

THE IMPACTS FROM THE (DIS) SATISFACTION OF INFORMATION NEEDS FOR DECISION MAKING CONCERNING STRATEGIC PLANNING OF A PUBLIC ORGANIZATION

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ABSTRACT

This article presents the results of a study conducted in the framework of the doctoral thesis that investigates the impacts from the (dis) satisfaction of information needs for decision making concerning strategic planning of a public organization. The research strategy adopted was the case study, involving the use of sequential methods of approach in the search for convergence and triangulation of data from different sources of evidence. The first phase consisted of document analysis, and the second expansion and validation of findings through in-depth interviews and participant observation third. Grounded in literature from the areas of Administration, Public Management and Information Science, notably, the last one, with regard to the model of information use within the 'knowledge organizations' proposed by Choo, investigations were carried out with the actors involved in context studied to understand the problems related to the need of information relating to strategic planning. We identified the steps and decisions related to the construction process of organizational strategy, the main difficulties of the builders of the strategic planning, focusing on the problems of information, as well as the strategies used to circumvent the unfavorable scenarios originated by informational deficiencies associated with the decision. The study shows that the unavailability of the necessary information, the lack of technical knowledge of those responsible for the search and presentation of information, associated with low quality of information obtained were the most relevant information problems. Furthermore, it is shown that, to achieve make decisions in situations where there were informational deficiencies, the stakeholders developed boundary strategies outline how decisions on grounds of personal experience (empiricism), generalization, interpretation (subjective) and indirect use of information.

Keywords: Information Needs; Satisfaction of Informational Needs. Decision Making; Strategic Planning; Public Organization.

1 INTRODUCTION

This article presents the results of a study conducted in the framework of the doctoral thesis that investigates the processes of information management and knowledge workers to meet the information needs for decision making that develops in the construction of organizational strategy an organization of the federal public administration.

The development of the thesis proposal was motivated by empirical experience experienced by one of the authors, as a member of the group responsible for the development of strategic planning in an organization of the Federal Government. In this experience, we identified that the construction processes of organizational strategy are permeated by decisions that require a continuous search for satisfying information needs.

Moreover, it was observed that the decisions they develop at different organizational levels, and depend on information and knowledge that are not always available. It was noted, therefore, that there are inherent problems and solutions specific to the processing of information, especially aiming at the satisfaction of needs, involving seeking behaviors and treatment information. Such behaviors develop during the decision making processes of building the organizational strategy.

We sought to characterize the informational processes associated with decisions that are made during the construction stages of planning, implementation, monitoring and updating the strategy for the development of organizational management. This characterization was based on the integration of concepts from theories of Management and Information Science, especially in those last, in relation to the model of information use in 'Organizations of Knowledge', proposed by Choo (2003).

According to Choo, the search for meaning, knowledge creation and decision making are presented integrated to ensure constant innovation and change

necessary for the perpetuation of the organization against the dynamism of the environment that surrounds it. There, with regard to organizational strategic planning, a set of situations that are more or less adherent to the model of Choo, and need to be better clarified.

As a strategy to achieve the goals, the study proposes to identify the informational demands associated with the stages of strategic planning and analysis of auxiliary processes that involve the collection, processing and recording of information, considering the behavior of the actors involved in pursuit of learning and knowledge construction, in developing strategies for obtaining inputs that supports the decision-making.

Thus, to understand the processes that support the use of information in decision making of the actors involved in strategic decisions, we investigated not only the information needed for the development of activities related to the strategic management of organizations, but also the context and the factors that influence satisfaction or dissatisfaction of the information needs of the actors involved in the management of information and knowledge. Were thus identified the impacts that the (dis) satisfaction of information needs to offer the process of decision making inherent to the strategic planning of a federal organization.

The study is based on literature in the areas of Administration, Public Management and Information Science, on definitions, concepts, methods, processes, actors and activities related to the development of strategic planning for public organizations.

Investigations were carried out with the actors involved in the study context, to understand the problems related to the need of information relating to strategic planning of public organization. According to the research protocol developed, we identified the steps and decisions related to the construction process of organizational strategy, the main difficulties encountered by the builders of strategic planning, with a focus on information problems and the strategies used to circumvent the unfavorable scenarios originated by informational deficiencies associated with the decision.

2 STRATEGIC PLANNING AS A TOOL FOR PUBLIC MANAGEMENT IN ORGANIZATIONS

"The purpose of the work on making the future is not to decide what should be done tomorrow, but what should be done today to have a tomorrow" (DRUCKER, 2001, p.156). Drucker's statement reflects the reality faced by organizations when they seek - in increasingly unpredictable scenarios - build knowledge to support decision making inherent in the establishment of strategies that ensure desirable mates face the challenges of the environment that surrounds them.

According Chiaventato (2003, p.19), "[...] strategic planning is an essential process within the organization because it lays out guidelines for the establishment of action plans that result in competitive advantages". For the authors, the main purpose of strategic planning is to provide foundations for the maneuvers that allow organizations to be perpetuated even within changing conditions and adverse in the context of your business.

For Drucker (1984, p.133), strategic planning refers to a "[...] continuous process of systematically and with greater knowledge of possible future contained, making decisions that involve risks today". Moreover, according to the author, part of the strategic planning, the systematic organization of activities necessary to implement the decisions and measuring the results from those decisions, through an informational strategy to what the author calls "[...] feedback process organized and systematic". Therefore, strategic planning is also an administrative process that promotes methodological support to establish the best direction to be followed by organizations and, therefore, suggests a cyclical decision-making process based on the interpretation of a dynamic information flow.

In practical aspects, the planning process strategy has a direct influence on the quality of decision making, in that it establishes a desired future state and a delineation of the effective ways to make it a reality (OLIVEIRA, 2010, p.17).

At the time that the strategic plan as a product of the development of strategic planning in an organization, provides a basis for policy making at the management level, it is noteworthy that involves building your own decisions.

In the scene Brazilian government, the development and dissemination of strategic planning emerged as a strategy to ensure the monitoring of the implementation of plans and performance measurement of a results-based management, in line with global trends in the area of administration.

This approach has found strength and support in the Constitution of 1988, which, under article 165, created the Multi-Year Plan - PPA and Budget Guidelines Law - LDO, which prescribes the establishment of goals, objectives and priorities for public administration, as rule to be followed by all public organizations located in different spheres and powers.

These instruments institutionalize practices of planning and budget management, leveraged by formal normative acts. Also motivated, under public management, profile management development and dissemination of strategic planning as a management tool, which spread and is being used by public organizations, in several instances, to ensure the balance between the sectorial action plans and between government strategies established and consolidated by the state.

3 STRATEGIC DECISION MAKING AND STRATEGIC USE OF INFORMATION

Le Coadic (2004) states that "[...] use information is to work with the raw data for an effect that satisfies a need for information". When the author cites the work with the raw data, suggests an action linked to the use of data, information and knowledge in order to meet the informational demands.

According to Choo (2003), the strategic use of information in organizations is developed in a continuous cycle that is composed of three processes - the creation of meaning, knowledge building and decision making. For the author, in line with the proposals relating to strategic planning, decision making in organizations is caused by a need for choice in a time when one must choose a course of action.

It is worth noting the proposed Angeloni (2003), reinforcing the view that emphasizes the importance of information management and knowledge building for the efficiency of decision making, when it states it in a focused analysis of the factors

involved in decision making, that "[...] the challenge for decision makers is to transform data into information and information into knowledge, minimizing interference individual in this transformation process".

Strategic planning organizations, as a process that involves decision-making, interpretation emerges as the product of a comprehensive flow of information - regarding the internal and external environment - the necessary choices that serve as guidelines for action planning and guidelines focused the positioning of the organization.

We emphasize that the approach of using the information in decisions relating to the shares of planning and organizational management is widely investigated by studies in the field of Competitive Intelligence, in that both are based on processes of collection, analysis and interpretation of relevant information for positioning the organization.

It is worth quoting Tarapanoff (2004, p.17) when he says that the Society of Competitive Intelligence Professionals (SCIP - Society of Competitive Intelligence Professionals) defines competitive intelligence as "[...] a systematic and ethical program for gathering, analyzing and managing external information that can affect the plans, decisions and operations of an organization". According to the author, in organizations devoted to learning and positioning, competitive intelligence integrates strategic planning and includes concepts and principles of information management and knowledge.

Noteworthy is also the definition of Valentim *et al.* (2003), which combines the activity of competitive intelligence for strategic planning purposes:

Competitive intelligence is the process that investigates the environment in which the company operates, in order to uncover opportunities and reduce risks and diagnoses the internal organizational environment, aiming at the establishment of strategies for action in the short, medium and long term (VALENTIM *et al.*, 2003, p.1).

Considering the above aspects, we can learn that making a decision on the construction of the organizations strategy is based mainly on shares of collection, processing and use of information and knowledge. Moreover, it is during the

development of organizational strategic planning as a management tool, unfolding processes and information flows that support strategic decision.

The occurrence of problems related to the difficulty of integration, acquisition and consolidation of information inherent to decision making based questions guiding this study and reinforces the applicability of information science to the research context (SANTOS, 2000; CANDIDO *et al.*, 2005; ANGELONI, 2003; MINTZBERG, 2004).

Studies that relate to information for decision making in organizational management tend to address, as a priority, the decision makers and the causes and issues related to access to information ideal, without stopping the other members of the factors that influence organizational contexts processes of collecting, testing, processing and use of information and knowledge.

According to Santos (2000, p.205), "[...] the decision maker needs relevant information but, above all, accurate device filters, as it is exposed to an infinite mass of irrelevant information, many of them, he even requested". This finding is reinforced by the sight of Candido *et al.* (2005), when the list among the informational deficiencies more common in organizations, inadequate information flows, the lack of information to support the development of everyday actions, the uncertainty and imprecision of decisions, combined with stress and anxiety before a vast informational content that cannot be put in the service process and the decisions more urgent.

Indicating the need to objectify access to information efficiently to support decision making, Angeloni (2003, p.19) states that "[...] it is important to have available data, information and knowledge, but these are usually dispersed, fragmented and stored in the minds of individuals and suffer interference from their mental models".

Mintzberg (2004, p.185) associates the problem of access to information at the management level to the fact that "[...] having to investigate the confusing world of details would force senior managers to leave their pedestals, and even worse, force planners to leave accommodation support team for line pressures". According

to the author, it just would not be a problem in a support system could marshal perfectly and deliver data regularly collected and combined.

Given the above, it is noted that the various approaches mentioned focus on identifying problems and indication of the causes, leaving open the consideration of possible approaches used to overcome information problems, and who can provide inputs for the development of new methodological proposals to increase efficiency in the information process that supports strategic decision making.

Thus, the authors visualize the situations outlined an opportunity for the application of the methods of information science in the study of the phenomenon, manifested in the midst of facing processes to meet the information needs of the actors involved in the construction of the strategic planning of a public organization, as a way of offer to academia and society inputs to the design of more efficient models of search and information processing.

4 METHODOLOGICAL PROCEDURES

4.1 Research Strategy

We conducted a case study involving the use of sequential methods of approach in the search for convergence and triangulation of data from different sources of evidence in order to promote, in a first step, document analysis, in a second step, validation and expansion findings explored through in-depth interview and in a third step, the participant observation.

In that sense, this is exploratory research, since, according to Cervo, Bervian e Silva (2010) this method aims to accurately describe the phenomenon addressed in order to clarify the relationships between the different members that compose it, detailing variables and proposing interpretations of the findings. It is also explanatory research since it "[...] has a central concern with the identification of factors that determine or contribute to the occurrence of phenomena" (LOPES, 2006, p.223).

The strategy was based on the vision of Yin (2003) when he states that "[...] the use of multiple sources of evidence in case studies allows the researcher to address a wider range of historical and behavioral aspects".

According to the author, the most significant advantage associated with the use of multiple sources of evidence is the development of converging lines of research, which he calls the process of triangulation and corroboration. It is noteworthy that, in the view of Yin, with the triangulation of data, the problems of construct validity can also be addressed, since the multiple sources of evidence provide multiple reviews of the same phenomenon.

Thus, the proposed method addressed as sources of evidence, (i) document analysis, (ii) in-depth interview and (iii) participant observation.

Thus, the data collected through document analysis were validated and expanded during the in-depth interview. Following the same strategy, the scripts used for behavioral analysis through participant observation allowed the confirmation or refutation of the hypotheses in the previous phases.

Frame 1: Sources of evidence: goals and descriptions.

Sources of Evidence	Description
Document analysis	Analysis of communications, diaries, reports, memos, proposals, formal studies, and news articles to enable the identification of the methods used, the actors involved, the results obtained, the critical points found, the existing information flows and information sent and recorded.
In-depth Interview	Conducting in-depth interview for validation and expansion of findings obtained through document analysis, focusing on critical issues and difficulties encountered in information needs, problems and behavior on the informational search, processing and use of information, strategies used to circumvent informational deficiencies during decision making.
Participant observation	Execution of scripts behavioral analysis for confirmation and refutation of hypotheses phases focused on records and interviews, by recording observations of the behavior of the actors involved in the development of actions as a strategy to complement the desired data and data validation obtained through the approach of previous evidence.

4.2 Selection of the Organization

A public organization chosen for the development of the research is a ministerial department of the Federal Government which has its mission and activities associated with public safety.

With regard to the adequacy of the organization to the criteria in the methodology, requirements as necessary to meet the objectives of the research, it was noted, after evaluating the particularities of history and major features, it presents the adequacy context sought since started the process of strategic planning for over ten years and made revisions and versioning on more than one occasion. This fact led to the emergence of different strategic plans, over time, developed into well differentiated levels of detail.

The document analysis notes that the organization has about 15,000 servers actual, physical presence in all units of the federation, performance linked to a Ministry of State and its customers, and the citizen-user agencies of the executive, legislative and judicial.

It is noteworthy also that the organization has in its formal structure industry dedicated to strategic management actions, with offices in subdivisions that have focused on three main areas: strategic planning, project management and process management.

The office dedicated to strategic planning has formalized its duties by ordinance between institutional and presents their formal assignments, and the coordination of procedures for the construction and upgrading of strategic planning, providing technical information whenever defendant about the planning process organizational strategy.

It is worth mentioning that the data obtained through document analysis showed that the evolutionary incremental process that developed in different phases of action and strategic planning in the public agency that enabled the construction of a large and complex web of knowledge, tacit and explicit, that reinforce the suitability of the organization as a potential source of information and suitable for obtaining answers to the study, particularly with regard to the information processes linked to

strategic decision, guarantees representativeness within the context limits involved in the study.

4.3 Selection of Informants

Upon completion of the documentary analysis, considering the triangulation strategy proposal which provided for the data validation in the first phase with the completion of the interview was held to select the informant among the actors involved in strategic planning.

The criteria for selecting the participants discussed in depth interview phase were: having participated actively in the construction of strategic planning as a member of senior management or consultant, having worked on coordinating function validating the activities at different hierarchical levels, have been responsible for proposals and, having planned and developed actions, decision makers, focused on building strategies.

Thus, the informant discussed in depth interview was selected for participating as overall coordinator of the construction plan, for acting as executor of the activities involved in building the organization's strategic planning public involving the search activity, treatment, use and production information, as well as being responsible for strategic decision making at different organizational levels.

4.4 Collecting and Analyzing Data

In the first phase of data collection (document analysis), there was appreciation of the records stored in print and digital media in the form of internal documents, reports, publications, news and communications exchanged between the participants during the construction of the strategic planning . This phase allowed, besides identifying information problems inherent to the process, the characterization of the institution studied, involving your description focusing on tasks, skills, structure and clients, indicating the relationships between institutions in order to facilitate the understanding the context in which the organization operates.

After granting access to documents used and developed by the group responsible for the different versions of the strategic planning of the organization, there was analysis. This analysis was carried out before the construction of the script in-depth interview with the informant chosen according to criteria that ensure the representativeness, so that the interview would enable validation of findings obtained in the phase of document analysis and identification of new data from questions not answered during the first phase.

The interview was based on a script composed of groups of semi-structured questions, guiding the dialogue to ensure the achievement of expected impressions and placements. We transcribed the recordings of the sessions of interviews conducted with proper authorization, and, after analysis, the evidence obtained were crossed with the findings offered by document analysis.

Thus, we obtained data on personal information, unit structure, organizational processes performed, methods, and tools applied steps, responsibilities of stakeholders, issues relating to search and use of information, strategies used to circumvent problems associated with information beyond general impressions about the processes that involve the decision to search for information and strategic planning.

To analyze the data collected, two steps were covered. The first focused on the selection, categorization and clustering responses, and condensation of meaning to give a summary of statements. The second was for the analysis, interpretation and development of generalizations, explanations and hypotheses.

After the consolidation of data obtained through interviews, participant observation was developed. This step aimed to record observations of the behavior of the actors involved in the development of action planning as a strategy to complement the desired data and validation of the findings obtained - along with explanations and hypotheses derived from document analysis and interviews - by using the approach of previous evidence.

5 RESULTS

5.1 Major Problems Encountered by Manufacturers of Strategic Planning, with a Focus on Information Problems

The main difficulties identified through documentary analysis and in-depth interview were related to: (i) the lack of information, (ii) the poor quality of information, (iii) the participation of people with inadequate for the job profile, and (iv) the large amount of repeated information.

In this line, the informant pointed out different issues that are related to the information need for the development of decision-making, which arise during the construction of organizational strategy.

In a few moments of the interview, the informant's focus turned to the indication of the notorious lack of information, and also for the causes of the occurrence of this lack of information, as can be seen when he says that "[...] lack of information to the extent that the sensitization process [...] was not done satisfactorily".

According to the interviewee, "[...] *very low information was passed on the construction of this plan, because they came up stuff again*". Moreover, there was questioning the quality level of information, especially when it states that "[...] *information was decentralized and sparse and often misleading, under the technical point of view, and out of the methodology*". The statement presented during the interview served to validate the problem that was identified during the document analysis, since it might be noted that, besides the fact that several units have not responded to requests for information, documents sent by the different units had information partial and, in some cases, with different responses from being requested.

As one of the important causes for the lack of information during the process was indicated the lack of existence of adequate profile for participation in the development of work related to strategic planning, because, according to the informant "[...] persons designated by the federal units did not have the profile necessary.

“Many were appointed by former managers, who were already leaving, so they designated anyone showing even a disinterest in the project because they knew they would be exonerated soon. And designated by other managers who have recently taken and who had no knowledge of their units, because even came from other units of the federation” (Informant interview).

According to the respondent, the appropriate profile for participation in work on the strategic plan should be a person “[...] with power of concision, with a high power of cognition, a good writing and other aspects of leadership that could garner that information and transfer to the control group”. Thus, the respondent, while it offered a breakdown on the requirements needed to work on the construction of strategic planning, said that the gathering of information was one of the duties of those involved in this process.

Other places listed by the respondent as relevant, even with respect to information required for the process, refer to the difficulty of access to information and quality of information that came to the control group, which would serve as an input of the decisions that were validated by high administration. According to the report, it was found that certain actors involved did not have access to the necessary information and do not know where to get them, as can be seen in the following excerpt: “So [those responsible for providing information] had no access information and also did not know where to seek information. Then, the information would not [...] with the desired quality.

Furthermore, the interviewee mentioned that there was a “[...] divergence between an organizational structure that was intended matrix, stuck by a hierarchical structure in fact, [in addition] of not opening strategic dialogues between the decision maker and his staff”, which involved other participants construction strategy.

Another problem that is linked to hierarchical structure refers to the low technical knowledge inherent in strategic decision-makers, who, according to the informant, “[...] clashed with the low level of hierarchical planning and builders of high technical knowledge”.

Are shown in Frame 2 and found the problems associated causes.

Frame 2: Problems inherent in the process of strategic planning.

Problems Found	Causes
Absence and / or poor quality of information required for decision making inherent to the construction of the strategic planning	Failed awareness (persuasion and training) of participants responsible for seeking and sending information requested.
	Method proposed complex actions involving the transformation of tacit knowledge into explicit through collection strategies that do not consider the peculiarities inherent to the classification of organizational knowledge.
	Difficulty of identifying sources and access to information.
Inadequacy of the profile of the participants, who had no technical knowledge about the methods and processes involved in the construction of strategic planning.	Lack of criteria for nominating participants of the planning committee.
	Indication of participants based on personal circumstances and positions.
	Lack of knowledge about the subject and disinterest on the part of managers and participants.
Low participation in the analysis of materials and presentation of information through a questionnaire	Lack of commitment.
	Lack of knowledge and understanding of the purposes of the strategic planning process.
Difficulty maintaining dialogue among participants in decision making	Emergence of communication barriers among members occupying different hierarchical positions.
Receiving lot of repeated information	Method did not consider the possibility that the respondents had no knowledge about the subject.

5.2 Behaviors and Strategies Undertaken to Overcome the Informational Problems Identified

According to the story, the actors responsible for consolidation of information and construction of proposals, strategies and action plans, in many cases acted based on empiricism, i.e. based on personal experiences and observations, leaving aside the information that were received to support the work, according to the methodology employed.

"Because of the two people in the control group [planning] had knowledge of the institution and macro know the ailments, strengths, weaknesses, needs of the institution, much of empirical treatment was given for the construction of this planning" (Informant interview).

The information needs of dissatisfaction was due to factors such as the unavailability of desired information gap between the need and the time when the information became available, lack of technical knowledge of those responsible for

search and submission of information required as input to decision making, besides the low quality of information. Thus, when decisions demanded information and information expressed dissatisfaction, the actors held responsible for consolidating a filter and used the information held by experience, by being members of the institution.

The builders planning cite empiricism played like behavior to circumvent the informational problems linked to the decision. This can be characterized according to the proposed Choo (2003), in an effort to transform human knowledge into products and services, something that is becoming an essential skill for survival of the organization. According to Choo, "While the skills and experiences remain internalized in the individual, the organization is limited in its ability to use this knowledge in a broader sense, strategic" (CHOO, 2003, p.202).

This behavior contour based on empiricism cited as a new data as it was not identified in the document analysis, was confirmed in the records of participant observation, especially when lacking information that should underpin the development of proposals for final plans to be evaluated by senior management.

Importantly, at the time the informant states that "[...] every program has to be constructed in a corporate form, [involving] a participatory way of building a plane, because otherwise there would be a plan, but a unilateral determination" also indicates that decisions were made unilaterally, to enable effective completion of the process in a timely manner.

Another behavior used to circumvent the problems of information was the search for generalization of information. Thus, when the information sources offered no information as expected, relevant information presented by other sources, were considered representative for data that is expected from other units. An example of such a situation can be noted in the following excerpt:

"We received information and, after a reasonable insistence that groups provide information, or even that they had provided, it was quality, we sought the most information. And the information that we realized were suitable for any environment, internal and external, we considered as if it were for the whole country" (Informant interview).

Another behavior played by those responsible for consolidation, as users of information, was the analysis and interpretation of the information obtained, to which

they were used indirectly objectively and not for the purpose that motivated its request.

Thus, manufacturers of strategic planning used the information available indirectly or reduced, as can be noted in the following statement: "A lot of information there have been exploited, but information that were seized were not directly what was opined, but, another way, being given the treatment according to the methodology", or when he states that "Then, information, much neglected, other agglutinated other and otherwise treated were reduced in a systematic way".

It is noteworthy that the actors responsible for consolidation of information sought to satisfy information needs through "[...] personal interviews [and] searches for sources of technical information". According to the report, after checking the informational gaps, they went to seek information, playing a role that should have been done by the informants defined in the methodology. Table 3 presents solutions to the problems outline informational identified.

"Personal interviews, searches for sources of technical information. So, checked the gaps, I have a gap that goal and this strategic action. So who is the holder of knowledge in this sense? Is the guy. So I headed up to the guy to get that information. The way he passed me, there was information again and transformed into knowledge. Then he took to the collegiate validate" (Informant interview).

Frame 3: Solutions for contour information problems identified.

Workaround Strategies	Description
Rationale for decisions on practical experience (empiricism)	Group responsible for consolidation of information used personal perceptions and knowledge obtained by living in the institution to support the decisions that should be based on information provided by different members of the units involved in the strategic planning process.
Generalization	Application of information obtained by an information source as representative for the group, disregarding the specificities and differences that could be seen if other sources of information were received.
Interpretation (subjective) and indirect use of information	Analysis and interpretation of the information obtained to allow them to be used indirectly to different decisions and actions of the original purposes that motivated his request.

<p>Conducting personal interviews and seeking technical information sources</p>	<p>Identify information gaps and seek information from alternative sources in relation to the method, retracing the role that should have been done by the informants defined in the methodology.</p>
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5.3 Stages and Decisions Inherent in the Strategic Planning Process

The description of the stages of the construction process members of the strategic planning of the organization was able to see, through interviews, that the Strategic Plan, the opportunity in question was being built for the third time, and that the two previous attempts had not realized whole process effectively. This information allowed deepening in other issues related to the construction process of the strategy, which led to the identification of steps involving search and produce information that, at first, had not been reported.

A detailed description of the procedures developed by the actors stated that the proposals were based, as a first step in reviewing the strategic plans made in previous periods.

It was found that the documents of the past were used as sources of information and serve as input for strategic decision making inherent in the construction of future plans.

This interpretation brought to study the reflection about the relevance of a planning stage facing a diagnosis of past tenses plans. This step, although it has not been cited directly by the informant has been suggested and, therefore, included as a step in the construction process.

Other fragments taken from the interview, which indicate the existence of a step back to the search for information by reviewing the previous plans, are presented below:

"There was a determination to revise it again Strategic Planning, this time in a participatory way, involving not only managers, but also the actors of other states [...] then created new institutional goals, was revised mission, vision, values, policies, critical success factors and objectives with their strategic actions with their respective group of related projects and processes" (Informant interview).

Regarding the decisions taken during the construction of strategic planning, stands that were listed on the basis of actions taken at each stage of the planning process. Thus, we presented the steps taken and the decisions that were made and validated by different instances.

"There was a condensation of information for the control group and then opened up again treated this information for managers. I might even say that there had been no information coming data, these data were processed, converted into strategic information and these were taken to validate the collegiate" (Informant interview).

The Frame 4 outlines the steps taken to build the strategic planning of the institution.

Frame 4: Steps and decisions taken on the steps of strategic planning.

Steps	Decisions
Review of proposals by previous planning	Definition of change of direction or organizational maintenance of posture
Strategic diagnostics	Selecting threats, opportunities, strengths and weaknesses that should be addressed.
Construction and identification of prospective scenarios	Selecting the most likely scenario that will be used as the basis for prioritizing actions and strategy definition.
Construction of the organization's mission	Selection of representative text for the dissemination of the mission, with the prioritization of certain tasks over others.
Building the future vision of the organization	Proposal and selection of a desirable future state to be achieved.
Creation of values, principles and critical success factors	Selection of values and critical success factors of the institution
Definition of institutional goals, targets and indicators	Definition of objectives in the short, medium and long term. Setting targets, indicators, providing monitoring through an evaluation system strategy.
Definition of strategic actions	Choice of strategic actions that must be developed to achieve the goals.
Selection of projects and processes to compose the strategic portfolio	Selection, selection and prioritization of initiatives presented in the form of strategic projects and organizational processes.

6 CONCLUSION

According to the evidence obtained could be observed that the development of strategic planning in the public organization investigated is permeated by processes that include decision making, and data processing and information needed as support for policy-makers, involving the search, storage, the availability and use of information.

Moreover, we found that the decision-making process develops at different levels of planning and, in some stages of planning, is developed by more than one participant in the process, since there are decisions at each stage of the process.

The study showed that the unavailability of the necessary information, the lack of technical knowledge of those responsible for search and presentation of information and the low quality of the information obtained were the most relevant information problems identified.

When analyzing the proposed classification of knowledge of the organization presented by Choo (2003), it is possible to identify the causes of problems relating to the lack and poor quality of information provided by employees. According to that type of knowledge, one can consider that the process used for the construction of strategic planning involves the institution addressed via information request form, which proposed the transformation of personal knowledge and tacit knowledge into explicit and public.

For Choo, it involves the difficulty of verbalization as the "[...] tacit knowledge, implicit used by members of the organization to do its work and make sense of their world, is based on the action and cannot be reduced to rules and recipes". Moreover, "[...] knowledge comes from personal experience that is not accessible to others, there is no common context for the debate, which prevents the diffusion of knowledge" (CHOO, 2003, p.188).

Moreover, it could be seen that to achieve make decisions in situations where there were informational deficiencies, the stakeholders developed strategies contour based on personal experience (empiricism) in generalization in interpretation

(subjective) and indirect use of information, as well as interviews with experts on an ad hoc basis.

These behaviors in seeking information played by actors who held technical knowledge, cited as a course of action that fled to the method proposed by the organization, is presented by Choo (2003) as part of the construction process of organizational knowledge. According to Choo, "[...] in knowledge construction, information needs arise from gaps in knowledge, understanding and skills in the organization" and these gaps can be filled through the location of experience within the organization.

In order to continue the approach, we highlight the development and suggest further studies to understand and deepen on issues such as: (i) the mapping of information flow that involves the process of decision-making, (ii) identification of needs information emerge and are satisfied or not for decision making of the actors responsible, and (iii) the approach of informants who have only sector participation in relation to the method of construction of organizational strategic planning.

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