVS? and what human and material resources do they have for this exercise?

Figure 1- Strategic
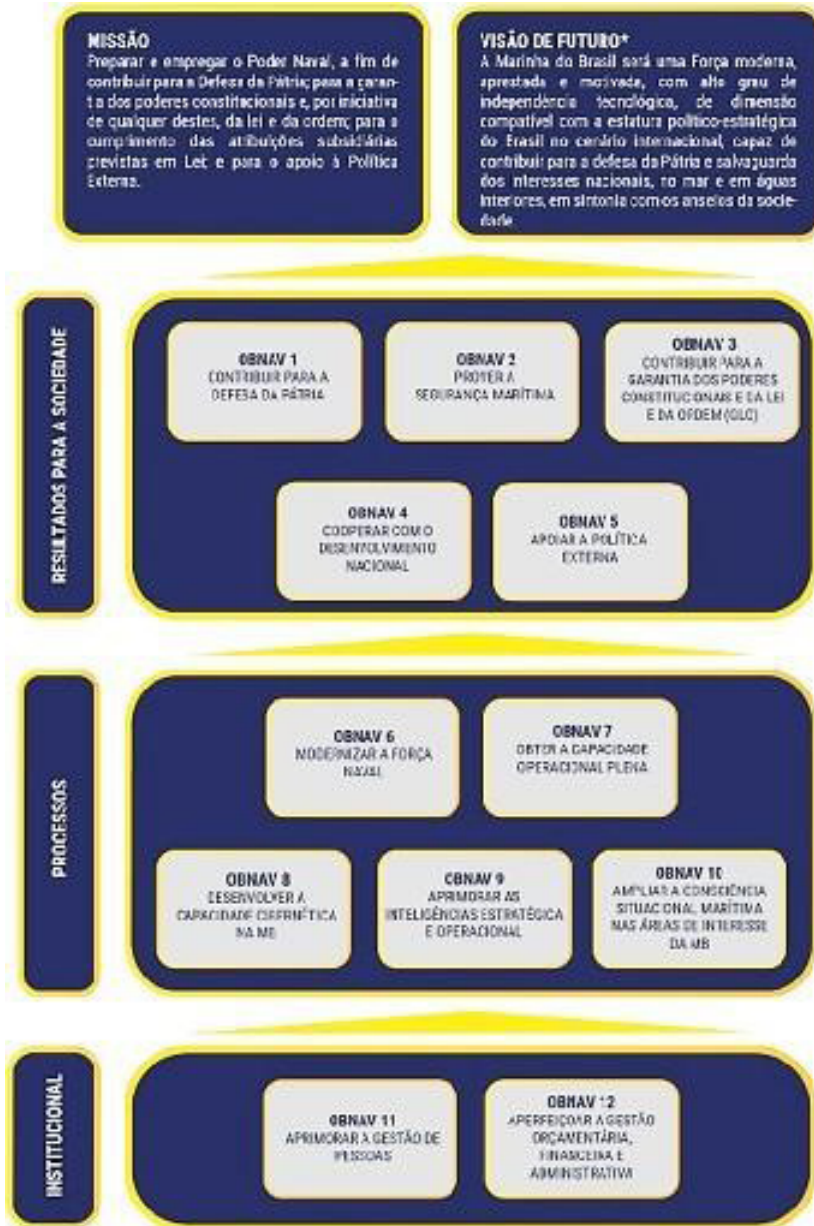
Source: Navy Strategic
Plan (Brazil, 2020A)

Successful experience with including RelGov activities in other strategic plans, both government and corporate, can be adapted to PEM 2040. This gap motivated the research, because the inclusion of measures, procedures and practices in the form of recommendations that improve it can contribute to the more efficient achievement of the plan's own objectives. To this end, the research raised the doctrine of friendly navies[3], in which RelGov was inserted, together with similar research from the business environment, to propose a priority order of recommendations capable of improving the PEM 2040, this being the research problem. These recommendations were evaluated based on criteria used in similar research and submitted to Navy experts. Their evaluations were modeled by multicriteria decision support methodology, in order to weigh the different opinions and obtain a satisfactory solution, in relation to the order of priority of the recommendations for the insertion of RelGov in the EMP 2040.

GOVERNMENT RELATIONS IN FRIENDLY NAVIES

The relevance of the topic is reflected in other countries, where their navies include RelGov actions and activities in their strategic planning (joint or individual). To this end, a search was carried out in the literature on the navies of countries with a democratic government regime, with a similar organizational structure of the MB, with regard to the operational, logistical and administrative sectors, for the survey and analysis of plans or doctrines with the insertion of RelGov. Thus, the plans of the navies of the United States, Canada, Australia, United Kingdom, Italy, Portugal and Spain were analyzed.

US NAVY

The U.S. Armed Forces constitute the largest department of the Executive Branch. Its technological superiority and ability to operate in the six domains of warfare (land, sea, air, space, cyber and information) confer a unique deterrent capability, discouraging military actions from potential US adversaries, attracting partners and allies (FARLIN, 2014;

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3 Friendly navies is a common expression in Brazilian Navy, not defined in military glossary, which generalizes a set of navies of countries with which professional, diplomatic and commercial relations are maintained with greater proximity and frequency.

KRUPPA; SANDERS; MARTINEZ, 2021).

The US military is often used as a geopolitical instrument of power, being globally present in more than 150 countries (ZIĘTARSKI, 2020). For this purpose, vast financial and personnel resources are made available, supported by a normative structure compatible with their employment, which includes accountability to taxpayers (ALMEIDA, 2005). It is the responsibility of the Department of Defense *(Department of Defense - DoD)* inform citizens about the nature of their activities, giving transparency to investments in national defense (GROSARU, 2014; MATCHETT, 2022).

The military commands are assigned the task of convincing regulatory and legislative bodies (responsible for the defense area) that their programs and operations are well managed and within budgetary, procedural and ethical guidelines (WALLENIUS; NILSSON, 2019). This typical performance of RelGov is also perceived with the audit, evaluation and investigation bodies that support Congress, such as, for example, the Government Accounting Office *(U.S. Government Accountability Office-GAO).*

The media, at the strategic level, has an important role in strengthening public opinion and *stakeholders* in a manner favourable to institutional interests. This occurs through the engagement of the key public in programs, plans, themes, messages and products coordinated and synchronized with the rest of the instruments of national power. Communication is driven from the organizational strategic objectives. In an institution with the size and complexity of *DoD*, strategic communication is a difficult task to accomplish, mainly because of the amount of simultaneous operations taking place globally. These activities require planning and coordination to carefully align the message conveyed with the US grand strategy (DOBLE; MACNEIL, 2021; MARTINEZ JR *et al*., 2021). Mitrović (2019) states that the US military strategic communication USA originated as a state concept, influencing international relations and using it as part of military strategy. In this sense, strategic communication can be seen at two levels: national institutional and corporate. The national institutional level involves diplomacy, psychological operations, *marketing* social, propaganda, communication of interests (*lobbying,* representation of interests and strategic negotiation). The corporate level covers public relations, the integrated communication of *marketing*, socially responsible practice and corporate political activities.

Admiral James G. Stavridis points out that effective communication requires an organization's leaders to take an early and persistent role in deciding how ideas and decisions are shaped and delivered. In the national security context, a leader can enhance the effects of operational planning and policies by ensuring that the communication implications of that planning are considered as early in the process as possible, making communications strategic in its effects (HOLTZHAUSEN; ZERFASS, 2014).

The strategic planning of the U.S. Armed Forces is guided by *National Security Strategy (NSS)*, issued by the president of the United States, in his role as commander-in-Chief. The NSS, national security is contextualized with other vital interests of the country and the well-being of citizens. While the NSS presents the grand strategy to the four instruments of power (economic, military, diplomatic and informational), the US Secretary of defense issues his own strategy, known as *National Defense Strategy* (NDS), to specify the strategies for employing military power. Then these documents mark the perspective of the military, described in the *National Military Strategy* (NMS), prepared by the chairman of the Joint Chiefs of Staff *(Joint Chief of Staff - CJCS)*, which sets goals to support the NSS and NDS (MARTINEZ JR et al., 2021).

Although the U.S. Navy is autonomous in DoD, with unique policies, guidelines, and practices, there are similarities to the RelGov activities of the other U.S. Armed Forces. The U.S. Navy has an office of Legislative Affairs, whose responsibility is to plan, develop, and coordinate the relationship between representatives of the Navy and Congress on matters related to policies, plans, and programs of naval interest pending in the legislative houses. Among other tasks, it is up to the Office:

-Assist in the preparation and coordination of depositions, statements, *briefings*, briefing papers and force positioning in Congress;

-Assist in the preparation and coordination of legislative proposals, reports and comments on bills and resolutions, executive orders and responses to congressional correspondence, and other matters involving the expression of Navy policy on matters of congressional concern; and

-Support and host members of Congress on field trips to U.S. Navy installations and units.

This context evidences that RelGov's actions with members of the U.S. government are integrated into strategic plans of the forces. This directly or indirectly reflects on the Navy, such as its business plan (UNITED STATES NAVY, 2021). Under the strategic guidance of

the Secretary of the Navy, its subordinate ranks partner with major stakeholders, collecting best practices from the public and private sectors, monitoring impact and performance to share lessons learned, integrating combat and support operations.

ROYAL CANADIAN NAVY

A *Royal Canadian Navy (RCN)* promotes its strategic objectives in Canada's defence policy, through its 2017-2022 Strategic Plan. This plan emphasizes that the RCN it will have to evolve in the current global context, guided by the main security trends that shape current events: the evolving balance of power, the changing nature of conflict and rapid technological evolution. Thus, in the plan stands out the development of RCN together with other forces, seeking coordinated action within the government to strengthen its flexibility and responsiveness, achieve global reach and staying power, and continue to provide the government with a wide range of options regarding military operations (CANADA, 2017).

The Strategic Plan of RCN 2017-2022 highlights the challenges of RCN, aligned with the defense policy, which includes strategic actions, linked to the relationship with the Government, Canadian society and other countries, with direct impacts on RelGov's activities:

-Creating a perception of value for society and government, in a constructive process of trust, through the readiness of RCN;

-Maintenance of long-term relationships in the areas of shipbuilding and maintenance of means;

-Coordination with the government so that the RCN can contribute significantly for joint operations in the Maritime and land environments;

-Modernization of its business management practices through the development of tools and processes to better address Defense challenges, expanding the transparency of the defense budget, developing a constructive dialogue with the government and the Chief of the Defense Staff;

-Establishment of a system of performance indicators to measure the success of planning, in relation to alignment with government policies and relationship with government;

RelGov's extensive coverage of actions in the RCN's strategic plans underscore the importance of the issue to that Navy. The future vision of Leadmark 2050 highlights the importance of strengthening relationships with government, with society and globally. The Digital Navy Action Plan features RelGov's strategic actions, which include mapping stakeholders and the development of artificial intelligence and network mapping capabilities. Canada's own legislation, through the Canadian Charter of Rights and Freedoms, highlights the strategic importance of RelGov.

ROYAL AUSTRALIAN NAVY

A *Royal Australian Navy (RAN)* has as strategic orientations the *2016 Defence White Paper and the Strategic Defense Update (2020)*, combined with the 2020 Force Structure Plan. From these normative frameworks, with the due strategic realignment, the plan was elaborated *MERCATOR* and the plan *PELORUS 2022*, which support the achievement of the five strategic objectives of the *RAN* (NOONAN, 2020).

While there is no explicit indication of RelGov actions in these plans, the 2022-26 Defense Plan presents performance measures and targets associated with and linked to key RelGov-related defense activities and programs. These performance measures focus on the results of key activities at all levels of Defence, including accountability to society, making the defence theme more understandable to the population. Some forms of employment of the Australian Defence Forces are also included, demonstrating how they achieve the mission and achieve strategic objectives. It should also be noted that the activities of *lobby* they are increasingly frequent on the agenda of discussions between Australia's political leaders and their institutions, which include the military (SCAPPATURA, 2019).

BRITISH ROYAL NAVY (ROYAL NAVY)

A *Royal Navy* it plays an important and historic role in British national power. Doctrinally, the Royal Navy resembles the U.S. Navy in supporting its activities in a series of strategic documents, most notably the National Security Strategy .NSS), to the Strategic Defense and security *(National Security Strategy and Strategic Defence and Security Review* 2015) and the UK Maritime Power (UNITED KINGDOM, 2017).

While these plans are not explicit regarding RelGov's actions, the UK Ministry of Defence (MOD) *Ministry of Defence-MOD)* developed a variable, called "Defense value", in order to simplify the communication of the *MOD* with different audiences in Defence, Government, society or outside the UK. This variable takes into account several aspects to be understood in a coherent, complete and convincing way, such as the economic dimension of Defense, the impact of industrial strategy and policies on acquisition, innovation and exports (BLACK *et al*.., 2021).

ITALIAN NAVY

The White Book of 2015, the National Military Policy Directive (2022) and the Strategic concept of the Chief of the Defense Staff (2022) describes the capabilities of the Italian military Navy (MMI) in conducting joint operations, with the establishment of an intervention force, capable of operating in all domains, autonomously or integrated in multinational devices, under the strategic scope of the political orientation of NATO and the European Union (ITALIA, 2022a).

A MMI it does not have strategic planning along the lines of EMP 2040, but RelGov's activities are developed within the Ministry of defense by the Office for relations with Parliament (Ufficio Rapporti con il Parlamento), under direct advice to the Minister of Defense, and it is up to him:

-monitoring legislative initiatives under consideration by Parliament;

-liaise with parliamentary bodies and Under-Secretaries of State on legislative initiatives;

-plan interventions of the undersecretaries of State for defense in parliamentary activities and support to them during their respective sessions;

-organizing hearings of members of the Ministry of Defense in parliamentary bodies;

-organize visits by parliamentary committees / delegations and individual members of Parliament to military structures in Italy;

-enabling visits by government or parliamentary authorities to theatres of operation; and

-analyze archives of parliamentary documents of interest to the Ministry of Defense (ITALIA, 2022B).

There was no specific planning for RelGov's actions by MMI's Chief of staff, but the Center for Advanced Defense Studies addresses the importance of the issue.

PORTUGUESE NAVY

The strategic planning of the Portuguese Navy has as its product the strategic directive of the Navy (DEM 2018), in which the situation analyzes are included in the strategic concept of National Defense (2013), the Military Strategic Concept (2014) and the Naval Strategic Concept (2015) (PORTUGAL, 2018). In this sense, the situation analysis that sustains the DEM is based on a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) of the strategic environment, in order to identify the priority strategic objectives, which aim to seize the opportunities and overcome the potential threats of a volatile environment, as well as explore the capabilities and vulnerabilities of the Navy.

The strategic objectives respect the management perspectives adopted and fit into the strategic guidelines established by the Chief of Staff of the Navy, allowing the construction of the Navy strategy map, which graphically translates the formulated strategy. In order to facilitate the achievement of the stated strategic objectives and assist the strategic alignment of the Navy sectors, DEM also identifies the lines of action that frame the initiatives and concrete measures to be developed.

In DEM 2018, no specific actions were observed in the area of RelGov, but recent studies point to the relevance of Public Relations and communication planning at a strategic level, aligned with organizational objectives, vision and institutional values (MATEUS, 2021; MORAIS, 2020; PARDAL, 2019). However, there remains a need to keep society informed about military affairs, "accounting" for taxpayers who support military activity, promoting their interests. In addition to society, Sparrow (2019) also highlights that the government is stakeholder of fundamental importance, since it determines the guidelines of the Armed Forces. At various times, the forces need to defend their interests in various topics, which include budget, military guidelines, promotion of their cadres, actuarial and assistance parameters, among others.

SPANISH NAVY

In Spain, defense policy determines the objectives of national defense and the resources and actions necessary to achieve them, the strategic objectives being defined in the National Defense Directive 2020 *(National Defense directives-DDN)* and based on the Defence White Paper (2000) (Spain, 2020). The DDN is the maximum document of the defense planning of Spain and occupies the main place in Spanish defense policy, after the Organic Law of National Defense 5/2005. A strategic plan for the Armada of Spain or even a plan at the level of the General Staff of the defense are not available to access by open sources.

Dulysh (2016) reveals the lack of popular awareness of defense issues in the country, which may demonstrate some disconnection with society or difficulty in publicizing its institutional activities. This can impact on low participation of society with the formulation of Defense Policies, which represents a fundamental pillar of Moderna democracies and developed. In this way, the potential social support for this type of policy is wasted, which translates into the absence of political and social debate on defense needs and a greater fragility of structures in which there is a need to deepen the debate on the organizational elements of the Armed Forces.

RECCOMMENDATIONS FOR RELGOV IN STRATEGIC PLANS

Some research and studies that address RelGov point to effective guidelines and recommendations, which can be selected, prioritized and implemented, turning into a competitive advantage, thus improving existing strategic plans. Navarro (2019, 2021) for example, indicated six recommendations in the area of RelGov, which may be interesting for application in PEM 2040: (1) mapping of *stakeholders;* (2) Mapping of professional competencies in the RelGov Area; (3) involvement of the RelGov area in strategic initiatives; (4) measurement and internal and external dissemination of the results of the RelGov area; (5) joint use of CONFORT + OD models2P; and (6) seniority and transversality of the RelGov area in the organizational structure.

These recommendations are conceptually aligned with what is disseminated by the Brazilian Association of Institutional Relations

and Government (shelter[4]) and the Institute of Government Relations (IRelGov[5]). The recommendations represent opportunities to improve processes, procedures, structures, systems, metrics and strategies of the RelGov area, in addition to improving the interface with other areas in the Brazilian Navy (i.e. transversality). Its implementation in a prioritized manner, through a decision-making process, can be configured as a possibility to improve the Navy's Strategic Planning, directly impacting PEM 2040. Table 1 describes the recommendations.

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4 Abril is a non-profit civil entity, created in 2007, that prioritizes the promotion of ethical debate, focusing on strategic issues for the formulation of public policies and regulatory frameworks, with the participation of civil society and the private sector in political decision-making processes in favor of the country's development. Available in https://abrig.org.br/.

5 IRelGov was created in 2014 with the aim of raising the degree of professionalism, competence and ethical standards of professionals working with government relations, positioning itself as a think tank for the field of RelGov. Available in https://www. irelgov. com.br/quem-somos/.

Table 1- RelGov recommendations

Recomendações	Descrição	Referências
1. Mapear *stakeholders*	*Stakeholders* são grupos de interesse que podem impactar ou interagir de maneira relevante com a instituição. Podem apoiar na definição de diretrizes estratégicas, na definição de um modelo sistêmico da organização e no levantamento de indicadores financeiros, operacionais, de mercado e de desenvolvimento organizacional. A escolha desses grupos pode ser realizada por critérios de poder e interesse, em que as maiores valências indicam o principal stakeholder.	McWeeney (2022), Noto e Noto (2019)
2. Mapear as competências do profissional de RelGov	As competências do profissional de RelGov são formalmente reguladas no âmbito governamental e corporativo. O Ministério do Trabalho denomina a profissão de quem atua em RelGov como "Profissional de Relações Institucionais e Governamentais", sob o número 1423-45 no CBO – Classificação Brasileira de Ocupações, associado 91 competências afins.	Brasil (2022), Navarro (2022), Ramos e Martinez (2018)
3. Envolver RelGov nas iniciativas estratégicas	A inclusão da área de RelGov contribui na implantação do planejamento estratégico. Os profissionais de RelGov são essenciais para manter a consciência situacional da instituição, assessorando seus líderes e influenciando os *stakeholders* ao atendimento de suas necessidades.	Adams (2020), Paucar-Caceres et al (2020)
4. Mensurar e divulgar interna e externamente os resultados da área RelGov	Uso de indicadores para a melhoria da gestão organizacional, para identificar com mais clareza e objetividade os aspectos que não obtiveram resultados satisfatórios e merecem maior atenção da empresa/instituição. Práticas usuais dessa recomendação são o Balanced Scorecard (BSC) e o levantamento de referências (benchmarks) para comparação de resultados.	Alzaabi, Al-Dhaafri e Police (2018), Sales, Roses e Prado (2016)
5. Uso em conjunto dos modelos CONFORT + OD2P	Essa recomendação é explorada sob a forma de *checklist* do processo, ainda no âmbito das ideias, antes de iniciar ou implantar o Plano Estratégico. A abordagem "CONFORT" faz alusão a um aspecto fundamental na área RelGov, que é ter "conforto" com o que está sendo defendido, sob diferentes pontos de vista (jurídica, técnica, ética, cultural, entre outros). A palavra "CONFORT" é, de fato, um acrônimo que reúne três aspectos: "CON" do domínio sobre o conteúdo que está sendo apresentado; "F" de forma de abordagem às principais partes interessadas; e "T" do *timing* ou momento oportuno da abordagem. O modelo OD²P reflete uma sequência lógica, que reúne inicialmente as opiniões (O), seguindo-se da busca de dados (D) (por exemplo: informações e *benchmarks*), capazes de converter as opiniões em um diagnóstico (D) preciso do problema. Isto é necessário para avaliar e convergir opiniões e respaldar um diagnóstico com evidências confiáveis. O diagnóstico, então, é a base para a elaboração de propostas (P) para a solução do problema.	Navarro (2019, 2021)
6. Senioridade e transversalidade da RelGov na Estrutura Organizacional da MB.	A senioridade está associada ao posicionamento hierárquico dos assessores de RelGov e a transversalidade à interação com os diversos setores da empresa/instituição. Os profissionais de RelGov devem ter acesso direto e constante à liderança da empresa/instituição. O sucesso da área de RelGov depende da interação, coordenação e harmonização com outras áreas, exercendo o importante papel de catalisador estratégico nas organizações.	Lawton, Doh e Rajwani (2014), Navarro (2021)

Source: own elaboration

CRITERIA FOR EVALUATING RECOMMENDATIONS

The criteria for evaluating RelGov's recommendations that adequate to PEM 2040, described in Table 2, were extracted from Plowman (2013), which measured the relationships of a strategic communications campaign for the U.S. Army, with a focus on organizational transparency.

We explored the concepts of Hon and Grunig (1999), who developed a quantitative measurement scale to assess the levels of trust, commitment, satisfaction and mutual influence between an organization and its audiences.

Table 2-evaluation criteria for RelGov's recommendations

Critérios	Descrição
1. Confiança	A crença de que a recomendação implantada fará o que diz que vai fazer. Existem três dimensões para confiar: a primeira é a integridade, a crença de que a recomendação é justa; a segunda é a confiabilidade, a crença de que a recomendação fará o que diz que fará; e a terceira é a competência, a crença de que a recomendação tem a capacidade de fazer o que diz que fará.
2. Compromisso	Refere-se à medida que vale a pena gastar energia para implantar tal recomendação. Duas dimensões enquadradas; o comprometimento de continuidade, que se refere a uma determinada recomendação, e o comprometimento afetivo, que é uma orientação emocional.
3. Satisfação	Contentamento, expectativas favoravelmente positivas com a implantação de tal recomendação. Uma recomendação satisfatória é aquela em que os benefícios superam os custos.
4. Influência Mútua	A implantação de tal recomendação afeta diretamente o grau em que as partes concordam sobre quem tem o poder legítimo de influenciar umas às outras. Embora algum desequilíbrio seja natural, a distribuição do poder de influenciar tende a ser negociável e dinâmica.
5.Transparência Organizacional	Com a implantação de tal recomendação ampliaria algum dos esforços de transparência, sendo eles: informação; participação e prestação.

Source: prepared by yhe authors adapted from Plowman (2013).

Methodology

The objective of this research is to propose a priority order to the RelGov recommendations that should be implemented in PEM 2040. Operations Research brings a series of mathematical models capable of solving this type of problem, among which the analytical hierarchy process (AHP) (WIND; SAATY, 1980). These multicriteria decision support models seek to select or group a set of finite solutions, which are evaluated on a set of criteria. The solution that performs best against the various criteria is considered the most satisfactory. In view of the usefulness and simplicity of the AHP in support of the decision-making process, the method was used to achieve the final goal.

AHP is processed in different stages. The first stage consists of the definition of a hierarchical tree, which organizes the research objective, criteria (and possibly subcriteria) and alternatives, as shown in Figure 2.

Figure 2- Generic Structure of the AHP
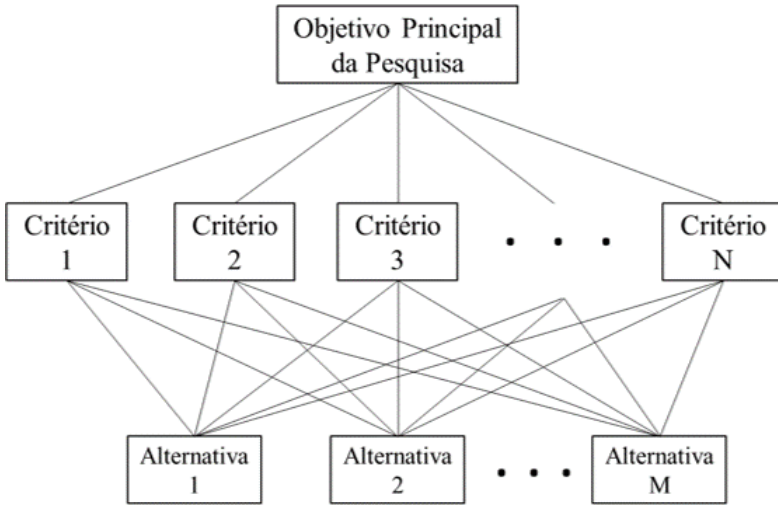
Source: (Hawkeye *et al.* 2020, adapted).

The AHP is widely applicable for decision making under uncertainty, given its ability to combine objectives, multiple criteria and multiple alternatives, even with subjective judgments. These judgments are based on the experience of decision-makers or professionals who advise decision-making, selected as experts in the researched subject. The available information (qualitative and quantitative) is combined with value judgments, exploring a specific scale, which combines the expert's perception with a score, according to Chart 3.

Table 3-evaluation scale.

Intensidade	Nível de Importância	Descrição das avaliações par-a-par
1	Equivalente	Dois critérios contribuem de igual forma ao objetivo Duas alternativas contribuem de igual forma a um critério
3	Moderado	Um critério contribui pouco mais que outro ao objetivo Uma alternativa contribui pouco mais que outra a um critério
5	Forte	Um critério contribui mais que outro ao objetivo Uma alternativa contribui mais que outra a um critério
7	Muito Forte	Um critério contribui muito mais que outro ao objetivo Uma alternativa contribui muito mais que outra a um critério
9	Extremo	Um critério contribui extremamente mais que outro ao objetivo Uma alternativa contribui extremamente mais que outra a um critério
2, 4, 6, 8	Valores intermediários	Gradações das relações descritas

Source: (m ARTÍNEZ RAMÍREZ; MUÑOZ, 2015, adapted)

Assessments of the AHP are conducted on a peer-to-peer basis, relative to the immediately higher hierarchical level. For example, in the hierarchical structure of Figure 2 the criteria are evaluated on a peer-to-peer basis in relation to the objective, while the alternatives are evaluated in relation to each criterion. For reciprocal relationships between variables, the scale provides for the use of inverted values. For example, if Criterion "A" with respect to Criterion "B" receives the value 5, the reciprocal ratio of "B" with respect to "A" equals 1/5.

The peer-to-peer evaluations generate matrices, which are used as a database for the application of a set of equations from linear algebra, from which the weights of the criteria and alternatives are extracted. The equations from (1) to (6) are used for AHP calculations, as described by Liu and Lin (2016). The calculations of this research were carried out in software R.

The logical consistency of the evaluations is also measured by the AHP, with up to 10% of evaluator inconsistency (MALETIČ et al., 2014). For example, an expert judges that "A" is more important than "B" and "B" is more important than "C". In logic, it is not acceptable for "A" to be equivalent or less important than "C". For three variables, this logical consistency is noticeable, however, for a greater number of comparisons, it is common for the evaluator to make mistakes from the logical point of view.

$$A = \begin{bmatrix} 1 & a_{12} & \cdots & a_{1n} \\ 1/a_{12} & 1 & \cdots & a_{2n} \\ \vdots & \vdots & \ddots & \vdots \\ 1/a_{1n} & 1/a_{2n} & \cdots & 1 \end{bmatrix} \tag{1}$$

$$w_i = \frac{\left(\prod_{j=1}^{n} a_{ij} \right)^{1/n}}{\sum_{i=1}^{n} \left(\prod_{j=1}^{n} a_{ij} \right)^{1/n}} \tag{2}$$

$$A^z = \begin{bmatrix} 1 & a_{12} & \cdots & a_{1n} \\ 1/a_{12} & 1 & \cdots & a_{2n} \\ \vdots & \vdots & \ddots & \vdots \\ 1/a_{1n} & 1/a_{2n} & \cdots & 1 \end{bmatrix} \times \begin{bmatrix} w_1 \\ w_2 \\ \vdots \\ w_n \end{bmatrix} = \begin{bmatrix} w_1' \\ w_2' \\ \vdots \\ w_n' \end{bmatrix} \tag{3}$$

$$\lambda_{max} = (1/n) \times (w_1'/w_1 + w_2'/w_2 \cdots + w_n'/w_n) \tag{4}$$

$$IC = \frac{\lambda_{max} - n}{n-1} \tag{5}$$

$$RC = \frac{IC}{IR} \tag{6}$$

In which:

A: matrix of peer reviews by an expert;

aij: value of the joint assessment corresponding to the Saaty scale; wi: Matrix eigenvector (weights of criteria or recommendations); λmax: maximum eigenvalue of the reciprocal Matrix;

CI: Consistency Index;

CR: consistency ratio; and

IR: random Index, calculated based on Reference

Table 1- Random index values of the AHP

Razão da matriz (quantidade de variáveis)	1	2	3	4	5	6	7	8	9
Índice Aleatório (IR)	0	0	0,58	0,9	1,12	1,24	1,32	1,41	1,45

Source: (LIU; LIN, 2016, adapted).

The matrix of evaluations for a set of "n"variables (criteria or alternatives), according to Equation (1), generates the need for (n2-n) / 2 ratings for each expert. For example, for a problem with 5 criteria, an evaluator needs to make 10 parity judgments. Depending on the hierarchical structure of the problem, an evaluator may expend considerable effort and time to perform the evaluations, which may also increase the likelihood of logical inconsistency of his judgments. To mitigate these AHP vulnerabilities, the literature records some techniques to reduce the number of expert evaluations and ensure the logical consistency of the process, to avoid the need to reconvene experts for a new round of judgments. This research explored the procedure proposed by Gavião, Lima and Garcia(2021), which requires the performance of (n-1) assessments, rather than (n2-n)/2. Thus, in the example of 5 criteria in Figure 8, the evaluator would need to perform only 4 evaluations, instead of the 10 provided for in the original AHP model.

For the modeling of the recommendations with the AHP, the hierarchical structure was used with the five criteria and the six recommendations presented, as shown in Figure 3.

Figure 3-hierarchical structure of the problem
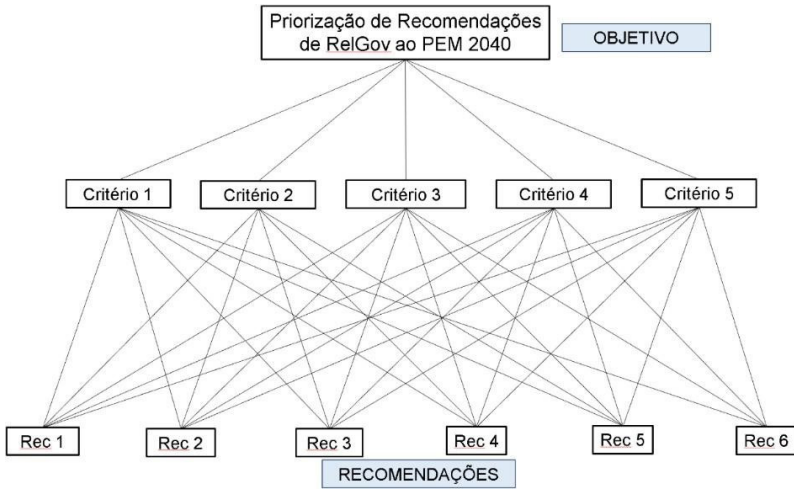
Source: own elaboration.

To collect the evaluations, a questionnaire was developed and sent to specialists with knowledge of PEM (2040) and knowledge about the Institutional Relations Advisory of MB. The specialists were previously chosen based on their experience of more than twenty years of service at MB, as they have a complete higher level, academic training in high studies (postgraduate or doctoral). In addition, professional experience in high-level advice in Brazilian Navy Sector Management Bodies (ODS) and professional experience in Naval Strategic Actions (AEN) to achieve OBNAV, in addition to knowledge of RelGov activities conducted by MB, were considered. Table 4 details the demographics of the experts consulted.

Table 4 - demographics of specialists.

Esp	Graduação	Pós-Graduação	Experiência profissional	Experiência em ODS ou RelGov
Esp.1	Ciências Navais	Altos Estudos de Política e Estratégia	38 anos	Superior a 8 anos
Esp.2	Ciências Navais	Altos Estudos de Política e Estratégia	34 anos	Superior a 9 anos
Esp.3	Direito	Mestrado em Ciências Militares	23 anos	Superior a 9 anos
Esp.4	Ciências Navais	Mestrado em Ciências Militares	20 anos	Superior a 3 anos
Esp.5	Ciências Navais	Mestrado em Ciências Militares	30 anos	Superior a 6 anos
Esp.6	Ciências Navais	Mestrado em Ciências Militares	32 anos	Superior a 4 anos
Esp.7	Ciências Navais	Mestrado em Ciências Militares	28 anos	Superior a 2 anos
Esp.8	Ciências Navais	Mestrado em Ciências Militares	30 anos	Superior a 4 ano
Esp.9	Ciências Navais	Mestrado em Ciências Militares	32 anos	Superior a 4 ano
Esp.10	Ciências Navais	Mestrado em Ciências Militares	22 anos	Superior a 1 ano

Source: own elaboration.

Results

Data collected

The results of the AHP indicate weights for the criteria (Table 2) and weights for the recommendations (Table 3), based on the evaluations collected from the experts through the questionnaires.

Table 2-weights of criteria by specialist

Pesos	Critério 1	Critério 2	Critério 3	Critério 4	Critério 5
Esp 1	0,1391	0,1391	0,1391	0,5064	0,0764
Esp 2	0,1391	0,0764	0,1391	0,5064	0,1391
Esp 3	0,2594	0,0537	0,1230	0,5101	0,0537
Esp 4	0,1655	0,1655	0,0620	0,1655	0,4414
Esp 5	0,3486	0,0276	0,1376	0,3486	0,1376
Esp 6	0,1695	0,0487	0,1695	0,4427	0,1695
Esp 7	0,1963	0,1963	0,1963	0,3573	0,0539
Esp 8	0,1366	0,1366	0,0335	0,1366	0,5567
Esp 9	1/37	0,0884	1/37	0,0437	1/54
Esp 10	0,2601	0,2601	0,1378	0,0819	0,2601
Média	**0,2148**	**0,1192**	**0,1472**	**0,3099**	**0,2089**

Source: own elaboration.

The means indicated in Table 2 show that criterion 4 (mutual influence) was considered the most important, since it obtained an overall evaluation of 0.3099. This criterion refers to mutual influence in the

implementation of the recommendation, which characterizes the degree to which the parties agree on who has the legitimate power to influence each other. This result reiterates the importance of the RelGov area for Brazilian Navy regarding the balance of influence on the government, as well as the influence of the government on the MB.

Secondly, Criterion 1 (trust) concerns the level of trust with the implementation of the recommendation in MB, based on the belief that therecommendation is fair (integrity), will do what it sayswill do(reliability) and is able to do what it says it will do (competence), increasing the level of trust that both parties have in each other, thus Brazilian Navy gains trust and builds a good reputation stakeholders.

Thirdly, Criterion 5, (organizational transparency) that deals with the transparency of Brazilian Navy with the application of the recommendation, carrying an increase in efforts to propagate substantial information to the government and society, transparently increasing the participation of Brazilian Navy and stakeholders, leading to an increase in accountability, corroborating to build a strategy of relationship and trust.

Fourth, criterion 3 (satisfaction), which refers to contentment, to favorably positive expectations with the implementation of such a recommendation. A satisfactory recommendation is one in which the benefits outweigh the costs. Satisfaction among the parties involved generates greater engagement and adherence in the implementation of the recommendations.

Fifth, Criterion 2 (commitment), referring to the degree of engagement between the parties to implement such a recommendation in the MB, generating a positive commitment between the Brazilian Navy and the stakeholders (internal and External), the extent to which both parties believe and feel that the effort is worthwhile to maintain and promote the relationship.

Table 3-weights of recommendations by specialist.

Pesos	Recom 1	Recom 2	Recom 3	Recom 4	Recom 5	Recom 6
Esp 1	0,2464	0,1066	0,0967	0,1590	0,3227	0,0686
Esp 2	0,2094	0,1954	0,1304	0,1312	0,2826	0,0510
Esp 3	0,2900	0,1478	0,1280	0,1016	0,2741	0,0585
Esp 4	0,1577	1/107	0,1184	0,2036	0,3234	0,0962
Esp 5	0,1948	0,0767	1/61	0,1151	0,2348	0,2115
Esp 6	0,0931	0,1568	0,1294	0,1868	0,3160	0,1179
Esp 7	0,2447	0,1138	0,1108	0,1180	0,2601	0,1526
Esp 8	0,1046	0,1067	0,2356	0,2432	0,1417	0,1681
Esp 9	0,2257	0,0237	0,1997	0,1817	0,2446	0,1246
Esp 10	0,0667	0,0739	0,2675	0,2547	0,0466	0,2906
Média	0,1833	0,1102	0,1584	0,1695	0,2447	0,1340
Prioridade	2	6	4	3	1	5

Source: own elaboration.

The results in Table 3 reflect the following order of prioritization: (1st) recommendation 5-joint use of a CONFORT strategy + od methodology2P; (2nd) Recommendation 1-map stakeholders; (3rd) Recommendation 4-measure and disseminate internally and externally the results of the RelGov area; (4th) recommendation

3-involve the RelGov area in strategic initiatives; (5th) recommendation 6-seniority and transversality of the RelGov area in the organizational structure of MB; and (6th) Recommendation 2 - Map the skills of the professional in the field of RelGov.

Within a perception of value of the specialists, Recommendation 2 was the lowest scored globally, because before its application, it is necessary a study to first catalog the RelGov competencies applicable to MB, to subsequently map the civilians and military with such competencies, as well as to formulate a catalog of courses to be carried out inside and outside the MB, generating a considerable organizational impact, in addition to the costs involved in the qualification courses.

Increasingly followed by recommendation 6, which, for its application, it is necessary to create a Working Group to evaluate the organizational chart of Brazilian Navy and verify the possibility of integrating the position of relgov manager to other existing ones, within the seniority presented in the recommendation, seeking a synergy for the good performance of the functions, or the creation of a new position with

a direct cost impact. In any of the options, the transversality of the area must be maintained.

In the same sequence, recommendation 3 appears, being directly involved in the implementation of a methodology for strategy execution in the RelGov area, highlighting the importance of its planning aligned with PEM 2040. For this, it is necessary a study to define what actions would be necessary to achieve each OBNAV.

Recommendation 4 appears with a close score, with the implementation of a structured system for measuring RelGov activities. In addition to representing a refinement in the performance in the area of RelGov, it gives transparency to the activity internally at MB, requiring a study for the establishment of performance indicators for the different actions related to each OBNAV.

With greater weight, Recommendation 1 was the second best scored by the experts, being an extremely necessary process, because the correct mapping of stakeholders it should be carried out before Strategic Planning, being vital for MB, in view of its area of activity and the achievement of OBNAV.

Finally, recommendation 5 shows that the experts prioritized the one directly linked to the processes, leading to strategic thinking, before effective action; it was as it was presented more clearly to the experts, the implementation of a checklist of processes with joint use of a CONFORT strategy + od methodology2P.

CONCLUSION

This research work aimed to propose a priority order to the RelGov recommendations that should be implemented in the EMP 2040, in order to improve the high-level advice of the Navy. Therefore, the PEM 2040 and its process were contextualized, characterizing it as a high-level document, which lays the foundations for a moderna Navy, prepared and motivated, compatible with the political-strategic stature of Brazil in the international scenario. Through its strategic management system, Brazilian Navy seeks to review, correct and improve it, through the implementation of strategic, congruent, factual and effective actions, and it is up to the strategic decision-maker to define priorities.

Still in this context, the RelGov were defined and characterized, being evidenced its strategic importance for the MB, corroborating for such

importance, the plans and doctrines of friendly navies in which the RelGov appear inserted were analyzed. Six consolidated recommendations were proposed for the evaluation of experts, in order to improve the RelGov area of Brazilian Navy, integrating them into the EMP 2040, with the goal of achieving the OBNAV: (1) map stakeholders;

(2) map the professional's competencies in the RelGov Area; (3) involve the RelGov area in strategic initiatives; (4) measure and disseminate internally and externally the results of the RelGov area; (5) joint use of a CONFORT strategy + od methodology2P; and (6) seniority and transversality of the RelGov area in the organizational structure of MB.

In order to present to the strategic decision-maker the recommendations duly prioritized, it was verified in the study that the multicriteria decision support method AHP would meet this objective. The AHP is a usual method of Operations Research, in which human judgment and perception are involved to solve the problem. To this end, five evaluation criteria were established, which composed the hierarchical structure of the problem with the recommendations.

Data were then collected through questionnaires sent to a group of Brazilian Navy specialists, with predetermined career profiles. The result after modeling indicated as the first priority the recommendation regarding the joint use of a CONFORT strategy + OD methodology2P.

This recommendation calls for the implementation of a checklist processes, contributing to the Strategic Management System of Brazilian Navy, which demands political and social influence with the executive, legislative and judicial branches, and other entities, as well as Brazilian society.

The hierarchical structure of the problem was limited to the number of six recommendations and five criteria, and it can be expanded, as well as using another multicriteria method of Decision Support. Because this is an experimental study, it is possible that the evaluations of other stakeholders or even from RelGov professionals from other sectors evaluate the recommendations used here differently. New rounds of evaluation by other Brazilian Navy experts or by experts from the other singular forces may also indicate priorities different from those found in this research, being recommended in future projects. In this case, for example, future surveys could include Brazilian Navy professionals with other basic training, or other types of postgraduate training in the areas

of Law, Political Science, International Relations, Strategic Studies, Public Administration, among others.

RELAÇÕES GOVERNAMENTAIS NO PLANO ESTRATÉGICO DA MARINHA: PRIORIZAÇÃO DE RECOMENDAÇÕES POR PROCESSO DE ANÁLISE HIERÁRQUICA

RESUMO

O artigo propõe uma ordem prioritária de recomendações estratégicas na área de Relações Governamentais, alinhadas ao Plano Estratégico da Marinha (PEM 2040). As Relações Governamentais, sua estrutura e recomendações práticas constituem uma lacuna no PEM e seu aperfeiçoamentocorresponde ao problema de pesquisa. Foram consideradas seis recomendações estratégicas: mapeamento de stakeholders; mapeamentodas competências do profissional na área de Relações Governamentais; envolvimento da área de Relações Governamentais nas iniciativas estratégicas; gestão interna e externa dos resultados da área Relações Governamentais; uso conjunto de uma estratégia que reúne as diferentescaracterísticas das Relações Governamentais (jurídica, técnica, ética, cultural, entre outras), submetidos a processo de elaboração de diagnóstico e solução do problema; e avaliação da senioridade e transversalidade da área de Relações Governamentais na estrutura organizacional da Marinha do Brasil. Para a modelagem foi utilizado o método da Análise Hierárquica de Processos, que explora avaliações psicométricas e baseadas em experiênciasde especialistas.

A estrutura hierárquica do problema contém cinco critérios: confiança, compromisso, satisfação, influência mútua, e transparência organizacional. A coleta de dados envolveu o uso de questionário, com especialistas da Marinha. A recomendação do uso conjunto de uma estratégia que reúne as características das Relações Governamentais obteve a maior prioridade para implementação.

Palavras-chave: Plano Estratégico da Marinha; Relações Governamentais; Processo de Análise Hierárquica.

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