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PUBLIC SERVICES MARKETING: A MEANS OF MEETING THE CONTRIBUTORS' BENEFIT EXPECTATIONS

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ABSTRACT

Public Service Marketing can be applied to the actions of governmental institutions at the federal, state and municipal levels and may have a direct impact on the quality of life of the population, as it facilitates taxpayers' access to public services, meeting social needs efficiently. The analysis of the theme of Public Services Marketing, allows analyzing the possibilities of planning and implementing actions aimed at meeting the expectations of citizens' benefits. The application and adequacy of marketing concepts to the public sphere, make it possible to improve the understanding and support the relationship between the public agent and the population demanding the services, aiming at more effective results and adequate to the needs perceived by this public, through the good performance of the provision of services. services to taxpayers. This essay aims to analyze the bibliography on the subject, identifying some relevant aspects about the adoption of marketing practices within the scope of Public Administrations.

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INTRODUCTION

Citizens demand that the public sector make efforts to greatly improve its performance. In the face of this demand, marketing has become an alternative method of managing the exchange process between public service agencies (as service providers) and taxpayers (as demanders / consumers of these services). Marketing ends up being the best planning platform for a public agency that wants to meet the needs of the citizen and wants to deliver real value. The central concern of marketing is the production of results that the target market values. In the private sector, the marketing mantra is customer appreciation and satisfaction. In the public sector, the marketing mantra is appreciation and citizen satisfaction (KOTLER; LEE, 2008, p. 23). In this sense, it is worth considering the approach of Cezar (2019), according to which it is necessary to "understand marketing applied to the public sector in a polysemic context. This polysemy is mainly derived from the different paths to which public marketing can be directed and which make up its typology." As proposed by Kotler and Lee (2008), the focus will always be on satisfying the needs demanded by citizens, who, in order to satisfy them, develop exchanges with the Public Administration, paying tariffs, fees and taxes in exchange for the public services provided.

Therefore, considering the peculiarities of these exchanges, public marketing can be classified into four types, according to Cezar (2019, p.17):

- 1) marketing of organizations and public services, applied to the planning and implementation of the provision of services aimed at the community, including the provision and promotion of services from public organizations, the planning and implementation of public policies, the offers of social programs, and institutional dissemination;
- 2) social marketing, focused on the exchanges and changes necessary for the implementation of social causes;
- 3) political marketing whose emphasis is focused on party activities and electoral strategies and;
- 4) marketing of places with a focus on the sustainable development of cities, regions, including winning business investments, new residents and increasing tourism (CEZAR, 2019, p.17).

For this essay, we opted for the Public Services Marketing nomenclature. The first mention of the theme of Public Service Marketing was by Kotler (1978), who suggested that the purpose of marketing with the Public Administration is to be able to choose goals and actions that contribute to the common good, thus generating greater well-being for the greater number of citizens (KOTLER; LEE, 2008). The definition of Public Service Marketing encompasses Public Administration from the federal government to the municipal government and includes all departments, foundations, areas and municipalities. (ALEMAN; GUTIERREZ-SANCHEZ; LIEBANA-CABANILLA, 2018). For Vasquez (2006), the characteristic of Public Service Marketing is to directly affect the

quality of life of the entire population through the provision of public services, in which agents tend to serve the population in a transparent, effective and efficient manner.

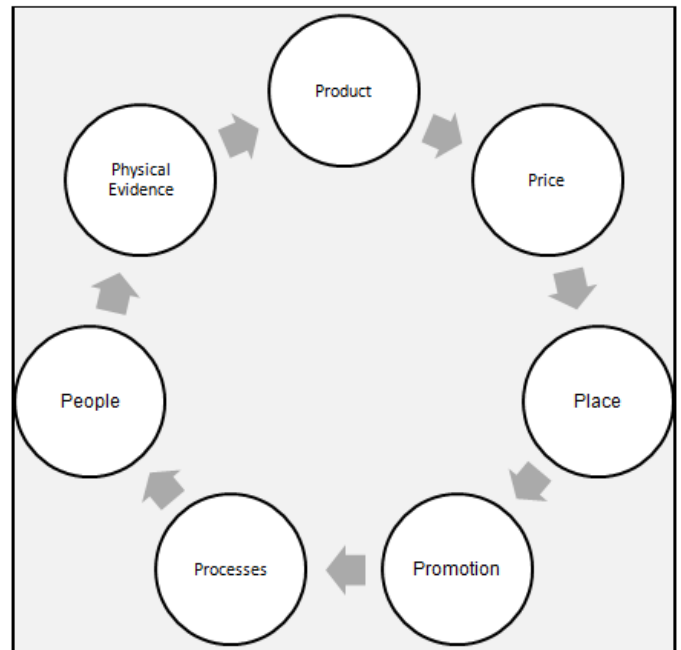
Consistent with the objective of Public Service Marketing, in order for the population's needs to be met, it is essential to find an adequate service provision that corresponds to the needs of the citizens. In this way, the concepts of traditional marketing can be applied in the public sphere, with the necessary adjustments arising from the specificity and needs inherent to the population. For Aleman, Gutierrez-Sanchez and Liebana-Cabanillas (2018), Public Service Marketing can be applied to the activities of government institutions at the federal, state and municipal levels, which have a direct impact on the quality of life of the population, where the public sector will seek to facilitate access to public services, effectively meeting social needs. Public Service Marketing brings together a series of activities aimed at planning, implementing and controlling social programs linked to public policies aimed at meeting the needs of citizens and implemented through the administration and provision of public services, communication of activities, management of monetary costs and non-monetary and public policies and, also, for the training of the human resources involved (SILVA; MINCIOTTI; GIL, 2014). With effort and time, employees are willing to improve these processes. It is worth remembering that all elements of traditional marketing are determined in the construction of Public Service Marketing. According to Proctor (2007), marketing has been noticed in the public sector, in a more evident way, because what happens in this sphere is very much identified with traditional marketing. When adopting marketing, Public Administration tends to improve the quality of services provided, making these organizations more productive and at lower costs, making administration more efficient (ALEMAN; GUTIERREZ-SANCHEZ; LIEBANA-CABANILLA, 2018). Thus, considering the convenience of further studies on the adoption of marketing by the Public Administration in the provision of public services, this essay aims to analyze the bibliography on the subject, identifying some relevant aspects about the adoption of marketing practices within the scope of Public Administrations. As it has an exploratory character, this work did not carry out any field research to evaluate the application of marketing techniques to the public service, and, through a bibliographic and documentary survey, concepts and opinions on the subject were gathered.

Services Marketing in Public Administration: Considering the traditional approach, marketing in the public sphere can be compared to service marketing. Service marketing emerged as an expansion of the application of concepts related to the marketing of tangible products, mainly due to the following peculiarities of services: intangibility, heterogeneity, simultaneity between production and consumption and perishability (LOVELOCK; WRIGHT, 2011). The intangibility of the services prevents the consumer from feeling and experiencing the purchase before obtaining and using the product. Unlike products, services cannot be stored, that is, services are produced and used simultaneously, a characteristic also present in the provision of public services to citizens. Therefore, since services are produced and used at the same time, the position of intangibility in public services is explained by its particularities: delivery of the service takes time and it is not possible to know what the citizen will benefit from it (KOTLER; LEE, 2008). Thus, it is clear that Marketing in the public sphere is complex by its nature. The variables of the Service Marketing mix are controlled by the offering organizations, which in the case of public services are organizations linked to the Public Administration. Any or all of these variables can affect consumers' decision to purchase services provided by the Public Administration (KOTLER; LEE, 2008).

The Marketing Compound of Services: In addition to the four traditional variables of the marketing mix for tangible goods (product / service, price, promotion and distribution), the marketing mix for services has three other variables (LOVELOCK; WRIGHT, 2011):

- a) people;
- b) physical evidence and

c) processes, as shown in figure 1:



Source: Source: Lovelock and Wright (2011).

Figure 1. Marketing Mix of Service Marketing

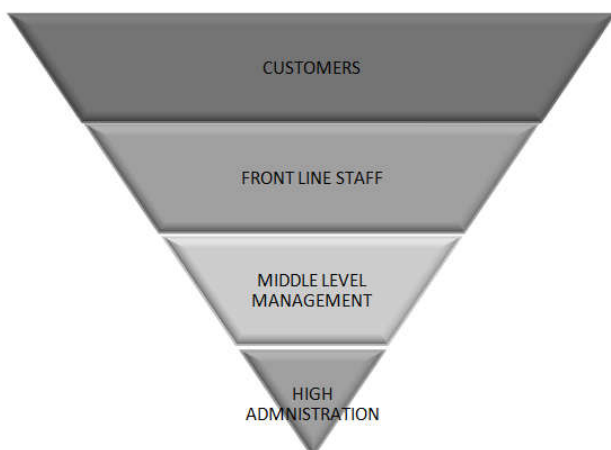
In figure 1, we see the elements of the marketing mix of services. They concern the variables controlled by the organization, and any one or even all of them, added to the 4p's of traditional marketing, can excite consumers' decisions to purchase services, in addition to the search for satisfaction and increased possibilities for manifesting dispositions of positive relationship (LOVELOCK; WRIGHT, 2011). Therefore, the harmony between these seven variables that make up the offer to be delivered to citizens has the function of seeking to satisfy them and improve communication between the parties involved in this process. People are human actors who provide services. With regard to the provision of public services, public officials are responsible for the administration and operationalization of administrative processes and the provision of services (KOTLER; LEE, 2008). From the perspective of those who consume the services, one of the most important aspects relates to serving the population, in which the citizen interacts with those who provide the services. When these meetings are successfully held, consumers are satisfied and create a favorable predisposition for Public Administration as a whole. According to Umer & Razi (2018), in services that fundamentally depend on contact with employees, the performance of these employees is the service perceived by the customer. The interaction between customers and employees is also seen as a key factor in the perception of service quality. The performance of the service provider during the service period needs to be monitored and adjusted according to the client's expectations for each specific service (Rosenkrantz; Pysarenko, 2015).

Services are generally consumed by consumers or taxpayers at the same time as they are produced (LOVELOCK; WRIGHT, 2011). This idea explains the importance of the interaction between service providers and consumers, which has attracted the attention of public institutions (KOTLER; LEE, 2008). Therefore, according to the same authors, service meetings can be classified according to the participation of customers and service providers during the period. The highly connected service shows that customers and employees are actively participating in the organization, which shows how important people are in providing services, also in Public Administration. In addition to the people involved in the provision of services, the Public Administration must also be attentive to the physical evidence that are the tangible components present in the provision of services, such as: the equipment used, the appearance of the service provider, the place where the service is finally, the

tangible components inherent to the provision of the service. These physical evidences are used to add value to the services provided and also serve to minimize the insecurity generated by intangibility. The other variable that forms part of the Marketing Mix of services are the processes, which are important to ensure the homogeneity of the services provided. Considering that people are the “producers” of services and each one, individually, can perform differently from the others, processes are necessary to ensure a homogenization of the ways used to provide these services. Variables such as people, physical evidence and processes must also be considered by the public sector, as they affect citizens' satisfaction with the services provided by the Public Administration.

It is important to remember that the provision of the service is not completed with a single action, but with the sum of the actions in the sequence of its cycle, where each episode must be measured as a moment of truth, regardless of the degree of contact between the client and the public organization. Therefore, it is important to constantly monitor the degree of satisfaction of the target audience involved and, in the case of public services, the factors, attention, sympathy and speed in the provision of the service by the public service provider must be analyzed as a priority. For Public Administration, the objective of marketing is to value and satisfy citizens, and it is necessary to increase the credibility of public services, people's satisfaction and, consequently, what will generate greater public support (KOTLER; LEE (2008)). It is noteworthy that dissatisfaction will be characterized as frustration to the point that the population does not get what they want, labeling public services as ineffective, which characterizes poor management of money from taxes paid by citizens. However, for Silva Minciotti and Gil (2014), due to the lack of investments in the public sector, institutions in this scenario do not offer good quality services, therefore the Public Services Marketing appears as an opportunity to improve this offer based on the implementation of concepts, traditional marketing practices and strategies. Among the important differences between companies and public administrations are the planning and management of Marketing activities. In traditional marketing, there is the role of the Marketing Manager, the professional who is responsible for implementing marketing. In the public sphere, this position does not exist, and marketing activities are divided into several departments or departments.

For Ticiu et. al (2010), there is no specific professional in the public sphere that aims to seek citizen satisfaction, that is, operationalize the set of tools that ratify the marketing variables (called the marketing mix), which are divided into multiple departments the public sector. According to Kotler and Lee (2008), the public service can mirror the successful companies in traditional marketing, placing the citizen at the top as customers and the employees of the public agent who provides the service, right after, according to what was pointed out of Figure 2:



Source: Kotler and Lee (2008), pg. 193

Figure 2. Inverted pyramid of the organizational chart

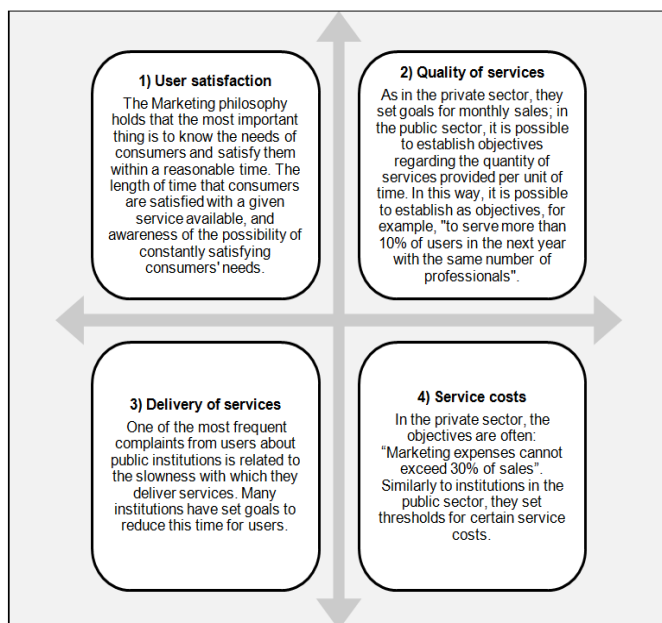
Therefore, according to Figure 2, investing in a specific professional to achieve citizen satisfaction will allow the citizen to be at the top when it comes to this analogy with the presented pyramid. However, the analysis of the theme of Public Service Marketing can make the results recognized by citizens. Everything indicates that the application of marketing practices and concepts in public management will probably reduce misunderstandings and support the relationship between public agents and citizens, that is, those who need services, pay for them and hope to meet the needs of the public. your benefit expectations.

The state reform and the citizen customer: The nomenclatures customer-citizen or citizen-consumer, emerged in 1995 due to the State Reform. For Bresser Pereira (1999), it is possible to decentralize, control by results and encourage managed competition, placing the focus on the client; but decentralization involves democratic control, the desired results must be decided politically and the client is not just a client but a client-citizen with powers that go beyond the rights of the client or the consumer. According to Teixeira (2001), citizenship emphasizes responsibilities, obligations and equal rights. It is related to the concept of duties and responsibilities, to aptitude and solidary conduct, including those who are excluded from the exercise of rights due to social and economic conditions. The essence of citizenship, implies the scope of citizens within the political community and, therefore, citizens relate to the legitimately constituted powers and to society, building a scenario of duties and rights (FLEURY, 2003). In this public dimension of individuals, citizenship is inserted in a model of integration and sociability and “transcends the individual's selfish interests in the market, towards a generous and supportive attitude” (FLEURY, 2003, p. 9). There is a big difference between government activities aimed at the consumer and government activities aimed at the citizen. There are few government activities aimed at consumers, but many government activities aimed at citizens, in the configuration of infrastructure:

- a) physics such as roads and ports;
- b) social like museums;
- c) mediator such as civil courts;
- d) economic as monetary policies;
- e) support for the government itself as the electoral machine and
- f) foreigners such as embassies and consulates (MINZTBERG, 1996).

According to Denhardt and Denhardt (2003), to emphasize the dimension focused on citizens, they proposed a method called New Public Service (NSP). The NSP is a response to the bureaucratic and managerial public management model, having as its core the values of citizenship and participation and the belief that citizens will know how to make the right decisions when the appropriate opportunities are offered. Therefore, the citizen is seen as an individual who not only aspires to satisfy his needs and private interests, but also seeks to build common interests. According to Parada et al. (2008), this method aims to safeguard the epistemology of public management, which recognizes that people are political actors who, after appropriate expressions, act in the community to establish common interests. However, efficiency should not be used as the only criterion for improving public management and it must first be guided by the ideals of equity, justice, and respect for the citizen. For Santos et al. (2006), in this sense, Public Administration should be understood as a set of actions aimed at the provision of public services of public interest, at the same time that it is necessary to consider the multiple aspects and capacities of citizens to participate in a politically articulated society. The NSP, as a management model for the public good, proposes that public services should be exercised and divided by public interest organizations, by citizens and by the State, with citizens adopting a dual role, that is, they are beneficiaries and producers of objectives and results of this process. Joint participation demonstrates greater responsibility with regard to the development of citizenship. Although Bueno (2006), criticizes the administrative reform stating that his focus is on “improving efficiency from the point of view of service production, for a market being, the citizen-consumer”, he recognizes that at least in relation to efficiency in the

provision of services the administrative reform of 1995 was positive. However, from the perspective of the New Public Administration, the relationship between private and public gains positive environments, given that in private companies that the Public Administration will seek inspiration to correct their errors (PECI ET AL., 2008). It should be noted that the New Public Administration is an administrative concept or management philosophy in which efficiency and performance are fundamental, that is, the New Public Administration is a normative model for Public Administration based on arguments, teachings and justifications (SECCHI, 2009). According to Peci et al. (2008), the pluralism of governance examples, allows the citizen to be included and considered, as a client and citizen in public policy networks. Thus, for Olencki and Coelho (2005), public interest and market logic go together in the current management of public services, just as consumers and citizens are not separate political actors. It is in this perspective that the contribution of marketing to public management is defended, mainly with regard to the citizen-consumer or client-citizen. Marketing when applied to the private sector needs to focus on customers or consumers. The same happens in the public sector, but the main customers are the citizens who exchange the amounts they pay for their taxes, fees and tariffs for public goods and services, however, the needs are different for each situation (SILVA; MINCIOTTI; SILVA, 2014), as shown in figure 3:



Source: adapted from Silva, Minciotti and Gil (2014)

Figure 3. Role of Marketing for Private and Public Sectors

Therefore, as shown in figure 3, the marketing philosophy adopted in service marketing assumes that the most important thing is to understand the needs of consumers and meet them with adequate costs and terms. The same condition occurs in marketing applications in public agencies (SILVA; MINCIOTTI; GIL, 2014) despite the frequent monopoly situation imposed on the consumer-citizen.

Final Considerations

The adoption and practice of marketing by government agencies can provide an improvement in their administrative performance, enabling an improvement in the provision of public services. Marketing strategies can be used in government agencies, and with the use of these marketing strategies these sectors tend to improve job performance and, ultimately, to offer benefits to citizens, thus satisfying their expectations and needs. One result of the implementation of these measures is to keep the focus on actions that meet the expectations of citizens. Public organizations can also use marketing advantages to improve their identity (SILVA; MINCIOTTI; GIL, 2014). In the public sector, the expectations and needs to be met are the demands of citizens, which are concentrated,

particularly, in the areas of social assistance, education, health, public security, urban janitorial, culture and economic development. Meeting these needs and expectations through public services must always aim at increasing social and economic well-being. For authors like Kotler and Lee (2008) and Silva, Minciotti and Gil (2014), Public Service Marketing signals a set of activities whose objective is to carry out the planning, implementation and control of social programs and actions of interest to society from public policies, dedicated to satisfying the needs of citizens, through public services, their distribution, using strategies that communicate programs, the monetary factor, effort and time, and employees willing to improve these processes. It is worth remembering that all elements of traditional marketing are identified in the construction of Public Service Marketing. Therefore, the analysis of the theme of Marketing of Public Services, allows an appreciation of the results aimed at the client-citizen. The applicability and presence of marketing concepts within the public sphere, will make it possible to reduce misunderstandings and support the relationship between the public agent and the consumer (a) -citizen (ã), that is, those who demand the services and achieve the satisfaction of their needs, identified as much more difficult to achieve due to the characteristics of the public service itself.

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