Superior Electoral Court

PROFI

Institutional Strengthening Program based on the Reputational Management of the Electoral Justice System

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SUMMARY

PROFI

INSTITUTIONAL STRENGTHENING PROGRAM BASED ON THE REPUTATIONAL MANAGEMENT OF THE ELECTORAL JUSTICE SYSTEM

1. PRESENTATION

This program is based on the premise that the decline of trust in public institutions, experienced in general terms[1] -with varying degrees – in almost every country, significantly affects the Electoral Justice[2], which requires its own strategic planning focused on social image management with immediate and long-lasting effects.

Furthermore, it welcomes the perception that the quality of the performance of institutions does not always correspond to the impression they make on citizens (RUSSO; AZZI; FAVERI, 2018), particularly in a context where organizational reputation is negatively impacted by a series of animosity-inducing stimuli that are systematically promoted in the field of misinformation[3].

Finally, it believes that the problem of distrust has a particularly complicated impact on electoral bodies, taking into consideration the particularities related to the justification of their existence.

In this regard, it is worth noting that, in the field of comparative political engineering, the archetype of autonomous and independent electoral justice emerges as a solution to a problem of trust that affects electoral representative bodies and prevents elections from being administered by the bodies involved (namely, the Executive and Legislative branches) (SANTOLAYA MACHETTI; IÑIGUEZ, 1999; MARTÍNEZ RUANO, 2003).

In this way, from a historical viewpoint, overcoming the system of power review is justified by the establishment of bodies in charge of producing not only integrity in elections, defined by their intrinsic quality, but also by ensuring that electoral institutions are socially perceived as fair and reliable, to ensure that the power circulation occurs free of controversies that may underlie narratives encouraging ruptures, political violence, or social disturbances.

Within this context, the current program guides a sequenced series of actions aimed at dealing with problems that are specifically related to the image of electoral institutions, and that occur despite the

1 According to a national survey conducted by the Datafolha Institute (2021), in general, the degree of trust in institutions has decreased, compared to a survey conducted in 2019. According to the aforementioned report, the Presidency of the Republic is responsible for the greatest decline, followed by institutions such as the Supreme Court (STF), the Armed Forces, and social networks, which recorded the worst indices of distrust in the entire historical series, as well as the Judiciary (in general) and the Public Ministry, which returned to the worst indices ever recorded in this study (DATAFOLHA, 2021).

2 Let us mention, for example, that, according to data plotted in the Social Trust Index - ICS (IBOPE, 2019), the level of trust in elections and in the Brazilian electoral system is only 48, on a scale of 0 to 100. Similarly, according to a survey conducted in September, 39.3% of respondents said they have little or no trust in the electoral process (DATATEMPO, 2021). It is also worth noting the significant drop in expert evaluations regarding the mechanics related to their performance, as measured by the Global Ranking of Perception of Electoral Integrity, developed by the Electoral Integrity Project - EIP (ALVIM, 2020).

3 It is worth noting that, in the year 2020 alone, the Superior Electoral Court (TSE), forwarded to the Coalition for Information Verification 274 (two hundred and seventy-four) false news items with potentially harmful content to electoral institutions via its Program to Confront Disinformation (OSORIO et al, 2021).

unequivocal recognition by the specialized community of the honesty, professionalism and efficiency[4] of the bodies, authorities and civil servants who give life to the national electoral justice system[5].

These actions run concurrently with the reputational care conceived and managed in the fields of the Permanent Program to Combat Misinformation (PPED) of the Superior Electoral Court (TSE)[6] and of the Electoral Transparency Commission (CTE), as well as in advertising campaigns prepared by the Secretary of Communication and Multimedia (SECOM), sometimes interacting with, sometimes complementing solutions developed in the wake of those projects and units, within a dynamic of alignment, aimed at ensuring both full coverage of strategic needs and, in addition, broad cohesion in operational execution.

Provided that mistrust, in particular, indicates a general attitude of discredit or discrediting of an institution when dealing with a certain social segment (MOISÉS, 2005), and that organizations, including governments, must consider reputation as a matter of survival (BONIME-BLANC, 2016), especially in light of the corresponding democratic and constitutional vocation[7] , it follows that the problem of public skepticism demands, from the beginning, a priority treatment program on the horizon of this High Court.

In response to this need, the current program seeks to establish a reputation management program that focuses on the development of actions to improve positive perceptions of electoral institutions, and the strengthening of the public's general trust in the integrity of national elections as well as the perception around the impartiality, professionalism, and fundamentality of the Electoral Justice in a broad sense. In other words, in addition to overcoming the current image problems, it aims at a strategy that

4 It should be noted that the integrity of elections is repeatedly and unequivocally recognized by numerous national and international organizations with credibility and expertise in the field of election monitoring, such as the Organization of American States (OAS), the Inter-American Union of Electoral Organizations (Uniore), and Electoral Transparency, as well as by all scientific research focused on assessing the quality of pleadings around the world, such as, for example, the already mentioned EIP (footnote 2) and the project *National Elections Across Democracy and Autocracy* (Nelda).

5 The aforementioned disconnection between efficiency (intrinsic element) and image (extrinsic element) in aspects related to electoral mechanisms can be illustrated by recent public debate on the electronic voting system. Even though a transparent, auditable, and safe system was developed, impervious to errors and proven in almost three decades of operation, about 13% (thirteen percent) of the people who attended the demonstration held in Avenida Paulista (São Paulo), last September 7th, pointed out the defense of the printed ballots as the major driving force (MONITOR OF THE POLITICAL DEBATE IN THE DIGITAL MEDIA, 2021). In the same vein, it is worth noting that, according to a public consultation conducted by the e-Citizenship portal of the Federal Senate, the support for the proposal to adopt printed ballots in 100% of ballot boxes (1,425,921) exceeds, although by no means easily, the volume of manifestations against such proposition (1,421,417) (SENADO FEDERAL, 2021).

6 To distinguish it, it is possible to state simply, that PPED, except in relation to the training axis (prebunking) and partnership formalization, operates predominantly from a reactive perspective, that focuses on mitigating reputational damage caused by false narratives and on encompassing urgent short- or medium-term actions. On the other hand, the planning in question embodies a constructive logic, focused on strengthening the institutional image in general, which results in a set of actions aimed at strengthening positive perceptions in more solid and stable ways.

7 According to this perspective, public organization reputation management evokes, as Pahins (2012) notes, a dimension related to the accomplishment of diffuse rights and, moreover, an aspect of citizen control over government bodies.

increases the perceived value of Brazilian electoral justice and promotes a more favorable, prosperous, and sustainable mindset[8].

To this end, it adapts the theoretical and methodological foundations developed in the fields of advertising and publicity, marketing[9], branding, and public relations to propose a series of interconnected actions, based on established guidelines, inducing a systematic and structured management, inspired by good business practices aimed at generating social value for the institution.

2. REPUTATION MANAGEMENT

The term management is used intentionally in this context because, according to Dario Menezes, reputation management comprises a "complete process from risk mapping to action and response planning", while the simple management, with its narrow scope and immediate tendency, only refers to "what is done to minimize the situation when a crisis is already in place" (MENEZES, 2021, no italics in the original).

The lexical choice, therefore, implies that the Institutional Strengthening Program Based on The Reputational Management of The Electoral Justice System (PROFI) is not only concerned with the Electoral Justice during a critical moment, from the reactive, punctual, and momentary confrontation of institutional challenges that follow in cascade[10]. On the contrary, it intends to outline a plan of action that is likely to result in a positive situational transformation with long-term consequences.

Contrary to the general spirit of the anti-disruption mechanism - whose purpose is primarily defensive, and the CTE motto, whose scope is specifically to increase the transparency and security of national elections, this plan aims to restore the credibility of the Electoral Justice in the eyes of society, through the gradual implementation of an organizational philosophy that recognizes the importance of

8 According to specialized doctrine, a reputational crisis, depending on the degree of organization and prior preparation, can bring about different consequences. Apart from "mortal blows" (when negligence or mismanagement produces "devastating effects" on the institution) and "recoverable blows" (when timely management ensures a "regenerating" effect), they also include "cases of improvement", specifically when "responsible and systematic" management allows the organization to emerge stronger from a crisis (BONIME-BLANC, 2016). According to Cardoso and Polidoro, " image damage is widely known, and the reputation of even isolated projects and organizations that previously enjoyed fame and recognition can be devastating in intensity and scale" (CARDOSO; POLIDORO, 2016).

9 As for the difference between marketing and advertising, it should be noted that the first, is more comprehensive since it refers to the science of planning aimed at positioning a person, product, brand, or institution. It, therefore, aims to develop strategies that make the institution more relevant to its target audience. Advertising, on the other hand, consists solely of a strategic model for promoting a concept, product, or service with the aim of tailoring the preferences of the target group, but is only part of the marketing plan.

10 It should be noted that just in the last year, apart from the fraudulent rhetoric fueled by a record number of misinformation disseminated even in official speeches by representative authorities, the Electoral Justice had to deal with crises involving the defense of a bill in favor of printed ballots, (basically based on discrediting the security level of the electronic voting process) public manifestations supported, in part, by individuals advocating favorable to the collapse of democracy and, finally, parliamentarian pronouncements considering a proposal of constitutional amendment with the objective of extinguishing the TSE.

image treatment and approximation with the various stakeholders[11], developing the institution's reputation as a critical strategic asset.

According to Silva Neto (2010), in the modern context, the proliferation of communication channels, driven by the popularization of internet access, creates challenges that force the reinvention of corporate communication, and justify the development of communicative actions capable of defending organizations, "either anticipatively, taking care that there is alignment and coherence in their communication actions, or reactively, clarifying their version of the facts in an attempt to minimize any negative impact on their reputation".

Bonime-Blanc (2016), takes the same line, considering that the "age of hyper-transparency" is in constant circulation and can cause serious crises 'within seconds'. He argues along this paths that:

> [...] in a hyper-transparent world like the present one, organizations need two things: to build and protect their reputation, and to be perceived as "good" in the eyes of most of their stakeholders. There are many cases of companies that have lost their reputation and have never regained it, and of course, have not made the effort to build or defend it. The cases of Enron, Lehman Brothers, Barings, and WorldCom, for example, are well known (BONIME-BLANC, 2016, (original translation made by the author).

In this regard, it is imperative that institutions try to identify and address solutions to their vulnerabilities, including those artificially induced by political processes, making a "great effort in advance of internal preparation to avoid surprises, threats and panic generated by the strong public concern" (SILVA NETO, 2010). People's behavior toward institutions is based not only on what they are but also, to a large extent, on the image they have of them (SCHULER; DE TONI, 2015), and it is precisely in this context that the strategic importance of reputation management appears.

On the subject, Silva Neto clarifies that, the identity of an organization arises conceptually as "the result of public perceptions", i.e., the way the public "sees it through its communication actions" (SILVA NETO, 2010)[12]. The institutional identity, consequently, enjoys a certain reputation, thus defined as the sum of the experiences of the entity with its respective publics (BENDIT, 2010) or, in simpler terms, as the synthesis of the current opinions about a specific organization (JEFKINS, 1987).

Silva Neto (2010) adds that every entity assumes an identity conferred by the public and, in this sense, explains that the identity is nothing but the *image* of the organization. Likewise, the image can be *positive* - when, for example, it inspires "trust, coherence and alignment with the interests of society"

11 The crucial relevance of stakeholders will be discussed later. For now, it is enough to know that efficient institutional communication depends on the identification and knowledge of the publics with whom the institutions interact: in the case of the Electoral Justice, the main examples would be employees and collaborators, governmental bodies and non-governmental organizations related to the area of democracy, election observation missions, researchers of the electoral issues and related areas, political groups and elites, civil society, and the press.

12 In the same vein, Joan Costa (2001) defends that "the image of a company is the mental representation, in the collective imagination, of a set of attributes and values that function as a stereotype and determine the conduct and opinions of this collectivity.

-, or else *negative* - when, for example, it appears "associated with mistrust, incoherence, lack of social commitment"[13].

Having said that, *institutional reputation* can be defined as "a set of collective evaluations that the behavior of an institution evokes in different target groups and that encourages pro- or anti-social behavior" (BONIME-BLANC, 2016), whereas reputational risk, in turn, effectively refers to the:

> [...] the possibility that something will affect the good name of an organization and harm its current or future situation, in a potentially tangible way (BONIME-BLANC, 2016 (original translation made by the author)[14].

Also, in accordance with Silva Neto (2010), "the reflection of the image [...] over time is what builds the reputation of an organization". Furthermore, he states that institutions must ensure that the communication actions carried out by their various sectors and interlocutors - either at the level of advertising their products and services, or in interviews, communications, services and attitudes[15] - "have the necessary quality and coherence to generate, in this order, positive or favorable image and reputation" (SILVA NETO, 2010)

Considering that reputation, schematically, derives from a public image expressed in a contextual perception (VALENTE, 2010)[16], it is concluded that image management is essential for the overall health of organizations.

Once the premise is fixed, it is important to recognize that the only way to ensure that an organization achieves a reputation consistent with its interests is through the correct administration of its image, specifically by building a "permanent and strategic management, designed by those who know deeply the mechanism of formation of mental images, and know how to consciously and intelligently interfere in it" (SCHULER; DE TONI, 2015).

Given that organizations are evaluated by audiences in diffuse ways, primarily as "the result of their memories", the fundamental nature of these mechanics emerges as a natural outcome of the need to "manage associations", either to stimulate often forgotten priority memories, or to try to eliminate undesirable emotional connections (BEDENDO, 2019).

*'R*eputation' has to do with the evaluation or perception that others (stakeholders) have of the status of something (an entity, product, or service) or someone (a leader or other person) and the risk (loss) or

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13 It should be pointed out, however, that reputation does not necessarily appear as a binary concept given that associations with institutions assume complex layers in the public perception (PAHINS, 2012). It is therefore not excluded that the same institution evokes mixed emotions by being subject to both positive and negative judgments from the same social segment.

14 Bonime-Blanc (2016) defines reputation risk characteristics as: i) *amplifying* (it relies on - or entails - other risks); (ii) *fast* (it spreads "at the speed of light"); (iii) *contagious* (it can transcend the organization, affecting, for example, the entire industry); (iv) *potentially tangible* (it entails, for example, financial losses); and (v) *strategic* (it can be sudden or fluctuating).

15 Over this point, it should be noted that, as Simon Sinek (2018) observes, beyond the universe of words, every action has a communicative power.

16 *"La 'reputación' tiene que ver con la evaluación o percepción que tienen otros (los grupos de interés) del estado de algo (una entidad, producto o servicio) o alguien (un líder u otra persona) y el peligro (pérdida) u oportunidad (ganancia) que dicha evaluación o percepción genera para la entidad, producto o persona en cuestión"* (BONIME-BLANC, 2016).

opportunity (benefit) that such evaluation or perception generates for the entity, product, or person in question"[NT: translation is mine]

In this sense, reputation risk management is about managing the learning process that not only eliminates image-damaging threats but also transforms those risks into value creation opportunities (Bonime-Blanc, 2016)[17].

If, in the private sector, mismanagement of reputational damage leads to extreme financial losses (KOSSOVSKY; GREENBERG; BRANDEGEE, 2012) and, under certain circumstances, the extinction of corporations once thought to be solid (BONIME-BLANC, 2016),[18] in the specific case of electoral bodies, forgetting these factors leaves room for adverse political approaches that, relying on extra circumstances , may lead to legislative backlashes (BRAZIL, 2021), violent protests (IVORY COAST, 2011), or institutional rupture (MYANMAR, 2021).

3. THE METHODOLOGY

Cardoso and Polidoro (2016) report that, although image crisis management methods are widely used, preventive planning, in general, still receives little attention. Moreover, they state that, despite the existence of more sophisticated and effective variants, this practice is usually associated with the preparation of spokespersons and representatives for public appearances and their interactions with the press and society (image management treated purely and simply as an issue of media training).

They cite the following reasons for the lack of attention in this area:

a) the fact that risk management methodologies are primarily developed by executives with an engineering background, with little or no communication knowledge.

b) the difficulty of measuring the results of communication activities, especially in relation to changes in corporate image value; and

c) the difficulties brought about by the measurement issue, which discourage investments (CARDOSO; POLIDORO, 2016).

Regarding the last point, they note that, except for spending on advertising, whose general return is easily measurable through calculations of increased revenues, the other activities of institutional communication (internal and external) are more difficult to be evaluated, both due to intangibility and the long-term production effects.

They argue, within this context, that regardless of the existence of a precise parameter to examine the results, organizational communication requires an obligatory reserve of energy and resources, by the

17 Finally, as the author refers, the "beauty" of reputation risk management lies in using the process to reinforce and improve the positive aspects of organizations rather than just protecting them from negative views (BONIME-BLANC, 2016).

18 Furthermore, it is interesting to add that problems with image management can be associated with smaller-scale side effects such as project stoppages, concrete cancellations, input supply disruption and credit constraints (CARDOSO; POLIDORO, 2016).

construction and preservation of the intangible assets of the organization, even if is at the margin of profitability calculations. They add that, although the designation of a "mandatory investment zone" is a relief in terms of the requirement for financial returns, it entails, in return, prior planning (whether in the form of a project, a program or an ordinary activity) anchored in an appropriate methodology (CARDOSO; POLIDORO, 2016).

Also, according to the cited researchers, building a methodology for image risk management requires, as a starting point, the recognition that the spread of news and negative comments have a significant impact on the business model. In addition to the techniques commonly used to manage negative impact (crisis management solutions), image risk management as a broader tool implies the adoption of systematic models capable of:

> (i) reducing the flow of negative news, opinions, and comments about the organization; and
>
> (ii) preemptively transforming risk pictures into positive images, by focusing institutional discourse on clarification, transparency and extolling the virtues of the institution´s services (CARDOSO; POLIDORO, 2016).

Having said that, they support the need to abandon the traditional tendency to react only to the negative and make room for a new attitude based, in parallel, on the systematic promotion of the positive aspects of the organization through the dissemination of discourses carefully designed to highlight the positive aspects (virtues and strengths) of the organization. In short, it is about replacing:

> [...] replacing the traditional reactive attitude, in which the organization reacts after a negative incident for its image, with a preventive attitude, in which the concern for the presentation of a return in communication is now understood as an action to mitigate the risks of the company and is justified for its investment as a resource destined for insurance, an actuarial investment (CARDOSO; POLIDORO, 2016).

This new attitude implies, among other things, (i) greater openness, especially by *expanding dialogue with the company's various stakeholders*, and (ii) *improving relations with the press and other opinion-forming entities*. Likewise, (iii) they call for a historical review to *identify news stories that have had a negative impact on similar institutions* and that, consequently, may jeopardize the organization's good image. In this step, they state that:

> [...] the combination of these aspects with the current assessments of the risks inherent to the organization forms an analytical framework of the critical issues that should be attacked and minimized by the communication team during the development of the work (CARDOSO; POLIDORO, 2016).

In his vision, the next steps would be to identify issues that harm the reputation of the institution, according to the analysis of the history of negative impact[19], and to spread a culture of image risk management as an effective *pillar of the business*.

it would be possible to achieve, over time, (i) *a significant and consistent reduction in institutional image risks,* (ii) *an expansion of strategic partnerships with multiple stakeholders*, (iii) *an increase in trust, and* (iv*) the strengthening of the institution's reputation* (CARDOSO; POLIDORO, 2016)[20].

19 "This work is likely to require a considerable amount of clustering and synthesis, especially if the material is extensive and diverse. If the institution has a relevant history of exposure and media, the material will certainly be plentiful. Quantity is important to increase the accuracy of estimates since statistics uses probabilistic theories to predict events in the future" (CARDOSO; POLIDORO, 2016).

20 For an alternative model of reputational risk management, see the proposal by Eccles and Shatz (2007).

Moreover, it is true that the implementation of a reputational risk management system alone does not ensure that the expected results will actually be achieved. On the contrary, we can note that there will be strategies of gradual effectiveness in this area, as shown by the taxonomy proposed by Andrea Bonime-Blanc:

> i) *early-stage strategy*: it refers to organizations that do not have risk management or too much information on the subject, perhaps because they are relatively new, relatively small, relatively local, relatively unregulated, or excessively bold organizations in terms of their ability to absorb risks;
>
> ii) c*haotic strategy*: it is typical of organizations that understand to some degree that they face some risks, including reputational risks, but still choose not to have a formal policy or program, perhaps because they lack the expertise or structure to address them.
>
> (iii) *apparent strategy:* it refers to organizations that have formal policies but lack real effectiveness and a clear approach to solving them;
>
> iv) *Effective strategy:* it results from the combination of knowledge with the assumption that risk issues are adequately addressed, from a functioning framework provided by an appropriate infrastructure (BONIME-BLANC, 2016, with adaptations).

In this context, it is important to note that, according to the author, the success of a reputation management program requires a "holistic strategy" that includes most of the following elements, which she considers a checklist for optimal management of image threats: (i*) Implementing an image risk program;* (ii*) Establishing methods for assessment and follow-up;(*iii) *Allocating appropriate resources (physical and personnel);* (iv*) Applying a cross-functional and cross-departmental approach;* (v) *Involving frontline units;* (vi*) Integrating communications and public relations;* (vii) *Establishing clear policies and protocols;* (viii*) Providing a process of continuing education and training processes;* (ix) *establishing a culture of raising concerns;* (x) *integrating the crisis management plan;* (xi) *using SWOT analytics;* (xii) *promptly addressing urgent matters;* (xiii*) Oversighting of top management*; (xiv) *integrating strategic planning; and* (xv) *following industry* best practice(BONIME-BLANC, 2016).

4. ACTION PLAN

In light of the above, this program essentially includes two axes of action: on the one hand, a *preventive plan* that specifically refers to the management of image risks surrounding electoral institutions in the current context; on the other hand, a *positive plan* that aims to address the image of these institutions, with the sole objective of positively influencing the way in which electoral justice and electoral processes are perceived by the various target groups.

In the first dimension, the proposal complements the efforts developed in the PPED, in which the management of image risks assumes a stronger orientation due to the specificity of the field, especially in the context of the dissemination of negative impressions based on false or decontextualized narratives[21]. The objective is to propose a system to *reduce the likelihood of reputational risks* and mitigate the corresponding impact, especially through the principle of *minimizing improvisations*.

21 Personal opinions and disrespectful comments that flood official social network profiles, for example, if they are not backed up by factual untruths, they obviously do not fall within its scope. Even when they undermine, in a perceptible way, the credibility of the electoral institutions.

On the other hand, it establishes guidelines for the development of a more specific, diversified, and comprehensive *communication matrix*, which in this sense, when planning typical communication activities (news and press releases on official websites, publications on social media, development of advertising campaigns, etc.), will take into consideration:

> (i) The fundamentals developed in theoretical treatises from the fields of *marketing* and *branding* for building reputational value;
>
> (ii) the effectiveness of using *behavioral science* and *cognitive linguistics* in designing advertising content aimed at changing behavior; and
>
> (iii) the importance of public relations to the organizational communication process[22] [23].

In line with this vision, Profi assumes that building a more effective communication project in the particular context of electoral justice depends primarily on the entrenchment of a philosophy that emphasizes the importance of the following guidelines, among others: (i) *data orientation;* (ii) *centrality of positioning;* (iii) *identification of target audiences*;

> (iv) *working with stakeholders*; (v) *understanding the information ecosystem and integrated communication*; and (vi) *networking* (see topic 4.4).

4.1 Axes of action

In short, reputation risk management planning requires, first, the *early detection of threats to the organization's image* and, second, *the development of decisive responses to mitigate the crisis and catalyze the regaining control of the narrative, by improving effectiveness, and restoring value*[24.] Consequently, such a system basically requires the maintenance of two simultaneous processes that essentially aim at:

> (i) *anticipate* (minimizing potential harm); and
>
> (ii) *repute* (maximizing opportunities for gain) (PAHINS, 2012; FOMBRUN; NIELSEN; TRAD, 2007).

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22 In this regard, it is worth noting that public relations refer precisely to an academic field centered on reputation management. According to James Watson and Anne Hill (2012), public relations refer to a discipline that aims to understand the mechanisms of supporting and influencing behavior, i.e., the "consistent effort to establish and maintain goodwill and mutual understanding between an organization and its public" (WATSON; HILL, 2012).

23 According to Kunsch, "[...] it is the responsibility of public relations to strategically manage organizations´ communication with their audiences, not in isolation but in perfect synergy with all communication modalities. In terms of institutional communication, it is clear that, by definition, public relations, along with the other sub-areas, are responsible for building credibility and developing a coherent and lasting institutional positioning. To achieve these goals, it must be used in conjunction with public relations, the social marketing, cultural marketing, business journalism, press relations, institutional advertising, and multimedia publishing, through actions that must be grounded in the verisimilitude between language and practice" (KUNSCH, 2016).

24 "Planning is an integral component of the strategic management process, and to understand its essential nature [...] it is necessary to consider four principles: *the contribution to the objectives* - planning plays a key role in achieving the overall objectives; *the primacy function* - planning precedes the other management functions (organization, direction and control), because although these functions interpenetrate each other, planning is the one that sets the objectives and the parameters for the management of the whole management process; *the scope* - planning exerts a far-reaching influence on all the activities of the organization, bringing about necessary changes in terms of the resources used (human, technical and technological) and the functional system as a whole; and the *efficiency* of the plans to achieve the objectives with minimal problems and undesirable consequences" (KUNSCH, 2016).

In view of these observations, the program-related actions are structured into two interrelated axes, namely: (i) *a preventive axis*, that refers to managing reputational risks, and (ii) *a positive axis,* that refers to the gradual building of a solid and favorable social trust.

4.2 Preventive Axis: Reputational Risk Management

Organizations need to be resilient to ensure the proper fulfillment of their existential objectives. This need has led to the fundamental role of risk mapping[25] as a prerequisite for the development of management actions aimed at building, strengthening, and protecting reputation in the face of the complex contingencies that surround institutions. (BONIME-BLANC, 2016). For this reason, the identification of risk factors is considered by experts to be "the first step of any management methodology" (CARDOSO; POLIDORO, 2016). The links between risk identification and appropriate institutional image management stem from the recognition that early threat detection and a careful sequence of decisive actions can mitigate-if not prevent-reputational crises by helping to regain control of the narrative, restore normal performance, and restore the *quo ante* value of the organization (PAHINS, 2012).

Within this line, risk mapping emerges as a preventive procedure aimed at containing image risks even before they occur, through "planned and systematic actions" aimed at establishing "appropriate relations with stakeholders", starting from "positive institutional discourses" that go beyond the typical and (usually) spontaneous reaction based mainly on the deconstruction of external discourses with negative connotations (CARDOSO; POLIDORO, 2016, no italics in the original), as is usually done in initiatives to combat disinformation. In the context of this conception, it is important to note that while the notion of risks inherently evokes a horizon of negative events, the impression of effective management allows them to be put into perspective in a different way, as a trigger or opportunity for transformation, reinvention or growth[26].

In this sense, Cláudio Cardoso and Márcio Polidoro understand that the early risk identification and the deployment of investments to mitigate them enable the creation of narratives that claim an " advantageous position" for the organization, always in an attempt to transform "what is potentially negative for its reputation" into a positive positioning before "direct stakeholders and society in general" (CARDOSO; POLIDORO, 2016). In short, the ultimate consideration is that "out of every risk can come a potential advantage" (BONIME-BLANC, 2016, original translation by the author).

Bonime-Blanc (2016) believes there are two types of reputational risks: on the one hand, there are *internal risks* over which organizations have some control and which, in principle, can be avoided, e.g.,

25 At the conceptual level, the term *risk* refers to an "effect of uncertainty on specific objectives" (ISO 31000) or even an "uncertain event or condition that, if it occurs, will have a positive or negative impact on at least one of the essential elements of a particular project" (CARDOSO; POLIDORO, 2016). According to Frank Jefkins (1987), modern circumstances make it "absolutely necessary" for organizations to have ready-made, ready-to-use communication programs to deal with various critical situations that may arise.

26 "*Por lo general, el concepto de 'riesgo', interno y externo, tiene una connotación negativa y suele asociarse con la idea de peligro, daño, destrucción y mal comportamiento. [Pero] La nueva visión utiliza términos neutrales como 'incertidumbre' […], que no incorporan juicios de valor. [Eso pues] El riesgo puede ser negativo, neutral y, sí, también positivo" (BONIME-BLANC, 2016)*. Generally, the concept of 'risk', internal and external, has a negative connotation and it is often associated with the idea of danger, damage, destruction, and bad behavior. [But] The new perspective employs neutral terms such as 'uncertainty' [...], which do not include value judgments. [Thus] Risk can be negative, neutral and, also positive" [NT: the translation is mine].

by reviewing and improving the organization's proceedings[27]. On the other hand, there are *external risks* over which organizations have limited or no control, such as disinformation campaigns about the electoral integrity, and other types of institutional attacks that can hold electoral bodies hostage and, at best, limit some of the damage.

As an additional aspect, it should be added that risks can also arise from *known or unknown* events, depending on whether they are *foreseeable or unforeseeable* to the organization.[28] if, on the one hand, it is true that response capacities tend to diminish by *external risks*, which makes them particularly problematic, it makes sense to recognize that particular attention should be paid to the interplay between *externality and predictability* in the risk mapping process.

By recognizing that internal risks are always foreseeable during the mapping process and unforeseeable external risks are, by definition, unrecognizable, the following table provides a general approximation of pronounceable occurrences with potential responses and opportunities to demonstrate the operation scheme of the addressed measure.

27 In the case of electoral justice, consider developing new technologies at the security level of electronic voting systems.

28 As examples of known incidents, Cardoso and Polidoro (2016) cite aircraft crashes or food poisoning in the commercial aviation and food sector, respectively. According to the authors, such occurrences cannot be ignored in any risk planning for these segments.

Table 1: Risk mapping (illustrative scheme)

	Predictable	Treatment (preventive)	Treatment (reactive)	Opportunity
Internal Risks	computer system failure	Public security tests Internal revision of protocols	Public statement (trivialization of what happened)	Improvement (repositioning of the system)
	Electronic security failure (hacker attacks)	Investment in cybersecurity	Public statement (trivialization of what happened)	Positive framing (failure as evidence for system security)
	"Friendly fire »	Dialogue approach	Disengagement (personal opinion ≠ institutional opinion) Debunking	Image Strengthening and positioning
External Risks	Disinformation	Agreements with digital platforms (PPED)	Coalition control (PPED)	Image Strengthening and positioning Hetero certification of the Electoral Justice (JE) credibility
	Negative media coverage	Dialogue approach Training	Dissemination of official notes	Image strengthening and positioning
	Institutional attacks (apology for extinction)	Dialogue approach (political class) Direct and indirect institutional defense (organization of events, publications, etc.)	Dissemination of official notes Search for official notes signed by public authorities/ international organizations Publication of responses via editorials/ opinion articles (authorities/stakeholders)	Image strengthening and positioning External certification of Electoral Justice (JE) fundamental character
	Incitement to reject the election results	Democratic dialogues (events, publications, etc.)	Dissemination of official notes Search for official notes signed by public authorities/ international organizations Publication of responses via editorials/ opinion articles (authorities/stakeholders)	Image strengthening and positioning Hetero certification of JE credibility Association of JE image with the defense of democracy
	Incitement to violence	Democratic dialogues aimed at reducing radicalism and polarization (events, publications, etc.)	Dissemination of official notes Search for official notes signed by public authorities/ international organizations Publication of responses via editorials/ opinion articles (authorities/stakeholders)	Image strengthening and positioning Hetero certification of JE's credibility Association of the JE image with the maintenance of social peace[29]

Source: original work by the author

29 Promoting peace in this context also has the potential to improve the reputation of electoral justice through social marketing strategies. As Kunsch (2016) observes, taking on causes of general interest aims to change social practices, which in turn, positively alters the way organizations are perceived by public opinion.

Going forward, it is worth noting that reputational risk management can emerge at various levels of implementation in an organizational environment. Bonime-Blanc (2016) warns that the adequate treatment of reputational damage occurs only at the last level of the proposed scale. This can be expressed as follows:

> *Level 1: Zero management*. This amounts to a complete lack of a formal or informal risk management program. Common in start-ups, small or non-profit organizations, including government agencies. To them, reputational risk management is an unknown concept and remains so until an event occurs that forces them to think about it.
>
> *Level 2: Tactical (or elementary) management*. It corresponds to the survival level of risk management. This is mostly seen in smaller organizations or those that are still in the early stages of development. It comprises an irregular series of actions or approaches that address only the most obvious risks, discussed sporadically by the Board or Supervisory Board meetings[30]. Image management is not the subject of a formal program, nor is it within the scope of specific duties of any management unit. There is no separate plan specifically aimed at dealing with the crisis scenarios. As along the previous level, reputational management remains concerning a fuzzy horizon until the organization is faced with a problem.
>
> *Level 3: Basic management*. At this level, organizations recognize the need for a consistent and robust approach to image management. It is likely that in the wake of a crisis-triggering problem, interest has been awakened in creating appropriate systems to identify and mitigate risks. As a rule, members of senior management do not have expertise in this area, so they often appoint specialized committees to deal with this issue, often under their supervision. In this context, reputation management falls under the area of risk management in general, but it is unlikely that the institution will develop more sophisticated and effective plans in this regard.
>
> *Level 4: Advanced Management*. This typically involves the most complex organizations in the public and private sectors, often with large budgets. It is found in organizations that fully understand their risk universe and therefore develop sophisticated frameworks for proactively, regularly, and systematically managing image risk. It is likely that after a problem or crisis, organizations may have used the lessons learned to mitigate and avoid similar situations in the future.
>
> At this level, it is common to appoint a risk manager or specialized team to act either alone or within the organizational matrix. The objective of the specialists and the systems they develop is to create a risk (or crisis) management plan that defines a clear, objective, and appropriate framework.
>
> *Level 5: Comprehensive (or strategic) management*. In addition to the fourth level provisions, organizations in this context have a well-informed board and a well-developed management committee equipped with a complex infrastructure to deal with all risks, including reputational risks. Not only is reputational risk incorporated into regular risk management activities, but it is also incorporated into long-term strategic planning. (Bonime-Blanc, 2016, with adaptations).

30 From this perspective, it can be said that tactical responses are immediate and essentially aimed at the timely resolution of problems, whereas strategic responses derive from calculated planning, which, according to Kunsch (2016), includes forecasting, projection, and prediction activities, thus taking trends, opportunities, and future scenarios into account. Strategic planning, in his own words, is "a complex and comprehensive process" that "has its own characteristics, implies a philosophy and defined guidelines, and is guided by general and specific principles", as opposed to tactical movement, which is characterized as "something loose and isolated from contexts" (KUNSCH, 2016).

TSE has a (general) risk management policy, the guidelines of which are set forth in Ordinance-TSE n° 784 of October 20, 2017[31]. It has been prepared according to the general guidelines and the Basic Governance Reference (RBG) of the Court of Audit of the Union (TCU), as well as the best practices built on COSO II ERM[32] and ABNT [*NT: Brazilian Association of Technical Standards]* ISO Standard 31.000.2000.

For the purposes of this document, risk management is defined as a

> continuous and iterative corporate process aimed at identifying, evaluating, controlling, and managing events that can interfere with the achievement of institutional objectives, providing greater assurance for the business's success. (Article 5 Ordinance-TSE n°. 784/2017).

Ordinance-TSE N° 784/2017 also provides a broader set of conceptual regulations, namely in Art. 6:

> Art. 6 For the purposes of this policy, it is understood that:
>
> I - Governance: combination of processes and structures implemented by the TSE management to inform, direct, manage and monitor the activities of the TSE to achieve its objectives;
>
> II - Risk: the possibility of an event occurring that may impact the achievement of objectives, measured in terms of impact and probability
>
> III - Risk appetite: level of risk that TSE is willing to accept;
>
> IV - Risk assessment: the process of identifying and analyzing relevant risks to the achievement of TSE's objectives and determining an appropriate response;
>
> V - Risk identification: the process of seeking, recognizing, and describing risks, which includes identifying their sources, causes, and potential consequences, and may include historical data, theoretical analysis, the opinions of informed individuals and experts, and the needs of interested parties;
>
> VI - Risk level: magnitude of a risk, expressed by the combination of its consequences and the probability of its occurrence;
>
> VII - Internal control procedures: Procedures performed by the TSE to manage risk in order to deal with the level of uncertainty previously identified;
>
> VIII - Risk Management Process (*PGRiscos*): systematic application of policies, procedures, and management practices for risk identification, assessment, treatment, and monitoring activities, and communication with interested parties on risk-related matters;
>
> IX - Risk Response: any action taken to deal with the risk, which may consist of:
>
> (a) accepting the risk by conscious decision;

31 Available at: <https://www.tse.jus.br/legislacao/compilada/prt/2017/portaria-no-784-de-20-de-outubro-de-2017>. Accessed on: October 27, 2021.

32 The acronym COSO refers to the Committee of Sponsoring Organizations of the Treadway Commission, a private nonprofit organization established in the United States in 1985 to prevent fraud in internal proceedings of public and private organizations. The committee is composed of several U.S. bodies, namely: the American Accounting Association (AAA), the American Institute of Certified Public Accountants (AICPA), Financial Executives International (FEI), The Institute of Internal Auditors (IIA), and the Institute of Management Accountants (IMA). Available at: <https://www.coso.org/documents/coso-erm-executive-summary-portuguese.pdf>. Accessed on: November 9, 2021. COSO II ERM , in turn, refers to a particular model of Enterprise Risk Management that is widely used as a governance paradigm in corporate environment. Available at: <https://portal.tcu. gov.br/planejamento-governanca-e-gestao/gestao-de-riscos/politica-de-gestao-de-riscos/modelos-de-referencia.htm>. Accessed on: November 9, 2021. As Bonime-Blanc (2016) explains, the model COSO II evolves according to four basic phases: (i) identification; (ii) assessment; (iii) management and response; and (iv) follow-up and reporting.

(b) transferring or sharing the risk;

(c) avoidance of the risk by deciding not to start or to stop the activity that causes the risk; or

(d) mitigation or reduction of the risk by reducing the probability of occurrence or minimizing the consequences;

X - Risk treatment: the process of determining a response to a risk.

In another passage, the diploma specifies the main goals of the mentioned exercise, stating that risk management must, as a rule, allow for, among other things:

Art. 8 [...]

I - Allocation and effective use of resources for risk treatment;

II - Improvement of the process for identifying opportunities and threats; [...]

VIII - Improving compliance with legal and regulatory requirements;

IX - Improving operational effectiveness and efficiency;

X - Improving governance and enhancing control;

XI - Improve loss prevention and incident management; [...]

XIV - Aligning risk appetite with the adopted strategy;

XV - Strengthening decisions in response to risks.

In this context, it is important to note that Ordinance n° 784/2017 (art. 8°) explicitly addresses the policy in question as an element that stimulates "proactive management" (item IV), which should logically be read in line with the explicit need to identify and address risks in all areas and at all levels of activity (item VII) of the Court.

Within this scope, considering that (i) the creation and protection of institutional values are the guiding principles of our risk management policy (art. 9, I) and that (ii) *Manual de Gestão de Riscos – PGRiscos do TSE* (the TSE Risk Management Manual - PGR Risks), as far as image issues are concerned, is limited to conceptualizing reputational risks[33] without outlining specific guidelines for their implementation, it follows that Profi tends to help fill a gap identified in the governance scheme, i.e., the pending of a *Plano de Riscos de Imagem* (image risk planning) in accordance with the provisions of Article 14, II, single paragraph, of Ordinance n°. 784/2017[34].

In addition, considering the fact that in a society dominated by the media, reputational risks are everywhere (BONIME-BLANC, 2016), the main function of communication teams is no longer promote the institutional image in isolation, but in an associate perspective, including eternal monitoring of reputation (CARDOSO; POLIDORO, 2016), it is recommended in this program to include internal mechanisms of social media listening - a technique that makes it possible to find out what is being said about the institution in the context of social media with the management of various digital tools, (JARAMILLO, 2019), preferably through a contractual process that transfers *expertise* and technology for a gradual autonomy.

33 According to the aforementioned document, reputational risks consist of "events that may critically affect the Court's reputation and threaten society's trust in the organization" (TSE, 2021).

34 It is worth pointing out, with Bonime-Blanc (2016), that although reputational risk deserves special treatment by organizations, it is not fundamentally a 'pure' category within general risks. It stands out as a "cross-sectional category," i.e., "a distinct type of risk that is interconnected to other categories" such as political, operational, financial, regulatory, technological, cultural, and integrity risks.

In this context, it is important to remember that modern organizations do not simply distribute their services, they must also, in parallel, try to identify with their audience. Margarida Kunsch defends that in order to create added value, institutional communication should open public dialogue channels and gather wishes, expectations and needs (KUNSCH, 2016). In this sense, we can see that the offices of the electoral ombudsman can also play an important role in pursuing these objectives.

In parallel, it is important to monitor press trends in order to understand how the institution is portrayed in the media and, above all, to accurately identify the facts and aspects that lead to the publication of positive or negative stories. In this sense, Profi's image management includes the creation of weekly reports for coverage analysis according to *visibility, validity, and framing criteria*, which are sent to the Secretary-General of the Presidency (SPR), the Directorate General (DG) and *Secom* (Secretary of Communication and Multimedia).

Finally, in order to achieve an advanced system of reputation management, Ordinance -TSE n° 282 of March 22, 2022, entrusted the Special Advisory for Confronting Disinformation (AEED), associated with the SPR[35], with the task of coordinating and supervising the implementation of this program, without prejudice to the convening and possible assistance from other divisions of this Court.

4.3 The Positive Axis: Building a Positive Reputation

Corporate communication is a relatively recent function in the history of management. It was developed to help organizations build and maintain a good reputation in the process of interacting with their respective publics. Based on the knowledge of the reality of the organization and of its external environment, in particular its cultural, social, political, and economic trends, the function in question aims at finding ways to enable the organization to raise its voice and, in this sense, to generate the audience interest and approval (SILVA NETO, 2010).

In other words, it involves the relentless pursuit of the mastery of narratives to secure the supremacy of institutional positioning, at the expense of harmful distortions that negatively affect the social image of the institution.

In this context, due to the importance of identifying threats and opportunities, image management planning often relies on the tool of SWOT[36] analysis, which is defined as a kind of analytical approach for assessing the internal and external environment of an organization (WATSON; HILL, 2012) and it is valuable for support decision-making in the context of planning schemes and goals (MELO; MICHEL; ANDRETTI; BRAGA, 2018).

35 Bonime-Blanc (2016) points out that there is a common "procedural error", in reputational risk management in most companies which is that responsibilities are spread across many departments or, conversely, that there is an administrative vacuum. Due to its "holistic" significance, which should have an impact on strategic decisions throughout the company, the author believes that the topic should ideally have a clear designation and should not be the sole responsibility of communication departments.

36 The acronym mentioned is derived from the combination of analytical perspectives in English. The S stands for strengths and the other letters stand for weaknesses (weaknesses), opportunities (opportunities), and threats (threats).

Without prejudice to occasional revisions and, consequently, the addition of new elements, a SWOT analysis of the electoral institutions' environment would, in principle, lead to the conclusions shown in Table 2:

Table 2: SWOT analysis of electoral institutions (current context)

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
history of excellence; quality of services offered; technological security; large number of qualified personnel; geographic range; strategic interests shared by a wide range of institutional actors (including media and digital platforms); strong ability to build alliances. extensive network of external certifiers. - structured and fully functional Program to Combat Disinformation	lack of a clear image management strategy[37]; institutional constraints[38]; underperformance in social trust surveys; relatively demotivated employees; lack of internal commitment; relatively disjointed institutional communication[39].	enhancing audit processes (TPS); enhancing transparency (CTE); public (and academic) interest in preserving democracy; intensive media attention; enhancing the role of institutional communication; celebration of Electoral Justice (JE) 90th anniversary (window of visibility); strong international interest in Brazilian elections; great interest in implementing national and international electoral observation missions.	increasing attacks on the credibility of electoral institutions in the wake of cyberpopulism[40]; Consolidated framework of informational disorder; Crisis of trust in institutions; lack of democratic support by the population.

Source: original work by the author

Succinctly, this tool enables the optimization of strategic designs through tailored communicative approaches based on clear objectives that are better aligned with the desires and needs of the public niches that are particularly important to the institution's goals (MELO; MICHEL; ANDRETTI; BRAGA, 2018).

Moreover, when considering that the information environment in the present time is "structurally oversaturated" (SÁNCHEZ MUÑOZ, 2020) and presents a problem in which the large amount of information competes with a low level of attention (MELO; MICHEL; ANDRETTI; BRAGA, 2018), it is certain that modern institutional communication requires better creative solutions to attract attention and, consequently, influence the spectrum of public opinions.

In this line of thought, it is argued that the use of marketing tools, especially branding, proves to be essential for qualifying communication strategies and, consequently, for changing the social perception of electoral justice.

In the field of information sciences, branding refers to the process of building an image associated with a person or institution. Thus, when dealing with branding, one speaks of a "technique for identifying an institution, brand, or product in which its use automatically improves its reputation" (JEFKINS, 1987).

37 Weaknesses corrected by the present program.

38 Budgetary, bureaucratic, and discursive (resulting from the need to distance itself from the political struggle).

39 Deficit in communication alignment between Regional Electoral Courts.

40 Cyberpopulism essentially refers to the digital manifestation of populism, i.e., a phenomenon in which questioning democracy dominates social networks, through the dissemination of discursive rhetoric that "sparks and explodes "the ethical foundations of democracy (BRUZZONE, 2021).

Correspondingly, the term brand equity refers to proper branding management, that adds value to the respective brand, and leads to goals that are positively perceived by society. (GONZÁLEZ-BUSTAMANTE; SAZO MUÑOZ, 2015).

In the present context, the adapted use of branding foundations in institutional communication is defended, starting from the premise that Electoral Justice is especially interested in increasing its prestige in society, for the reasons already mentioned, which briefly allude to the preservation of democratic normalcy, the strengthening of political stability and the guarantee of social pacification. Within this spectrum, the use of branding proves to be an essential asset, since this technique aims to ensure that the organization's image is "present in the minds of citizens and elicits positive and long-lasting feelings" (MELO; MICHEL; ANDRETTI; BRAGA, 2018) which promotes the achievement of strategic objectives.

More specifically, this value creation process is about identifying strategies that can improve the relationship between the institution and its target group. Consequently, it involves a schematic planning based on the following steps:

> (i) Building a positive institutional image, preferably related to material or non-material social needs of the population;
>
> (ii) creating a positive meaning in the minds of users by examining both functional (performance-related) and abstract (image-related) aspects of the services provided by the institution;
>
> (iii) Reaching users' emotions, especially by translating them into perceptions of quality, reliability, and superiority
>
> (iv) building stronger relationships with different consumer groups (MELO; MICHEL; ANDRETTI; BRAGA, 2018, with adaptations).

Moreover, since image management communication has a persuasive goal in addition to its informative function, it is concluded that the organizational communication of advertising channels should be based on the so-called laws of marketing so that marketing communication achieves a higher level of efficiency.

It is worth noting, from the teachings of Dener Lippert (2021) that there is a set of guidelines that are of great importance in determining the advertising strategies of an organization. Within this framework, communication, in whatever its form, must be characterized by the following characteristics

> 1. Simplicity: simplification allows for better understanding by the target audience, thus increasing interest and the potential for internalization.
>
> 2. Positioning: addressing positive differences in services offered increases consumer awareness.
>
> 3. Consistency: exploring too many ideas at the same time is detrimental to the memory process. On the other hand, maintaining a well-defined line over a long period of time contributes to institutional memory, especially through repeated images.
>
> 4. Emotivity: exploring positive emotions greatly strengthens the bond with the audience.
>
> 5. Plural Composition: involving the whole team creates diversity of ideas and increases the chances of creating quality content.

6.Crossing borders: getting away from success formulas can be beneficial in many cases, because different proposals have a better chance of standing out.

7. Relevance: designing interesting and relevant products is important to grab users' attention.

8. Negativity: negativity is not necessarily bad. On the contrary, people pay attention to negative things. In this sense, it can be useful to design messages that advise against certain attitudes or behaviors (LIPPERT, 2021, with adaptations).

In addition, in the same line, the impact of institutional communication is greatly enhanced using heuristics[41] and other factors that operate at the level of " decision-making structures" (THALER; SUSTEIN, 2019) which are inherent to behavioral sciences. As a result, academic collaboration aimed at applying scientific knowledge to behavioral insights is therefore essential to increase the persuasiveness of Electoral Justice advertising reports.

On the other hand, *cognitive linguistics* can also contribute to the (re)orientation of institutional communication, especially in terms of discovering lexical terms that can positively reflect organizational positioning in the minds of interested audiences, when considering the mechanisms of language processing (CHIAVEGATTO, 2009).

It is also interesting to note the implementation of training events for TSE and all regional electoral tribunals (TREs) communication teams to stimulate integrated and comprehensive communication with contributions from the linguistic and behavioral sciences.

4.4 Institutional Communication Guidelines

Finally, the *Profi* requires the implementation of a very specific communication matrix based on six guidelines that will serve as the guiding principles for all institutional communication planning.

A) Data-driven orientation.

In the field of communication, effectiveness rates are closely related to the level of attention given to the processes of data collection and analysis. From this perspective, directionless management based largely on guesswork or purely intuitive logic is generally considered "very dangerous" (LIPPERT, 2021) or at least unproductive (TORQUATO, 1991).

Conversely, the use of data and analysis appears as a fundamental prerequisite for the development of effective strategies based on assertive insights that allow organizations, first, to identify the target audiences they need to reach and, second, to define adequate positioning that can be implemented in a more efficient way and through more efficient channels.

41 According to the doctrine, heuristics consist of an "academic term that refers to what we commonly call cognitive biases, also known as mental triggers. In marketing, these cognitive biases can be used to create more persuasive campaigns to increase the chances of success" (LIPPERT, 2021). Also, according to Lippert (ibid.), the following are the most well-known and widely used biases: (i) simple exposure; (ii) loss aversion; (iii) authority; (iv) reciprocity; (v) coherence; (vi) scarcity; (vii) social proof; (viii) reluctance; (ix) simplicity; and (x) anchoring.

In summary, it is recognized in the marketing field that data-driven communication offers several strategic advantages, among which we should mention the following:

(i) Optimization of the investments used in advertising;

(ii) Increasing the strategic effectiveness of communication;

(iii) Increasing the internal projection of the communication field;

(iv) Improving the anticipation power and predictive capacity of the organization;

(v) improving the reputation of the institution (CARDOSO, 2021, with adaptations).

From this point of view, it is undeniable the advantages of modern marketing over traditional forms of communication. In general, the traditional forms of communication dialogues with an amorphous public, defined essentially by impressions based on collective generalizations.

However, given the obvious social heterogeneity, it cannot be denied that the use of data should be included as a compulsory practice in the routines of the communication departments of electoral institutions, not only because advertising campaigns should fundamentally take into account the preferences and behaviors of users, but above all, because overcoming the negative image requires: (i) a complete demographic mapping designed to measure the state of mistrust, and which also reveals, in geographical and social terms, the segments in which the skepticism and rejection appear more strongly; and (ii) an accurate diagnosis of the circumstances that induce distrust.

Considering that institutional communication tends to be strengthened when it is conducted in a network (see Topic E), it is argued that the production of data should also allow a better knowledge of the internal public to maximize the level of engagement.

In light of the above, *Profi* envisions:

- Conducting internal research surveys with the aim of identifying the mood of the functional body, especially in terms of the availability and circumstances that would favor engagement in communication activities, both in the area of combating misinformation and in the area of promoting institutional image;

- Reviewing available data related to conducting *external sampling surveys* with the goal of identifying *mistrust demographics based* on population information that would allow the identification of priority targets and subsequent broader optimization of promotion and communication processes[42];

- Regular updating of both surveys as an essential prerequisite for progress assessment and operationalization of course modifications.

Furthermore, because of the value inherent in data-driven communication, it is planned to update Ordinance- TSE N° 22.657, of December 4, 2007, so that the actions of the bodies of the electoral courts

42 It should be noted that for 2022, prior to analyzing the collected data in the mentioned survey, the communication strategies can be defined using elements from a survey conducted jointly with the Institute for Applied Economic Research on the 2020 elections.

responsible for social communication in an electoral year are required to be preceded by the application of exploratory surveys, allowing the processes of interaction with the publics to be planned more efficiently.

Finally, in addition to the support it receives from some partner institutions under the PPED, *Profi* aims to contract data generation and analysis services related to dissemination of misinformation and criticism of electoral institutions, including guidance on communication and promotional strategies.

B) Positioning selection

Deciding on positioning is a critical step in the preparation of an image management project, especially when it is perceived that positioning is, in short, "the heart of modern strategic marketing" (KOTLER, 1996). Discussions about the importance of positioning originate from the recognition that positive thoughts about a brand do not happen by chance (GERARDI, 2021).

In general terms, the concept in question is expressed as a value proposition that can condense a set of positive qualities into a single idea, and henceforth serves as the north of the overall communication strategy. From this perspective, positioning refers to emphasizing the distinguishing features that make an advertising object attractive to a specific segment (KAPFERER, 1992), that is to say, as a result of a proposed "creation of superiority" (KELLER, 2003), which influences positively on public opinion. Or, to put it another way:

> [...] positioning can be defined as the necessary action required to project a product into the consumer's mind, based on a concrete plan. This implies comparisons with competitors and goes beyond the concrete factors to include the subjective areas of consumption (MOURA; ARAÚJO, 2014).

Adapted to the current reality, the issue of competition obviously draws a parallel with the group of actors who, in order to achieve anti-democratic goals, use discursive practices based on misinformation, radicalism and polarization, undermining the trust and credit of electoral institutions as the immediate goal, with the underlying intention (metanarratives) of justifying an eventual rejection of the electoral outcome.

According to experts, the function of positioning is to give a product, brand, or company "an exclusive, distinctive and positive meaning in the mind of customers" (SERRALVO; FURRIER, 2004). This is possible because institutions, through their use, claim a special code of meaning for their images. This guarantees memory on the one hand, and gains a favorable place in the collective imagination on the other (AAKER, 1996).

Finally, the definition of positioning cannot be made without a careful diagnosis of the situation. As the specialized community points out, any solution in this area requires, as a first step, an organized investigation of the problem. In this context, it is argued that "positioning means thinking backwards" (RIES; TROUT, 2009). Positioning research should begin with discovering the place the organization occupies in people's minds[43].

43 In this regard, it should be observed that "there is no way to know what image different publics have of an organization, brand, or product unless you ask them" (SCHULER; DE TONI, 2015).

According to Ris and Trout (2009), developing a positioning plan should essentially derive from six questions:

1. What is your position?
2. What position would you like to be?
3. Who do you have to face?
4. Do you have enough money?
5. Do you hang in there?
6. Do you live up to your position? (RIES; TROUT, 2009).

Considering the above lessons, it was pointed out that "changing the mindset in an oversaturated society is an extremely difficult task". Consequently, "it is much easier to work with what's already in people's heads.

Within this framework, institutional advertising should basically "find a way to penetrate into people's minds by connecting the concept to what already exists" (RIES; TROUT, 2009).

On the other hand, one must aim for a "possible positioning," either because very broad definitions are weakened by the deficit of focus, or because no organization can "be everything to all people." Thus, it is better to occupy an exclusive position as specialist than to appear as a generalist "handyman" (RIES; TROUT, 2009).

In addition, it is necessary to identify the obstacles to overcome, as well as the difficulties to be reversed, ensuring that there is a budget that matches the scale of communication challenges.

It is also important to "think long-term," that is, "establish a baseline position and then stick to it." This is because, according to the aforementioned authors, "the concept of positioning is a cumulative one that takes advantage of the far-reaching nature of advertising" (RIES; TROUT, 2009). Consequently:

> With rare exceptions, a company should almost never change its basic positioning strategy. It should only change its tactics, i.e., the short-term maneuvers intended for long-term implementation.
>
> The trick is to keep that basic strategy and make it even better. Find new ways to dramatize it. New ways to avoid boredom. [...]
>
> Taking a position in people's minds is like owning valuable land. If you give it up, it is impossible to get it back (RIES; TROUT, 2009).

Lastly, it is important to make sure that advertising fits the position that the institution occupies, so that creativity, while important, is limited in some way by the position (RIES; TROUT, 2009). It is important to remember that the projected image should not only be positive, but also realistic.

In this area, it is essential to note that the differences used to generate advantages may result from specific characteristics of the services (e.g., the sophisticated security system of e-voting) or, in parallel, from their corresponding practical or social effects (e.g., conducting fair elections favors democratic continuity, the preservation of fundamental rights, and the maintenance of peace). After all, in the context of Electoral Justice itself, the position can revolve around an implicit logic of power that reveals a link between its purpose and support for democracy.

As it was said, there is a considerable leeway in the strategic choice of positioning, and it is certain that the final decision should not be made in the air, but, on the contrary, it is the result of a calculated study of the social and political situation, as well as the selected target group.

Ultimately, the success of positioning operations depends on how the organization aligns societal desires and expectations with what its services offer[44], which, as Alessandro Gerardi (2021) says, requires "patience, commitment, and time."

C) Defining target audience

Furthermore, in connection with the aspect just discussed, it is recognized that the effectiveness of communication depends, on a large extent, on the correct identification of the target group since only the definition of an audience in connection with its characteristics, can appropriate guidelines be derived with regard to content, methods and forms of address.

In line with this idea, Dener Lippert (2021) argues that the "pure" dissemination of generalized content in advertising campaigns and social network posts is far less effective than segmented communication, which is much more capable of achieving real results. According to Aidar Prado (2014), information market segmentation leads to a " social division into different cultures" and seeks to transform opinions through discursive practices that consider the most important values for each public imaginary. According to Antonio Vasconcelos and Celso Oliveira:

> Directed communication is a form of human communication that aims to promote greater interaction between people and groups, the more direct it is, the better the result. In directed communication, the communicator and the receiver are identified. The code used is the most suitable for both, the content is designed to last, and the messages are programmed to reach the audience more effectively. (VASCONCELOS; OLIVEIRA, 1979).

In this direction, Marcos Bedendo (2019) warns that the lack of specification of the target audience can be fatal for an image management process. The lack of focus results in a waste of resources, as innovation and communication efforts are distributed across very large segments of the population, leading to lower results per resource used.

Consequently, he advises that "the target audience should be as specific as possible" and that once the specification process is complete, "a description should be easily communicated and understood by all sectors that will manage touch points with it" (BEDENDO, 2019).

44 In this sense, brand positioning basically means "creating an image that occupies a prominent place in the consumer's mind." And for this reason, when defining positioning, it is important to know: (i) who the target audience is; (ii) what their interests and needs are; (iii) how the institution can contribute to meet these requirements; and (iv) why the organization should be considered the best alternative in this context (MELO et al, 2018).

It follows that, unlike the traditional definition of an audience, which was previously envisioned in homogenous terms as an "imaginary paradigm" (HARTLEY, 2004), modern communication requires a more precise knowledge of audience characteristics as a prerequisite for the designing positioning and narratives in accordance with their changing habits, preferences, and needs[45].

Therefore, although communication can be in principle for an indefinite number of people, it is assumed that the corresponding effectiveness will increase as the content is better suited to the characteristics of the demographic component chosen as the target audience. Here is why:

> When the audience is well-defined, it is possible to identify the channels through which they can best be addressed, the advantages they prefer over others, and how they would like to be addressed by the company´s communications. [...]
>
> A detailed and meaningful description of the target audience also helps direct the elements of brand communication, from media channels, visual and verbal appeals, and metaphors to more specific elements such as name, logo, tone of voice, colors, and shapes. The tone of brand communication must be tailored to the audience it is trying to appeal to (BEDENDO, 2019).

In other words, considering that the reality of target audiences in fact reveals a group of audiences who are "increasingly autonomous and fragmented around certain consumption guidelines" (CAZORLA; HIPOLA, 2015), it follows that target audience selection represents the initial providence of the communicative process and, moreover, is one of the components of the so-called "group of fundamental choices" (SHIMP, 2009). The difference between *vaguely* addressing an "imagined community" (HARTLEY, 2004) and *tailoring the approach* to different communities, whose peculiarities are well mapped and sufficiently known, is thus confirmed.

Roughly speaking, the target audience of an advertising communication corresponds to the "group of recipients that are of [special] interest to the organization" (GALÃO; CRESCITELLI, 2012), i.e., the group of recipients that must be reached with the highest priority.

In the context of electoral organizations, it is well known that the primary audience is, in principle, defined by the totality of citizens. However, audience segmentation enables the creation of communication variants that are precisely tailored to the various strata of the population. Within this vision, it is possible, for example, to target young people with limited advertising campaigns distributed primarily through social media, while reaching less educated and digitally excluded segments primarily through other channels, such as using points of contact (Electoral Registry offices) for word-of-mouth marketing.

Similarly, there will be certain publics, such as the political parties, the academic and parliamentary classes, the military and police, the press, and other governmental institutions, whose dialog must be

45 According to Vera Giangrande (1997), it emerges from there, the importance of opening and maintaining channels of dialog with the various target audiences. "Who are we talking to? What is your culture? How do you decode our messages? It is not enough for us to adequately design the address strategy and the message itself, and to seek the channels to deliver it. Today, the successful companies will be those that seek interaction with their audience by measuring, step by step, the understanding and acceptance of their attitudes. Hence, this modern attitude of opening up facilitative and dynamic feedback channels" (GIANGRANDE, 1997).

conducted not at the level of mass communication but at the level of contact, for example, through cooperation agreements, technical visits or business meetings. It should therefore be noted that different publics require different approaches to communication planning[46].

In addition, to meet the specific needs of a reputation management program, it is also important to understand that the proper definition of audiences also requires *prioritization*. Without compromising the continuity of communication in general, especially in information processes, it is necessary to address the image problem surgically, that is, by identifying priority target groups that should be the subject of specific approaches.

In view of the above, and excluding the forms of stakeholder's interaction discussed in the following point, the program in question envisages the following actions:

Table 3: Actions targeted at priority objectives.

Priority Target	Form of approach	Scope
Skeptical voters[47]	Institutional promotion[48] (customized) Heterocertification of election integrity (via stakeholders) Media planning (via stakeholders) Awareness raising and training (directly and via stakeholders). Direct contact (via Electoral Registry Offices) Indirect contact (via stakeholders)	Building trust
Voters dissatisfied with JE services	Customized institutional promotion Internal marketing Revision of public service processes	satisfaction increase
Internacional Community	Media agendas (via stakeholders) Academic scheduling (via stakeholders) Awareness raising (Election presentation event)	building trust
Political parties	Direct contact (technical visits/approach events)	building trust satisfaction increase
Parliamentary Classes	Direct personal contact (technical visits/approach events)	building trust satisfaction increase

46 There are, in fact, numerous alternatives for media planning, which can be summarized as follows: (i) *in terms of scope*, mass media (reaches a large portion of the public, e.g., TV), segmented media (reaches specific segments) and targeted media (only a few individuals, e.g., direct mailing); (ii) in terms of *support*, electronic media, print media, targeted media, outdoor media (billboards, street billboards, etc.); and (iii) in terms of *the objectives of advertising*, informative advertising, persuasive advertising, and reminder advertising (MELO et al, 2018).

47 It should be seen that distrust may hang over the integrity of elections or, alternatively, the impartiality of electoral bodies. Consequently, advertising campaigns should deploy in order to fulfill specific needs.

48 To this end, partnerships with digital platforms such as Google and Facebook should be sought to optimize the reach of specific niche markets.

Priority Target	Form of approach	Scope
Press	Direct contact Awareness raising and training Presentation event of the elections Creation of the Communication Observatory	building trust
Other opinion leaders/makers[49]	Direct contact Awareness raising and training	building trust

Source: original work by the author

Finally, in addition to selecting the most appropriate communication modalities for each audience segment, it is necessary to work on thematic and framework variations to optimize the defensive positioning for every niche of interest. Furthermore, it is important to recognize that communication objectives vary depending on the audience.

From this point of view, the Brazilian population can be basically divided into three distinct segments in terms of trust in the integrity of e-voting: a *proselytizing public* (consisting of people who have a lot or some trust in services managed by the electoral authority), a *volatile public* (whose trust index is weak or fluctuating), and finally, a *skeptical public* (consisting of dogmatic citizens who adhere to the fanciful narrative that national elections are constantly rigged).

Given these segments, it is clear that communication strategies must vary depending on the target audience, with adaptive goals as outlined in the table below:

Table 4: Advertising objectives according to target groups

TARGET AUDIENCE	INTENDED EFFECT
proselytizing public	Perception reinforcement
Volatile public	Perception reversal
Skeptical public(dogmatic)	Perception weakening

Source: original work by the author

In the context of this vision, the importance of gathering up-to-date information on the relevant opinions and attitudes is emphasized to ensure that discursive orientation is based on a "deep look" (BEDENDO, 2021) at the "cultural codes" (MENEZES, 2021) of each audience stratum. It should be remembered that an essential part of image planning involves, on one hand, calibrating focus and, on the other, reducing uncertainty margins.

D) Participation of stakeholders

In the fields of marketing and branding, stakeholders are individuals or entities whose interests are wholly or partially related to the interests of the organization (JEFKINS, 1987). Stakeholders, then, represent

49 Academic community, institutions that have joined the Program to Combat Disinformation (including digital platforms), digital influencers.

the various interest groups with which organizations relate (ROCCO, 2014) - or should relate, given a horizon shaped by the community of interest.

According to Bonime-Blanc (2016), effective management of reputational risks can be accomplished, basically, in two ways: first, by identifying the negative aspects that need to be reduced or eliminated in the context of the organization; and second, by identifying the positive aspects that bring benefits that can be leveraged in future efforts.

She points out that, in any case, both alternatives are based on the crucial idea that "maintaining and improving stakeholder trust is essential to the effective management of reputational risk." This is not only because "trust is a key factor in these processes" but also because "the organization is not [necessarily] the only vehicle for promoting its image" (BONIME- BLANC, 2016, no italics in the original). Therefore, "the challenge of managing an organization's image and reputation is a complex task that requires planning, significant investment, and appropriate relationships with main target audiences [...]" (CARDOSO; POLIDORO, 2016).

Considering that the main purpose of electoral bodies is to establish and consolidate democracy (ÇAVDAR, 2008), it can be concluded that the circle of stakeholders is, in theory, extraordinarily large, since, in principle, all public and private entities that are specifically and genuinely committed to constitutional normality are stakeholders of Electoral Justice.

If the stakeholders are strategic publics whose immediate interests may be affected by the fate of the organization (Freeman, 2010), it cannot be denied that there is a high degree of interdependence between them and the institutions (MENEZES, 2021). According to José Dario Menezes:

> This relationship forms a complex system of relationships between groups with different rights, goals, expectations, and responsibilities, and both the survival and continuity of the organization are closely linked to managers ´ability to build good relationships with these stakeholders (MENEZES, 2021).

It is obvious that the mentioned interdependence can be used very productively from the point of view of image management.

In the first place, because issues such as the integrity of national elections, the security of e-voting, and the basic principles of Electoral Justice can be brought to the public's attention through numerous channels and through the initiative of multiple interlocutors; second, because communication through external actors can be more effective in certain circumstances, either(i) by the absence of institutional ties,[50] (ii) by the ease of contact with certain publics, or else (iii) by the fact that institutional Electoral Justice communication is inherently less effective because of the presumption of partiality (self-interest).

Apart from this, there is a perception that in an atmosphere of information overload, it is natural for people to bypass cognitive costs by relying on qualified opinions in their environment. In this scenario,

50 The goal here is to avoid reputational risks associated with ambiguous discourses or narratives, which, while having positive effects in terms of strengthening institutional positioning, are also associated with negative potentials, correlated with the so-called "rebound effect" or "boomerang effect". In general, the effect in question refers to discursive actions that, despite the potential for positive outcomes, end up harming the enunciator's image for some reason (CARDONA, 2016).

consumers no longer pay attention to the actual content of the news, but to the value inherent in the information sources. Therefore, the reliability of sources gains strategic importance as the concept of trust in relation to organizations no longer evolves vertically (from the marketing of the organization to the minds of consumers), but mainly horizontally, as stakeholders also search for information themselves, either in their close social circles or through social media (MELO et al, 2018).

The intensification of public relations proves to be very important in this framework, as it becomes possible through this channel to multiply the reach of institutional agendas through the action of opinion leaders (KUNSCH, 2016) at the level of academic, media or social planning. The key idea in this framework is that with the support of strategic interlocutors, the institution can say what it wants in greater depth, with more voices, with more resources, and through more channels (ADAMS, 1985).

In this scenario, it is assumed that institutional positioning can be publicized more effectively and efficiently through a cooperative action led by the TSE in conjunction with amplifying, parallel and previously coordinated activities, in order to capitalize on the expertise, capillarity, reach, and prestige of various partners in the defense of democracy in various strategic fields. Thus, for illustration purposes, consider that:

> (i) the *expertise* of institutions and projects dedicated to assessing election integrity (*Transparência Eleitoral Brasil, Transparencia Electoral para América Latina*, Electoral Integrity Project - EIP, National Elections Across Democracy and Autocracy - NELDA, Quality of Elections - QED, Organization of American States - OAS, etc.) can be useful for the process of *heterocertification* of the regularity of electoral pleadings, both in the eyes of public opinion and of certain interest groups (press, political parties, parliamentarians, etc.);
>
> (ii*) the capilarities* of other entities (the Movement against Electoral Corruption - MCCE, the National Confederation of Bishops of Brazil - CNBB, the Brazilian Bar Association, the Superior Electoral Court, etc.) can be useful for the process of internalization of the democratic guidelines adopted by the Electoral Justice[51];
>
> (iii) the *scope* of digital platforms (Google, YouTube, Twitter, WhatsApp, TikTok, Facebook, etc.) has the capacity to bring institutional communication statements to their respective audiences through a *targeted (segmented) communication process*;
>
> (iv) the *prestige* of certain organizations (Institute for Democracy and Electoral Assistance - IDEA, Organization of American States - OAS, Inter-American Union of Electoral Organizations - UNIORE, European Union, etc.), on the other hand, can be used strategically to emphasize the seriousness and neutral character of Brazilian Electoral Justice.

Thus, when leaving aside the closest stakeholders, who affect the other Regional Electoral Courts, including the corresponding human capital (discussed separately in topic F), we have that, taking into account the unique characteristics of each stakeholder group, institutional reputation management planning should include the following actions:

51 Defending democracy; curbing radicalism; depolarizing; preventing political violence; promoting peace and tolerance, etc.

Table 5: Collaboration with stakeholders

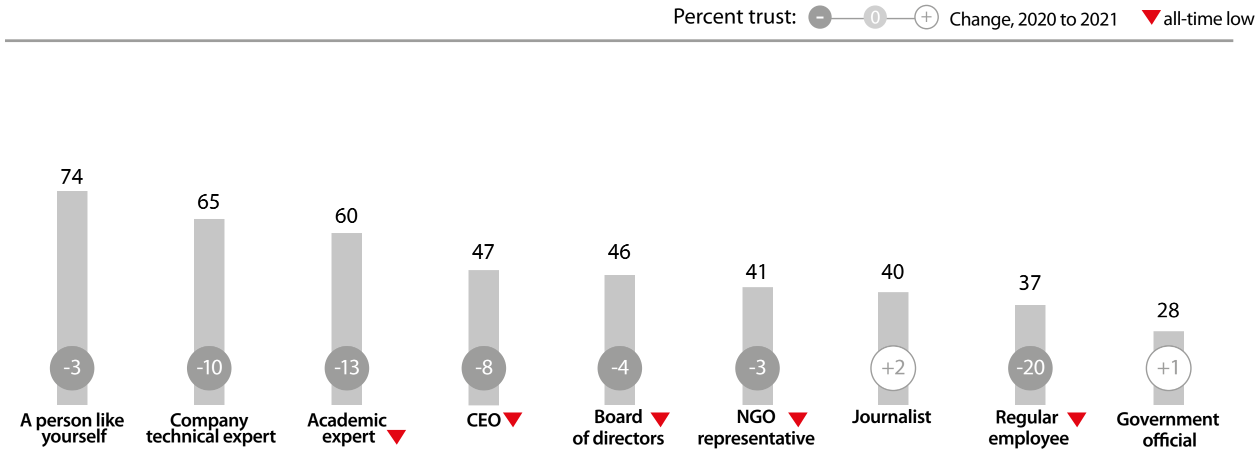
TARGET GROUP	*OBJECTIVE*(S)	AGENDA(S)	ACTIONS
Digital platforms	Amplification of the institutional positioning	Confrontation of misinformation	Memoranda of understanding (megaphone etc.)
	Communication segmentation	Institutional image management Promotion of democratic agendas	Memoranda of understanding (segmented communication))
Digital influencers	*Appreciation* of democracy	Promotion of democratic agendas	*Engagement / Training*
New political leaders	Appreciation of democracy	Promotion of democratic agendas	*Engagement / Training*
Press	Media scheduling (strengthening of the institutional positioning/ appreciation of democracy)	Preservation of institutional image Promotion of democratic agendas	Engagement/training
Academic instances	Reinforcement of institutional positioning Appreciation of democracy	Preservation of institutional image Promotion of democratic agendas	Informal agreements (thematization of events/media scheduling/ promotion of academic discussions)
Civil society entities	Reinforcement of institutional positioning Appreciation of democracy	Preservation of institutional image Promotion of democratic agendas	Memoranda of understanding Engagement/training
Public institutions	Strengthening of institutional positioning Appreciation of democracy	Preservation of institutional image Promotion of democratic agendas	Cooperation agreements

Source: original work by the author

It is also important to note that decentralized information disclosure is of paramount importance in institutional positioning, since in the context of a democratic crisis, government authorities and institutions often have little credibility among the population. In this regard, consider that, according to the most recent Trust Barometer survey (EDELMAN, 2021), 74% of respondents consider "ordinary people" as very or extremely trustworthy, while in the same aspect the credibility of government agencies receives only 28% support.

SPOKESPEOPLE LOSE CREDIBILITY

Percent who rate each as very/extremely credible as a source of information about a company



Source: EDELMAN. Edelman Trust Barometer 2021. National report on trust in Brazil + global. 21st Annual Edelman Trust Barometer, online survey. Available in: https://www.edelman.com.br/sites/g/files/aatuss291/files/2021-03/2021%20Edelman%20Trust%20 Barometer_Brazil%20%2B%20 Global_POR_Imprensa_1.pdf. Accessed on: May 3, 2022

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The collected data show that, in general, the engagement of citizens, academic experts, NGOs representatives, and journalists, for example, increases the likelihood that the information and democratic agendas published by the Electoral Justice system are actually absorbed by citizens. From this perspective, mobilizing public opinion in favor of electoral institutions can be done through the popularization of some democratic agendas, as outlined in the following table:

Table 6: Scheme for the defense of electoral institutions.

AGENDA	SCOPE	EXECUTION
"Brazil has honest elections" (main axis)	Maintaining constitutional normalcy (weakening of conspiratorial narratives)	Protagonist: Electoral Justice[52] Assistants: allied stakeholders[53]
"The electronic voting process is secure, transparent and auditable"	Maintaining constitutional normalcy (weakening of conspiratorial narratives)	Protagonist: Electoral Justice Assistants: allied stakeholders
"Democracy is non-negotiable" (parallel axis)	Appreciation of democracy	Protagonists: allied stakeholders Assistant: Electoral Justice[54]
"To attack the Electoral Justice is to attack democracy" (parallel axis)	Associated defense	Protagonist: Electoral Justice Assistants: allied stakeholders
"The Electoral Justice is an indispensable democratic asset" (parallel axis)	Institutional valorization	Protagonist: Electoral Justice Assistants: allied stakeholders
"There is no peace without tolerance"	"Promotion of peace (conflict prevention)	Protagonist: Electoral Justice Assistants: allied stakeholders

Source: original work by the author

Based on this perspective, Profi envisions the implementation of a dialogue process and the establishment of stable strategic partnerships to ensure the transcendence, strengthening and multiplication of institutional guidelines related to, among other things, (i) the defense of the democratic state, (ii) the promotion of pluralism and tolerance, (iii) the fundamental nature of the right to vote, and (iv) the credibility of national elections.

Moreover, these premises should permeate public debate through a variety of actions, including the following strategies: (i) *academic planning* through the thematization of specialized events (congresses, seminars, symposiums, debate tables, lives, etc.) and written productions of all kinds (books, book chapters, scholarly articles, etc.); (ii) *media planning* (via specific and repeated mentions in interviews, commentary programs, editorials, opinion pieces); and (iii*) social planning*, mainly by organizing direct dialogs with society (lectures, workshops and presentations in schools, universities, churches, parliamentary houses, associations, etc.). They should also be the object of wide-ranging advertising campaigns, prepared or promoted by the communication units of the Electoral Courts.

E) Understanding information ecosystems and integrated communication

Media theorists unanimously recognize the importance of communication to democracy. Within this framework, they are committed to investigating the characteristics of the *public sphere*, which is

52 In accordance with the discussion in topic 4.6, the performance of Electoral Justice must occur in a network that includes a *corporate dimension* (Electoral Courts as institutions) and a *human dimension* (body of servers).

53 Under such a perspective, stakeholders would act as "ambassadors" for specific causes.

54 By reversing the pairs, in this case, it is intended to avoid a rebound effect, which is likely to occur due to strong polarization.

objectively defined as "the arena where political debates take place" (SZABÓ, 2020), or "the place where ideas and information are shared and where public opinions are formed as a result of communication" (HARTLEY, 2004).

If it is true that the generation of ideas and opinion formation, especially on a large scale, occur primarily as a result of mass communication processes, then it should be noted that, at the individual level, belief formation also finds other relevant areas of influence.

As a result, it makes sense to recognize that, rather than presenting itself as a monolithic reality, the public is better represented as a whole, formed by the intersection, more or less impactful, of countless large and small interaction circles.

Bearing in mind that opinions emerge, essentially, from controversial issues put up for discussion (QUALTER, 1993), regardless of the *loci* where the discussions take place, it follows that, as an imperative of amplitude, political communication processes cannot disregard the analog sphere (GUERRERO GARCÍA; MANZANO FERNÁNDEZ, 2015), even though unequivocal, of the undeniable prominence of the digital market[55].

According to the specialized community, communication to unidentified recipients, while having advantages from the quantitative point of view, is relatively limited in qualitative terms (EMMERICH, 2015), because methods of personal approach have better effects in building social ties (DIAS, 2014). It is sufficient to recognize, in this guide, that direct interlocution enables, among other things, to identify and dispel doubts and resistances because of an attentive dialogue and a responsive argumentation.

Furthermore, technological advancements have prompted significant changes in the communication market, resulting in successive waves of decentralization. With the dispersal of hegemony in the communication context, television stations give way to the Internet, and the Internet itself witnesses a constant division of attention, with the proliferation of significant presences among content searcher tools, messaging apps, and social media.

In sum, comprehensive communication in this context must be non-linear and integrated in order to cover a very wide and complex scenario. Considering the needs of our time, as Dener Lippert (2021) summarizes, "although the focus of advertising is on digital media (online), it should also include offline channels, i.e., everything outside the Internet that can be integrated into digital channels if necessary."

As a result, initiatives and communication campaigns in each area should cover, as much as possible, the entire field of dialogue with citizens with the greatest possible amplitude, employing *external marketing* techniques (posters, leaflets, billboards, etc.) and *direct marketing*, including interpersonal level (PRIOR, 2015). They should highlight the strategic importance, on the one hand, of using the physical spaces of contact with voters (headquarters, Electoral Registry Offices, polling stations) and, in particular, the participation of the large number of staff, which exceeds 22 thousand, who represents the Electoral

55 The prevalence of networked communication is indeed indisputable, as indicated by Lippert (2021), based on figures from the *Global Digital* report: the internet had 4.5 billion users at the beginning of 2020. While the population growth rate grows at a rate of 1.1%, the volume of internet users increases each year by 7%. In the same period, the Brazilian scenario showed 71% digital users, with a growth rate of around 6%.

Justice throughout the country (see topic F). It should also include the framework of effective servers with the number of servers requested and the staffing of positions assigned.

In this sense, if public relations through direct approach is ultimately the most appropriate way to reach the public in small towns (GARCÍA HIPOLA, 2015), the effective commitment of the officials working in electoral offices tends to produce significant benefits, both in the fight against misinformation and in the restoration of trust in the electoral institutions, especially through positive flows that, in the words of Cristina Moreno (2015), have the potential for generating a "virtuous circle".

Therefore, in line with Margarida Kunsch's proposal, it makes sense to pursue a philosophy of integrated communication, which can be summarized as follows:

> Within this integrated communication perspective, organizational communication would encompass the different communication modalities that occur in organizations, namely: institutional communication, market or marketing communication, internal communication, and management communication [...].
>
> By the philosophy of integrated communication, we mean the guiding principles that organizations [...] must provide for decision-making and implementation of all their communicative actions. That is, the philosophy along with the established communication policy, should indicate the best ways to achieve the mission and vision, cultivate the values and achieve the overall goals of the institution. It is a macro and strategic vision because the tactical communication actions are the responsibility of each subdivision (KUNSCH, 2016).

In this regard, it should be noted that Electoral Justice communicates with the public on a daily basis through various channels and points of contact, for example, through the Electoral Registry offices, as part of public service activities, or even through the Electoral Justice Schools (EJEs) or the Secretariat for Information Management (SGI/TSE), when they promote events or publications (cultural marketing), as well as during elections, when they welcome millions of voters in polling stations and voting booths[56]. Similarly, the establishment of a CTE, the reception of national or international election observation missions, and the the organization of technical visits by foreign specialists through the International Affairs Office which are, to all intents and purposes, latent - and very profitable - forms of communication.

In this context, it is important to realize that all actions and services offered are in fact important opportunities that should be used to reach out to the public and to build trust.

Following the same principle, as the quoted author.

> The importance of integrated corporate communications stems primarily from the fact that it enables a global policy, by allowing for greater coherence between the different communication programs, a common language across all sectors and homogeneous organizational behavior, while avoiding overlapping tasks. In an integrated system, the different communication sectors of an organization work together, keeping in mind the

56 It should be noted, along these lines, that voting booths are touchpoints with nearly 150 million citizens and that the Electoral Justice could use them as tools to promote its vision, mission, and values. However, this opportunity is squandered with the simple affixing of the Republic's coat of arms, which does nothing to strengthen its institutional image.

> overall objectives while considering the specific objectives of each sector. In terms of effectiveness, it is a coordinated and synergistic management of human and organizational efforts.[57] (KUNSCH, 2016).

On the other hand, it is certain that the institutional positioning must be carried forward by other collaborators, at *all* points of contact between the institution and the public, emphasizing the strategic value of the engagement of requisitioned staff and, especially, clerks called for the electoral work, whose number, in 2020, exceeded 1.6 million. This perception, by the way, explains the strategic use of the voting booths, commonly used by foreign electoral organizations for the dissemination of institutional *slogans* and messages.

In conclusion, we must ensure that institutional communication planning recognizes the importance of the off-line environment. This includes communication modalities that can reach audiences (also) outside the networks (multi-platform communication). Associated to the mandatory involvement of top civil servants, it is possible to think of forms of printed communication (posters/pamphlets with infographics to be displayed/distributed at the registry offices, voting locations, insertion of the institutional vision in voting booths, etc.), as well as the development of audio products to be broadcasted in local radio stations.

All of this is without prejudice to the development of pedagogical projects aimed at promoting democratic dialogues, e.g. along the lines of what is happening with the *Voter of the Future* program, as well as the intensification of media education projects, which are very interesting from the standpoint of confronting misinformation and which tend to occupy new spaces, including social networks, technological tools (chatbot), and applications developed by the Electoral Justice, as can be seen in the PPED's strategic plan for Elections 2022.

F) Networking (or synergy and engagement policy).

Andrea Bonime-Blanc considers that the reputation management of a company has a "transversal character", that is, it truly belongs to the company, rather than a single department.[58] In fact, this line of reasoning is supported by several underlying reasons:

> (a) first, because institutional scenarios, whether positive or negative, affect all their members indiscriminately[59].
>
> (b) second, because all parts of the organization can make mistakes or fail resulting in reputational damage;

57 Integrated communication, in summary, "constitutes a sum of communication services provided, synergistically, by one or several units of the organization, bearing in mind, above all, reaching the public and achieving the proposed objectives" (KUNSCH, 2016).

58 *"Gestionar el riesgo reputacional no es responsabilidad de un departamento en particular, a pesar de que tradicionalmente se ha situado en el área global de riesgos o en el de relaciones públicas, comunicación o de asuntos públicos. Se bien estos departamentos continúan siendo fundamentales para gestionar la reputación, la definición y los ejemplos anteriores demuestran que el riesgo reputacional es interdisciplinar y requiere un enfoque interdepartamental" (BONIME-BLANC, 2016).*

"Managing reputational risk is not the responsibility of a single department, despite the fact that it has traditionally been assigned to the global risk area, public relations, communications, or public affairs. While these departments are still important in reputation management, the above definition and examples show that reputational risk is interdisciplinary and requires a cross-departmental approach". *[NT: the translation is mine]*

59 [59] From this point of view, the author argues that the international reputation of a state affects its citizens by association, and that the reputational impact of a particular organization can even affect other sectors. For example, in the banking system when a crisis affects institutions with high projections (BONIME-BLANC, 2016).

c) third, because managing crises requires acting at different levels, including drawing on multidisciplinary knowledge[60] (BONIME- BLANC, 2016).

In this line of thought, the process of strengthening organizational defense in a social context presupposes not only participation in multifunctional tasks, but also a comprehensive awareness of the distribution of responsibilities, including the perception of image risks that interact with the resilience and integrity of the *entire organization*. As a result, she asserts that:

> [...] The more internal programs an organization has to manage its ability to detect and handle potential problems and conflicts in the early stages of identification and control, the more resilient, agile, and effective it will be when it comes to risk. Leaders who encourage problem solving are, by definition, more upright because they are not afraid of bad news and encourage employees to raise issues without fear of retaliation (BONIME-BLANC, 2016, translation made by the author).

Furthermore, given the recognition that reputation is influenced by stakeholder perceptions and attitudes toward the institution, its products, and even its employees, it follows that managing institutional image requires, as an essential step, reviewing the behaviors and protocols of all points of contact. This includes, for example, monitoring complaints, (via social media, ombudsman, etc.) training, and developing solutions to improve service in all aspects of public service.

In this regard, it is a simple matter of acknowledging that negative impressions can have a variety of causes and that it is not simply a matter of trust. It is also an acknowledgement of the importance of the quality of relationships with users, as it is common in the private sector, and even focusing on the realization that poor service generates disapproval in a cascade, in a technological context where "the consumer has power and voice" (LACOMBE, 2009). This is because, as experts explain, poor service delivery experiences are more than ever a breeding ground for critics. (MELO et al, 2018)[61 62].

60 "*Tradicionalmente, la gestión de la reputación ha formado parte del marketing, la imagen, las relaciones públicas y la comunicación, mientras que el riesgo reputacional es un tema muy amplio y profundo que requiere competencias específicas adicionales. Es esencia, todas las personas de una organización – desde un miembro del comité de dirección o el máximo líder, hasta el asistente administrativo y el nuevo empleado – tiene un rol concreto en la gestión del riesgo reputacional y participa, aunque sea mínimamente, en la agenda del riesgo reputacional de la empresa. Al final, cada uno de nosotros somos responsables de cómo gestionamos nuestros proprios riesgos reputacionales" (BONIME-BLANC, 2016).*

"Traditionally, reputation management has been part of marketing, image, public relations, and communication, whereas reputational risk is a broad and deep topic that requires additional specific skills. In essence, everyone in an organization - from executive committee members or chief executive to the administrative assistant and new employee - has a tangible role in the management of reputational risk and participates, even if in a minor way, in the agenda of the company's reputational risk. In the end, each of us are responsible for how we manage our own reputational risks."*[NT: the translation is mine]*

61 Therefore, service companies should be very concerned about customer service and employee training. Companies that manufacture technology products must pay close attention to innovation. The nature of the concerns varies by market and brand and affects every area of the business, whether it is business or touchpoint decisions (BEDENDO, 2019).

62 In this context, it is worth considering that, in addition to financial gains, there are two types of profits: on the one hand, the so-called "good profit" generated by the user who, once satisfied, spreads and influences other users; on the other hand, the "bad profit" associated with dissatisfied users who tend to defame both the institution and the service (MELO et al, 2018). In conjunction with Cass Sustein's (2021) hypothesis about the phenomenon of conformity, it can be assumed that profit is important even for nonprofit institutions in the proposed perspective, because satisfied customers have positive persuasive effects in their social circles, whereas dissatisfied users lead to reputational damage for the same reason.

Considering the importance of the issues raised, Cardoso and Polidoro (2016) believe that the methodology for managing image risks should play an "educational role" revealing the contribution of strategic communication in uncovering the negative impact of image problems.

In this sense, the process in question requires an upfront comprehensive and profound understanding of the distribution of responsibilities, considering the role of each entity in the pursuit of the overall objectives. This awareness, moreover, is founded on the premise that "every behavior has a communicative value" (GUERRERO GARCÍA; MANZANO FERNÁNDEZ, 2015, (no italics in the original), leading to the conclusion that all the activities carried out by the organization have a greater or lesser impact on how it is perceived by society.

In other words, a specific governance model has been advocated in which the central message of the organization guides not only the planning and daily life of all departments, but also the areas of interaction with the public and stakeholders. This is also the argument of Marcos Bedendo (2019) when he states that the consolidation of the institutional identity requires not only a unified language, but also a cohesive and coherent performance that is strongly aligned with the main objectives of the organization.

Therefore, it is necessary to work internally and continuously on the dissemination of guidelines related to the value purpose of the institution, especially so that once engaged, all units understand how the positioning should guide each of their respective actions. In this regard, *endogenous marketing* plays a crucial role.

In this field of action, it is also essential to have a policy of synergy and commitment to place the 28 courts as co-responsible for the reputation of electoral institutions, that is, as active participants in building and strengthening a common positioning. As part of this vision, it is necessary that the Regional Courts not only work within their jurisdictions with fullest commitment to the defense of the agenda presented here, but also align their service and communication policies with TSE's program, at the very least to amplify the information and messages disseminated by the center in their respective territories.

The following table systematizes and specifies the model of networked action, which at both levels (horizontal and vertical),has as common denominators the following guidelines: (i) reaffirmation of the integrity of Brazilian elections; (ii) reaffirmation of the fundamental nature of Electoral Justice (iii) vehement defense of democracy; (iv) massive dissemination of issues related to the security, transparency, and verifiability of the electronic electoral system; and (v) blunt confrontation of misinformation.

Table 7: Networking model

PLAN	DESCRIPTION	OBJECTIVES	EXPECTED BEHAVIORS
Horizontal	TREs[63] Effective engagement	Institutional alignment Cohesion of positioning Building alliances Amplification of speeches (regional scheduling)	Structural support Interviews Events Training Regional replication of TSE's information and publicity materials Regional replication of TSE's information and publicity materials
Vertical	Fully engagement of staff in managing institutional image with the public	Amplification of speeches (local scheduling) Building alliances	Compliance with PPED Regional replication of TSE's information and publicity materials Local replication of alliances with stakeholders Optimization of service

Source: original work by the author.

The TSE, for its part, must develop specific forms of collaboration, as well as internal marketing campaigns (*endomarketing*)[64] and effective incentive policies to facilitate and stimulate Regional Court institutional engagement, with the goal of articulating a networked institutional defense. It should also promote the actual participation of frontline staff to ensure that communication efforts are multiplied and include different modalities covering the information ecosystem in an atomized and comprehensive manner (online and offline universes).

In this sense, the present program foresees, from the beginning, the implementation of *an internal census survey*, regularly updated, with the goal of establishing an engagement diagnosis (motivational climate). Among other things, it examines the extent to which employees adhere to institutional policies (in particular, defending reputation and combating misinformation) and identifies circumstances that increase willingness to take an active role in managing the organization's reputation.

In parallel, the active consortium of Regional Electoral Tribunals (TREs) will be built initially through a series of summit meetings under the motto *alerting* (exposure of the critical scenario, including the risks involved) and *raising awareness* (call to responsibilities related to the democratic appointment of electoral bodies).

63 It should be added that it is not intended to have a uniform monolithic engagement for all TREs. Although the mobilization assumes a "minimum acceptable level of cooperation, "it cannot be denied that strategic imperatives will require more intensive engagement of certain courts, e.g., when the "demographics of distrust" indicate the presence of geographic concentrations.

64 As Rafaela Pinheiro states, nowadays internal communication plays a fundamental role in the context of organizations, since it achieves the integration of all its areas in a joint effort, which is essential for image and positioning management strategies. In her words: In today's society "[...] there is no place for organizations that do not plan their relationships with their stakeholders" and, in this sense, the health of this relationship depends essentially on the compatibility between the company's discourse and its actions, which leads to the fact that organizational values must be understood, internalized and lived by all its employees (PINHEIRO, 2010). In this sense, Bonime-Blanc (2016) states that employee behavior has a strong impact on the organization's reputation, so they should be considered by management as "reputation actors" of paramount importance.

Once the regional bodies have made their commitments, a series of second-level management meetings will follow, with the participation of the directors general, the presidential advisors, the communication advisors, and the focal points for the fight against disinformation, each with their pre-established agendas.

At these meetings, in addition to the agenda on communication orientation, a calendar will be established that foresees the organization of regional dialogues in which AEED will conduct training activities focused on the mobilization perspective (call-to-action caravans), with the specific objective of gathering a large number of volunteers to form a *National Front to Combat Disinformation.*

The framework of expected behavior, both in contact with communication offices (events by region) and in interactions with the Registry Office servers (events by state) will be presented with the help of comprehensive *playbooks*[65] with varying levels of engagement[66] specially designed for this purpose.

5. GOALS AND PROGRESS MARKERS

As Cardoso and Polidoro (2016) report, so far, there are no specific metrics to objectively measure the benefits associated with eliminating image risk or improving institutional approval rates. In this context, evaluations tend to be based on procedures used in long-term analyzes, which are appropriately adjusted.

It is also important to mention that in the field of advertising there is no guarantee that the chosen strategies will work perfectly, especially in a short period of time, because social communication faces obstacles such as ideological filters and the recipients' biases. In this regard,

> Taking responsibility for achieving these results is like guaranteeing that a specific team will win the soccer championship. It may have the best players and the best coaches, but it is impossible to control what the opponent will do on the field. That is why ready-made marketing formulas are so inefficient and cause companies not to believe the promises they hear.
>
> When dealing with people, there are no undisputed procedures. Machines are predictable; people are unpredictable and uncertain (LIPPERT, 2021).

So, there is nothing left to do but "implement processes, create solutions, analyze the numbers, and design improvements that will help increase the chances of success" (LIPPERT, 2021). Persistence is the real key to success at this speed, provided, of course, that it is accompanied by appropriate analysis and follow-up.

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65 According to Dener Lippert (2021), *playbooks* are implementation models, i.e., "game plans that work as a guide for implementing different types of projects" and that aim not only to optimize and facilitate the routing of actions, but also to "establish a certain standard of quality that must be followed by all collaborators.

66 A phased build has proven to be strategic, mainly because of the greater ability to achieve a certain level of engagement. In fact, it is not possible to demand the same compliance strength from all collaborators and all units due to structural deficiencies or even personal characteristics of individual employees. In this context, it is necessary, for example, to create alternatives for those employees who do not feel comfortable delivering courses or giving lectures, and to find solutions to support the communication offices that lack this *expertise*, at the level of organizational marketing.

The process of institutional reputation management, from this point of view, appears to be an ongoing effort that is constantly subject to an assessment of its effectiveness, to identify successes and failures that determine the direction of new steps or actions. What should be said, which channels are appropriate, and which target groups are prioritized are key questions that need to be reviewed regularly. Realignments are natural and to some extent expected, given the successive changes in context.

In any case, the control process is multi-annual and requires the definition of parameters and tools for its application[67]. According to Margarida Kunsch, these parameters are "indicators that allow measuring and assessing the actions in relation to the established objectives ", and the actions resulting from the control can be, strictly speaking, *reactive*, when they aim to correct the deviations detected, and *proactive*, when they try to prevent deviations from occurring (KUNSCH, 2016). From our point of view, they can also be *reinforcing* in contexts where progress markers indicate success.

Given the actions described above which, of course, represent the initial stage of a program that will be expanded in subsequent cycles, it is observed, in general lines, that pursuing the following goals contribute directly or indirectly to achieve the corresponding general objectives, as shown in the table below.

Table 8: Goals and progress markers

GOAL	PROGRESS MARKER
Goal 1: Reduce electoral institution rejection rates in internal and external surveys designed to measure public trust indices	Comparative Analysis (historical series)
Goal 2: Increase public trust regarding the safety and reliability of the electronic voting process.	Comparative Analysis (historical series)
Goal 3: Strengthen awareness of the relevance of electoral institutions.	Comparative Analysis (historical series)
Goal 4: Generate data for communication.	Quantitative analysis (number of surveys and analysis reports) Qualitative analysis (type and scope of the surveys and analysis)

67 It should be noted that the methodologies for measuring performance, in the context of the TSE risk management policy, are referenced in art. 10 of Ordinance-TSE No. 784/2017, which reads as follows:

Art. 10. The guidelines for Risk Management are:

I - be dynamic and formalized through methodologies, norms, manuals and procedures;

II - the methodologies and tools implemented must make it possible to obtain useful information for decision making in order to achieve institutional objectives and to manage and maintain risk within standards defined by the Risk Management Commission;

III - Risk management performance must be measured through continuous activities, independent evaluations, or a combination of the two.

IV - Continuous training of public agents who hold office, function, or job in TSE, in Risk Management, must be developed through educational solutions at all levels.

V - the development and implementation of management control activities that consider the evaluation of internal and external changes, and contribute to the identification and evaluation of vulnerabilities that impact institutional objectives; and

VI - the implementation of internal control procedures that are proportional to the risks, based on the cost-benefit ratio and focused on adding value to the institution.

GOAL	PROGRESS MARKER
Goal 5: TREs commitment to networked reputation management	Quantitative analysis (number of adherents) Qualitative analysis (intensity of adherence)
Goal 6: Motivate the body of servers (increase satisfaction rates, sense of pride and belonging).	Comparative analysis (historical series)
Goal 7: Train functional body to manage institutional reputation	Quantitative analysis (number of events) Qualitative analysis (nature of the events)
Goal 8: Mobilize the functional body for integral, comprehensive management of all points of contact with the public.	Comparative analysis (historical series)
Goal 9: Strengthen and expand partnerships with stakeholders.	Quantitative analysis (number of actions and partnerships signed)
Goal 10: Strengthen institutional positioning through stakeholder actions.	Quantitative analysis (number of public manifestations in favor of institutional agendas) Qualitative analysis (type of actions carried out[68])

Source: original work by the author

Monitoring of progress under this program will be presented in the form of sub- management reports. They will be periodically submitted to the Secretary - General of the Presidency, without prejudice to the submission of an *annual report on actions and results* to be submitted after the closing of each fiscal year.

6. FINAL CONSIDERATIONS

Bonime-Blanc (2016) identifies four factors that explain why reputation risk management has become such a key strategic lever in today's corporate context. First, the scientific work on the real value of intangible equity, which encompasses the brand concept. Second, the prevalence and increased visibility of high-impact scandals with great consequences. Third, the increased awareness and impact on non-financial issues such as environmental, social, and governance issues. Finally, technology-related changes in information transparency, availability, velocity, and quantity.

In the special case of electoral institutions, the introduction of a reputation risk management program makes more sense not only due to the associated political consequences (the potential for institutional breakdown and violent processes), but also because of the circumstances related to the expansive trend of institutional attacks through misinformation.

[68] An example of a qualitative analysis of partnerships is the diagnosis of the cooperation profile of PPED's partner institutions. In this sense, the signing of the Term of Adhesion does not necessarily imply the existence of active and specific cooperation, which depends on negotiations related to the formalization of Memoranda of Understanding.

In general, reputational risk management and its effectiveness ultimately depend largely on the institutional organization itself, e.g., how developed it is, its historical evolution, expertise, geographical presence, the field of activity, etc. (BONIME-BLANC, 2016). The success of such programs largely depends on the degree of assimilation and experience, i.e., how rooted is the perception of reputation management as an institutional practice of utmost importance.

Ultimately, changing the distrustful image that characterizes electoral institutions depends not only on a management decision, but above all on a mobilization policy that, over time, leads to a general behavior of all electoral courts as well as their respective staff. Likewise, it depends on the continuous improvement of the forms of relationship with the public, through the most diverse forms of institutional communication.

Having said this, it should be pointed out that this program is not a categorical or definitive solution to the organizational image problems, but just one of many ways of reflecting the dilemma. It therefore stands out as the first alternative for changing circumstances and should be considered as a set of guidelines that can be fully adapted, either in the face of intrinsic weaknesses discovered at some point, or due to significant changes in the context, or due to new management policies.

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