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## Entrepreneurship Education Guidelines in the Public Sector: The perspective of government schools

### ABSTRACT

**Objective:** In the evolution process of Public Administration, the Government Schools have a preponderant role in reinventing the skills of civil servants who will have to deal with the transversal theme of entrepreneurship. Thus, this study aims to analyze the extent to which the Government Schools investigated potential guidelines for entrepreneurship education in the public sector.

**Method:** An empirical qualitative-exploratory study was carried out, involving the multiple case study method, with three renowned Brazilian Government Schools of the executive branch at the three federative levels as the locus. In-depth interviews, guided by script, recorded, and transcribed, were carried out with the strategic representatives of these institutions, generating a corpus of textual analysis treated by the IRAMUTEQ software with the appropriate content analysis.

**Results:** Developing entrepreneurship education guidelines in the public sector based on context constructs (macro, meso and micro); in the profile of the civil servant (student); entrepreneurial education; in the legal and regulatory framework; the adequacy of the infrastructure and the competence of the facilitator (teacher).

**Originality / Relevance:** Analogously to a mix of educational planning instruments, there is a possibility to systematize educative training actions there are capable of favoring specific entrepreneurial andragogy for public employees.

**Theoretical / Methodological Contributions:** Importance of demystifying the theme of entrepreneurship in the public sector, as well as observance of the role of Government Schools in the staff of modern and effective public management.

**Social / Managerial Contributions:** Greater guarantees for generating public value through intrapreneurship that would signify the intra-organizational processes of government bodies.

**Keywords:** Government Schools; Public Sector Entrepreneurship; Intrapreneurship; Entrepreneurship Education; Software Iramuteq.

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## 1 INTRODUCTION

In times of artificial intelligence, overwhelming crises, whether economic, phytosanitary, and / or institutional-political, public organizations increasingly deal with varied and complex problems, in addition to multiple social demands (Sucupira, Saab, Demo, & Bermejo, 2019). In this scenario, providing excellent public services leads to reflection on the modeling of service provision of the public actor (Mattson & Anderson, 2019) as well as the morale of the civil servant (Gomes, Consoni & Lapolli, 2015). Thus, it is observed that governments are trying to create public value through emerging, disruptive, and intelligent technologies and strategies (Sudirman, Siswanto, Monang, & Aisha, 2019).

Hence, the development of essential skills for innovation in the public sector becomes a priority (Organization for Economic Cooperation and Development [OECD], 2017). Innovation is a process that requires individuals and organizations with capacities “to allow the identification and implementation of ideas, systematized for the context of their application, serving as solutions to problems that imply better performance in terms of efficiency, effectiveness and value of the public sector’s results for society” (Emmendoerfer, 2019, p.1).

In the meantime, Arnold (2019) invests in training employees in entrepreneurship to deal with rigid budgets, political scrutiny, and the constant search for better alternatives to carry out tasks in public organizations. It involves the public agent internalizing a spirit of innovation, the conversion of problems into opportunities, and the risk-taking in an environment of constant uncertainties without stagnating in a comfort zone (Ramsey, Smith, Martin, & Gibb, 2011).

In reality, it is sensible for the civil servant to become an intrapreneur because he/she is already part of established organizations. In this case, it is reinforced that people are the foundation of institutions and must conceive and refine creative ideas, in addition to implementing innovative solutions to maximize the organizational mission (Prieto, Phipps, & Kungu, 2020). In this way, to promote greater governmental capacity, Government Schools were created, with a focus on the qualification of civil servants of various entities and powers (Ranzini & Bryan, 2017). These are seen as a place for education, research and discourse development in the sciences that involve public management and public policies in an effort to identify, prioritize and solve public problems (Abdolhosseinzadeh & Abdolhamid (2020). They can actively participate in the proposals of reinventing an entrepreneurial government.

One of the foundations of Government Schools is the continuing education of civil servants with entrepreneurship as a vehicle for development and social change credited to entrepreneurship education (Grewe & Brahn, 2020). That is, in educational institutions of all kinds, this phenomenon must play an increasingly important role, linking policies, business, education and science. In other words, it is about the generation of a pedagogy, or rather, andragogy (focus on adults) for the dissemination of entrepreneurial skills. In this sense, Entrepreneurship Education – EpE is one of the main conducts in the formation of the quality of human capital, productive work, and full employment (Puni, Anlesinya, & Korsorku, 2019).

Therefore, based on the assumption that public servants need to reinvigorate and complement their job skills and that Government Schools have a great deal to contribute to this process in the area of entrepreneurship, the proposal for this study emerges. The basic question would be: *how do Government Schools perceive and suggest possible education guidelines for entrepreneurship in the public sector?* Hence, the main objective of this paper is to analyze to

what extent the investigated Government Schools propose potential guidelines for Entrepreneurship Education in the Public Sector – EEPS.

## **2 THEORETICAL FOUNDATION - ENTREPRENEURSHIP AND GOVERNMENT SCHOOLS**

Without adhering to the preliminaries of historical context, genesis, evolution, theories, typologies, and other secondary details here, it is known that entrepreneurship terminology is complex, diffuse, tautological and polysemic (Leyden & Link, 2015). Therefore, it is important to highlight the assertion with the general concept and minimal marketing of the Brazilian Micro and Small Business Support Service (SEBRAE, 2019, p.1): “Entrepreneurship is the ability that a person has to identify problems and opportunities, develop solutions and invest resources in creating something positive for society”. It impacts people's daily lives in terms of change management, business creation or project development.

The concept of entrepreneurship is based on several constructs: innovation (Schumpeter, 2003), opportunity (Kirzner, 2009); risk (Krueger, 2003), uncertainty (Knight, 1921) and action (Leyden & Link, 2015). Disruptive innovation, with Schumpeterian logic, associated with invention and problem solving to create public value (Saegebrecht, John, Schmiedgen, & Noenning, 2019) is well-regarded, in addition to incremental innovation. Subsequently, adding to the uncertainty determinant, which is related to threatening scenarios and unknown results, there are implications that entrepreneurship needs to be understood as a dynamic functional concept, rather than static or descriptive (Arnold, 2019).

It can be noted that the notion of entrepreneurship poses specific challenges for public administration, because handling this theme, in any organizational context, requires non-routine or creative behavior. To improve efficiency, entrepreneurship should find fertile ground for innovation in the public sector, as there is nothing in the public sector that makes it less innovative than the private sector (Mazzucato, 2014).

Therefore, ESP is a variant of the more general notion of entrepreneurship that, like its private sector counterpart, seeks to identify and explore opportunities with engagement in an innovation process (Leyden & Link, 2015). These authors also make a distinction between Entrepreneurship in the direct and indirect Public Sector. Entrepreneurship in the direct public sector concerns to someone who provides collective benefits for political profit and operates through government spending and service mechanisms. Entrepreneurship in the indirect Public Sector refers to those public agents who promote changes in the private sector's market environment to induce desirable behavior on the part of private sector entrepreneurs.

This entrepreneurship in the direct public sector refers to the notion of intrapreneurship and drives organizational success in four dimensions (Deprez, Leroy, & Euwema, 2018): 1) taking risks in new businesses; 2) innovation; 3) self-renewal; and 4) proactivity. Both dimensions of innovation and self-renewal are fundamental for contemporary public organizations. Self-renewal reflects the transformation of organizations through the renewal of important ideas on which they were built (Prieto, Phipps, & Kungu, 2020). This has strategic implications for managing change in institutions and includes reorganizing and introducing changes for innovation across the system.

Therefore, it is important to strengthen a culture of intrapreneurship through benchmarking to promote greater employee creativity (Prieto et al., 2020). This will generate greater benefits and resourcefulness in the organizations that employ them since

intrapreneurship and knowledge sharing are important skills of employees (Alam, Kousar, Shabbir, & Kaleem, 2020).

The expansion of intrapreneurship and its reach in public organizations is noted as well. Promoting a structure for entrepreneurship in the public sector is a challenge, but it is seen as a condition for creating public value and favoring the well-being of the citizen (Srivastava, Sultan, & Chashti, 2017).

Thus, in the present study, the proposal for public sector corporate entrepreneurship (intrapreneurship) is considered (Kearney, Hisrich, & Roche, 2008). It allows measuring the effectiveness of corporate entrepreneurship in terms of organizational performance. Corporate entrepreneurship is incorporated into the analysis preceded by certain internal vectors of public sector organizations (structure / formalization, decision-making / control, rewards / motivation, culture, risk-taking and proactivity), as well as the external environment (political, complexity, munificence, and change).

Specifically, at the internal level, deficiencies in employee training, pedagogy and organizational culture can be minimized through the effective engagement of knowledge sharing (Alam, Kousar, Shabbir, & Kaleem, 2020). This refers to cognitive processes of teaching and learning and, therefore, leads to entrepreneurship education.

One of the meanings of education refers to the process of developing the physical, intellectual, and moral capacity of children and human beings in general, aiming at their better individual and social integration. It is known that education is the mainstay of sustaining the skills of any citizen, generating community contributions, and strengthening an entrepreneurial society. Thus, entrepreneurship education is defined as the dynamic and social process where individuals identify opportunities to innovate and transform their ideas into practical activities in the social, cultural or economic contexts (Comissão Europeia, 2006).

Entrepreneurship education is the transfer of knowledge for the creation and management of productive activities, aiming to awaken students to the necessary interest for the development of enterprises (Puni et al., 2019). Therefore, it is possible to understand the importance of nurturing critical skills and positive attitudes towards work. This inspires entrepreneurial self-efficacy and leads to an increase in the level and content of individuals' aspirations, goals, and personal decisions. It gives advantages to the public organization: strengthening the entrepreneurial culture (boosting economic development and the progress of a nation); increasing entrepreneurial intent (greater guarantee that projects will start and be implemented); fostering critical skills and positive attitudes towards work (willingness and motivation to work); inspiring entrepreneurial self-efficacy (energizing psychological factors); increasing the level and content of personal aspirations (self-realization); and improving the power of interpersonal relationships.

The pace of exponential growth in entrepreneurship education at the global level is related to the fact that governments regard it as a “sort of salvation” to neutralize economic recessions (Hägg & Schölin, 2018) within the following perspectives: 1) Creation of courses and programs that aim to generate learning about entrepreneurship; 2) Focus on learning for or in entrepreneurship; 3) Creating learning through entrepreneurship. This second perspective is the one that is relevant because it concerns learning for or in entrepreneurship as students prepare for the role of the entrepreneur (Hägg & Schölin, 2018). It has the support of an active pedagogy that is more attentive to the entrepreneurial process.

Thus, entrepreneurship education is a pedagogical process, as Paula Neto, Emmendoerfer e Azevedo (2018) point out, and above all, it is andragogical (Forrest & Peterson, 2006), which aims at the training, qualification, and capacity of individuals who want to make things happen. Hence, the opportunity for self-employment, the development of

one's own business and / or an increase in productive activities, with an emphasis on innovation, focusing on a certain end activity.

Here is a caveat: entrepreneurship education, differs from entrepreneurial education. The first includes the second, the latter focusing on middle activity, seeking to revolutionize or transform traditional teaching and learning methods, techniques, tools, and models in any area of knowledge (Paula Neto, Emmendoerfer, & Azevedo, 2018). These authors, through a meta-study, present the main determinants that must be observed in any programmatic projection on entrepreneurship education, among them: courses and programs, infrastructure, publications, economic situation, teachers, students, governments, educational institutions, socio-cultural aspects, business environment, partnerships and teaching methods (whether traditional or experiential).

In short, entrepreneurship education deals with the development of entrepreneurial behaviors, which result from the improvement of an entrepreneurial mindset or ability (Wraae & Walmsley, 2019). It is not just a question of preparing future entrepreneurs for business creation, but that of making it possible for those interested to assimilate skills, capacities and sharpen talents to meet the demands of the knowledge era.

Thus, based on the assumption that entrepreneurial virtues are not innate conditions of individuals, but are the result of a learning process, it is necessary to introduce the role of educational institutions into the debate, notably the Government Schools - GS. Its purpose is to reconcile training and education of public agents, the latter being the highest priority (Soares, 2015). In other words, the Government Schools must have a strong bias in enabling civil servants with a critical conscience, with the duty to induce and propose public policies, to control, intervene and regulate the State, to monitor and arbitrate the relations between politicians and governments. The notion of a Government School is much greater than merely training employees to provide the public executive. It is a center at the graduate level of a technopolitical character in the formation of citizens. This means that the individual starts to have a holistic view of the problems that are generated when an economic decision is made due to a political cost. The cost-benefit ratio of economic, ecological or security issues must also be carefully assessed when a political decision is made.

### 3 METHODOLOGY

The methodological rigor proposed here was based on a qualitative-exploratory research model with an emphasis on the study of multiple cases (Moser & Korstjens, 2017). This is the on-site institutional survey of three important Brazilian Public Administration staff organizations selected for institutional notoriety, or rather extreme cases (Moser & Korstjens, 2018) and representative of the problem in focus from July to September 2019. This is the case of the National School of Public Administration - NSPA of Brasília-DF (within the scope of the federal executive); the João Pinheiro Foundation - JPF of Minas Gerais (state executive); and the Municipal Institute of Public Administration - MIPA in the city of Curitiba-PR (municipal executive).

The choice of these three cases was inspired by Yin (2015) regarding the study of school innovations in which individual institutions have the possibility to adopt a specific innovation. Covering three organizations, this research characterizes a multiple case project that follows the logic of replication and not necessarily comparison (Yin, 2015). The proposal was to gather evidence to find out how each institution is unique and exclusive in terms of entrepreneurship education, or how they interpret this possibility. The evidence collected

provided the triangulation of data involving semi-structured interviews, document examination and the direct observation technique.

In this way, 19 public agents from these top Government Schools were selected for an in-depth interview (face-to-face). They were chosen at first by the literature review and by the appointment of professors from these institutions. Once the first contact with the coordinators of these schools was established, the choice of subjects by typicality and the snowball effect followed (Moser & Korstjens, 2017). A script was used, with specific questions about the respective organizations around entrepreneurship education, in an average time of 45 minutes, which provided a large volume of recorded and transcribed qualitative data (Souza, Wall, Thuler, Lowen, & Peres, 2018).

The next step was to carry out the content analysis with the support of the IRAMUTEQ software (Souza et al. 2018), whose platforms and generated outcomes were interpreted to idealize EpEPS guidelines. The main analysis employed was the so-called Descending Hierarchical Classification (DHC).

## 4 RESULTS

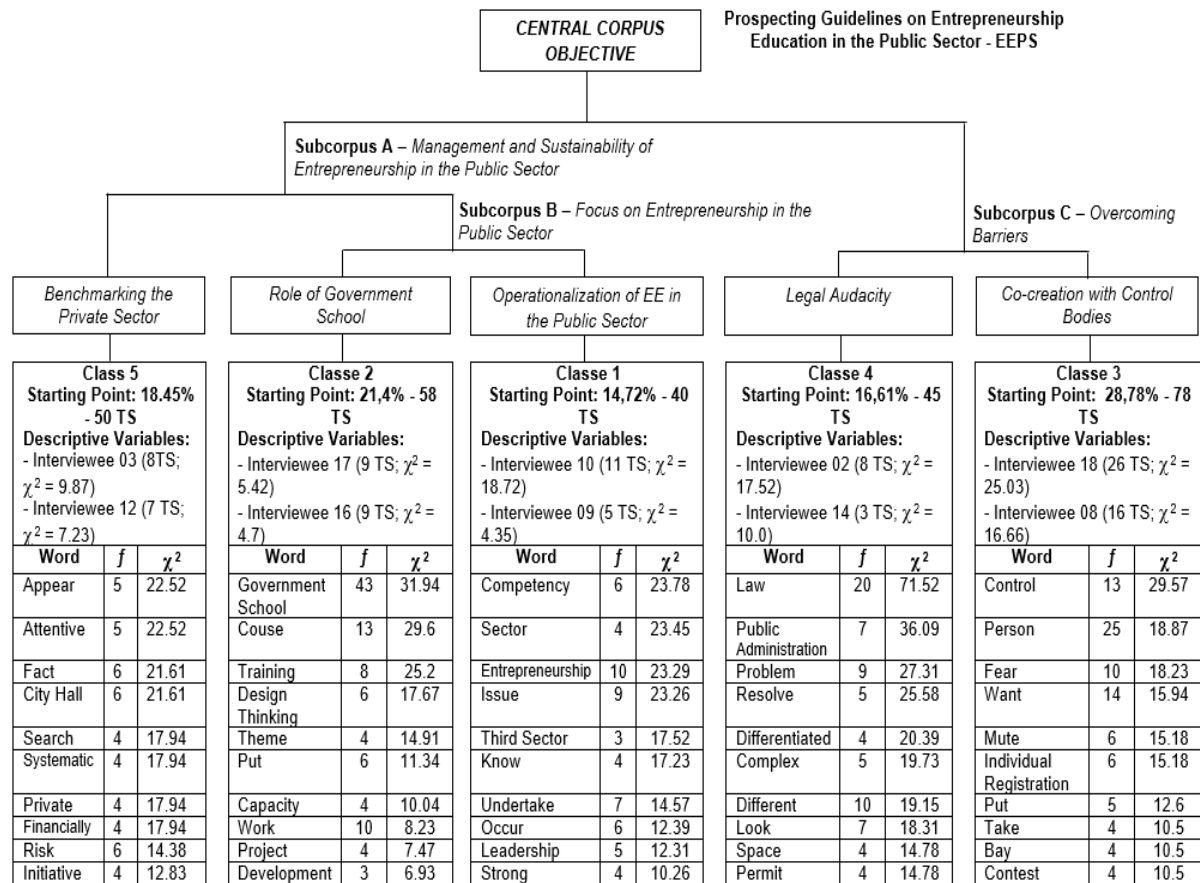
### 4.1 Insights from Entrepreneurship Education in the Public Sector

The qualitative database from the responses of the representatives of the Government Schools visited on site generated a textual corpus capable of content analysis and manipulation through the IRAMUTEQ software (Souza et al., 2018). IRAMUTEQ is an interface for text analysis that uses the R programming language as a base. Its operations method portfolio allows the identification of the textual material product properties, which reflects the thinking of the subjects who provided the information that produced the text. With this, it is possible to capture the meanings of these thoughts and interpret them in the lexical contexts of the text segments.

Through one of the tools of IRAMUTEQ, called Descending Hierarchical Classification (DHC), it is possible to understand the correlation between the text segments and their respective vocabularies, which allows the formation of a hierarchical scheme of vocabulary classes. Thus, the DHC facilitates the understanding of group speeches / ideas, as well as inferences about the content of the corpus and naming classes from themes that converge to a common denominator. In this way, it is feasible to detect convergent and / or divergent currents of thought about a certain phenomenon, such as, a typical andragogy of entrepreneurship in the public sector.

DHC discriminated against 19 texts (which correspond to the return of responses from the 19 interviewees), segregated into 305 text segments - TS. Of these TS, 271 segments were considered for analysis with a significant use of 88.85%. There are also 10,613 occurrences (words, forms, or vocabulary), 2,011 being different words and 1,188 appearing only once (Hapax, frequency equal to 1).

Then, the content analyzed was categorized into five classes: Class 1, with 40 TS (14.72%); Class 2, with 58 TS (21.4%); Class 3, with 78 TS (28.78%); Class 4, with 45 TS (16.61%) and Class 5, with 50 TS (18.45%). Figure 1 below represents the configuration of these classes arranged in an organization chart that details the list of words of each class from the chi-square test ( $\chi^2$ ), where the terms spoken by the respondents appear (the similar ones and the different evocations between classes). This test reveals the associative strength between words and their respective class (Souza et al., 2018, p. 3).



**Figure 1.** Organization chart with the layout of classes with vectors suggestive of EEPS guidelines

It is noteworthy that these five classes are divided into three branches (A, B and C) of the total corpus under analysis hereinafter called subcorpus and named according to interpretations of common denominators of the set of arranged TS. The relationship between the words themselves interfered in this process as well. Therefore, the subcorpus A is on the center-left, entitled “Management and sustainability of Entrepreneurship in the Public Sector - ESP”, which is composed of both class 5 (“Benchmarking of the private sector”) and subcorpus B (“Focus on ESP”).

Class 5 mentions attention to successful private sector strategies that can inspire the public sector. An example of the novelties that arise from the private sector is the need for a systemic view. Moreover, there is the issue of investment and the risks incurred in the development of certain activities related to innovation and entrepreneurship. In turn, subcorpus B is divided into two axes: class 2 (“Role of Government Schools”) and class 1 (“Operationalization of Entrepreneurship Education in the Public Sector - EEPS”).

Clearly, in class 2, the Government Schools must take the lead in the irradiation of entrepreneurship. The means are different to the mission of these institutions for this purpose. Whether through courses, projects, specific training strategies, they have a natural ability to promote the development of entrepreneurial skills in civil servants, giving them the advantages of this theme. As for class 1, the statements concern how to make things happen. It is the Government Schools themselves that internalize entrepreneurship, in addition to discussing it. It is necessary that the practice goes to the discourse, or vice versa. They are innate multipliers.

On the center-right of the organization chart, there is the axis of subcorpus C, providentially entitled “Overcoming Barriers” as it encompasses both class 4 (“Legal Audacity”) and class 3 (“Co-creation with the Organs of control”). There are two classes of fear and aversion for potential entrepreneurial civil servants. However, the class 4 demonstrations gave rise to numerous possibilities on how to deal with the legal framework so that the bureaucratic and regulatory inflexibility of the public sector can be overcome. At the same time, class 3 leads us to believe that instead of opposing the control instances and inspection bodies, the strategy is to propose a joint effort so that many measures can be taken quickly in favor of society. Further details of the results follow.

#### **4.2 Operationalization of Entrepreneurship Education in the Public Sector - EpEPS - Class 1**

It comprises 14.72% (f = 40 TS) of the global analysis corpus for the purposes of proposing the guidelines. It consists of words and radicals of impact in the interval between  $\chi^2 = 23.78$  (Competence) and  $\chi^2 = 10.26$  (Strong). This class adds important nouns such as “Entrepreneurship” ( $\chi^2 = 23.29$ ); “Third Sector” ( $\chi^2 = 17.52$ ); and “Leadership” ( $\chi^2 = 12.31$ ). The testimonies of interviewees 10 ( $\chi^2 = 18.72$ ); and 09 ( $\chi^2 = 4.35$ ) were significant here.

The analysis of data from this class leads to reflection on some factors capable of building an education project for entrepreneurship in the public sector. Some of them: leadership capacity of the avant-garde actors who believe in the proposal; development of interpersonal skills; network articulation. The introspection of entrepreneurship in the Government Schools themselves is necessary, as they must set an example and show they are already engaged and serve as mirrors. It may also be a matter of adjusting the nomenclature, since much of what has been done in terms of innovation, is on the topic of (intra) entrepreneurship.

#### **4.3 The role of Government School - Class 2**

It comprises 21.4% (f = 58 TS) of the global analysis corpus for the purposes of proposing the guidelines. Consisting of words and radicals of impact in the interval between  $\chi^2 = 31.94$  (Government Schools) and  $\chi^2 = 6.93$  (Development). This class adds important nouns such as "Course" ( $\chi^2 = 29.6$ ); “Training” ( $\chi^2 = 25.2$ ); and “Capacity” ( $\chi^2 = 10.04$ ). The testimonies of interviewees 17 ( $\chi^2 = 5.42$ ); and 16 ( $\chi^2 = 4.7$ ) were noteworthy in this class.

This class suggests extra attention to the target public of the Government Schools, the civil servant in the field, who is going to be instructed in entrepreneurship. The effectiveness of design thinking workshops, innovation laboratories and other active methodologies would be inspirational alternatives, encouraging the adhesion of civil servants.

#### **4.4 Co-creation with Control Bodies - Class 3**

It comprises 28.78% (f = 78 TS) of the global analysis corpus for the purposes of proposing the guidelines. Consisting of words and radicals of impact in the interval between  $\chi^2 = 29.57$  (Control) and  $\chi^2 = 10.5$  (Public Tender). This class adds important nouns like "Fear" ( $\chi^2 = 18.23$ ); "Individual Registration" ( $\chi^2 = 15.18$ ); and “Person” ( $\chi^2 = 18.87$ ). The testimonies of the interviewees 18 ( $\chi^2 = 25.03$ ); and 08 ( $\chi^2 = 16.66$ ) were remarkable in this class.

Perhaps this class is the “icing on the cake” in terms of creating entrepreneurship education in the public sector. Here, it is essential to understand the role of the civil servant in



the community as a collaborator in the generation of public well-being. It is not the individualized notion of the citizen who wants to become a celebrity, undertaking in the private sector, in search of wealth or financial rewards. The focus here is on the mutual assistance process and the recognition of the informal organization, even in the case of bureaucratic offices. The approach should be sought with other bodies, above all, with the consent of the control and inspection bodies themselves, so that the civil servant can move forward without privileging his/her own ambitions.

#### 4.5 Legal audacity - Class 4

It comprises 16.61% (f = 45 TS) of the global analysis corpus for the purposes of proposing guidelines. Consisting of words and radicals of impact in the interval between  $\chi^2 = 71.52$  (Law) and  $\chi^2 = 14.78$  (Allow). This class adds important nouns such as "Public Administration" ( $\chi^2 = 36.09$ ); "Problem" ( $\chi^2 = 27.31$ ); and "Space" ( $\chi^2 = 14.78$ ). In this class, the testimonies of the interviewees 02 ( $\chi^2 = 17.52$ ); and 14 ( $\chi^2 = 10.0$ ) stand out.

Legal audacity means an additional effort to understand and interpret the laws, rules, legal frameworks, decrees, and other regulations that hamper the work of the civil servant and delay entrepreneurial initiatives. Some of the interviewees' testimonies about the "maneuvers" that can be carried out were striking in terms of the legislation to be confronted and transformed from a restrictive force to a driving force of intrapreneurship.

#### 4.6 Benchmarking the Private Sector - Class 5

It comprises 18.45% (f = 50 TS) of the global analysis corpus for the purposes of proposing the guidelines. Consisting of words and radicals of impact in the interval between  $\chi^2 = 22.52$  (Appear) and  $\chi^2 = 12.83$  (Initiative). This class adds important adjectives, nouns, and verbs such as "Attentive" ( $\chi^2 = 22.52$ ); "Fact" ( $\chi^2 = 21.61$ ); and "Search" ( $\chi^2 = 17.94$ ), respectively. The testimonies of interviewees 03 ( $\chi^2 = 9.87$ ); and 12 ( $\chi^2 = 7.23$ ) were remarkable in this class.

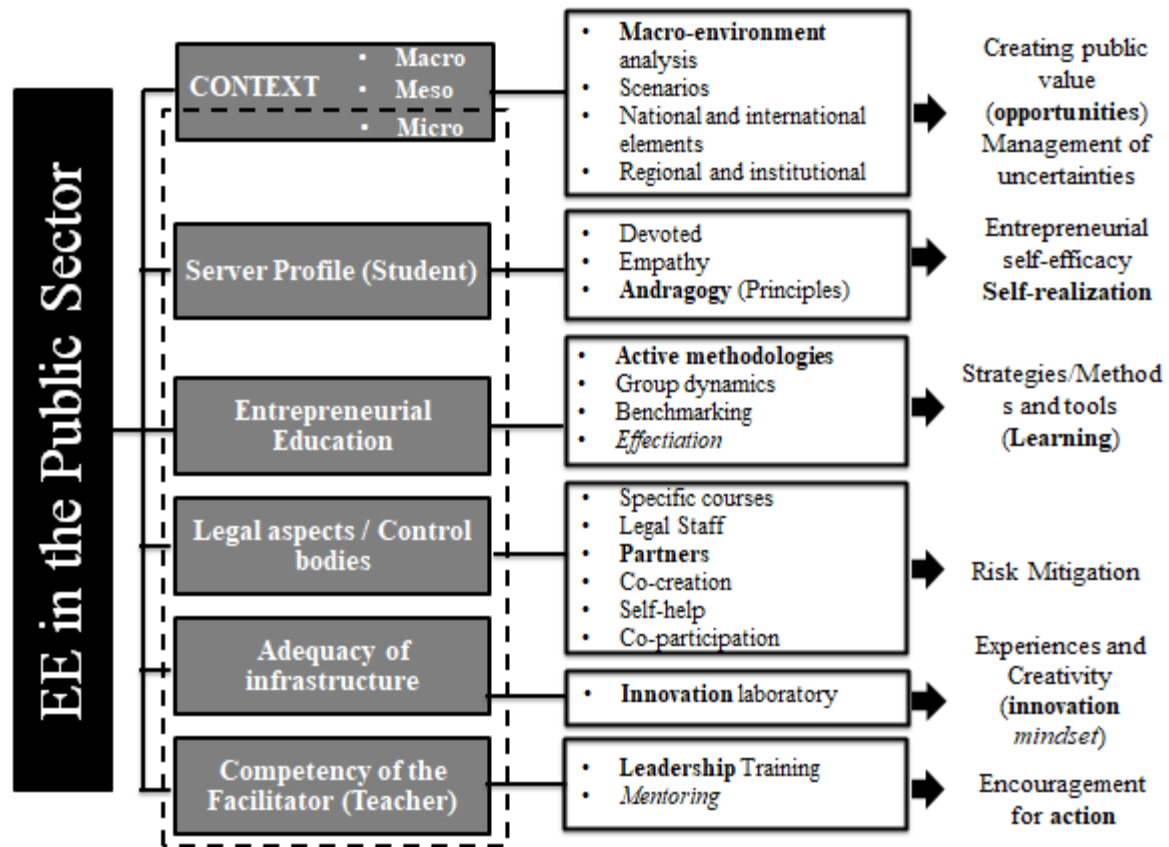
Learning from successful private sector initiatives is interesting for several reasons, two of which are highlighted here. First, there is a more precise notion of the relationship between costs versus benefits in investments and financing for entrepreneurship education in the public sector. Second, this approach contributes to demystifying the application of entrepreneurship in the public sector, a theme that still generates aversion in many. Finally, other analyses, in addition to DHC, can be considered as an increased consolidation of some perceptions about entrepreneurship education in the public sector.

## 5 ANALYSIS AND DISCUSSION

### 5.1 The Presentation of Entrepreneurship Education Guidelines in the Public Sector

In comparison with the business plan of the private sector that drives entrepreneurship of individuals (Watson & McGowan, 2019), a similar device is practically nonexistent in the public sector at present. However, the data of this research leads to the belief that the Government Schools gather many providential insights to increase Entrepreneurship in the Public Sector without disqualifying the public and social ethos of government bodies. It would be a process analogous to the creation and implementation of an Institutional Development Plan (IDP), which is the typification of strategic planning to guide higher

education institutions (HEIs) (Guedes & Scherer, 2015). Therefore, as provided in section 4, the phenomenological interpretation of the content analysis of the discourses and outcomes of IRAMUTEQ, based on the predominance of some factors and variables in the interviewees' mindset, encourages the proposal of entrepreneurship education guidelines in the public sector, as projected in Figure 2 below.



**Figure 2.** Entrepreneurship Education Guidelines in the Public Sector (EEPS)

In fact, the proposal would apply these guidelines as a structural framework capable of providing a starting point for the process in order to function in practice and enforce an andragogy for the civil servant to perform in the office where he works. Incremental improvements in these guidelines will most likely be necessary, as well as the legitimation among research peers. However, a protocol of training actions for entrepreneurship education is projected.

The first step would be to admit a paradigm shift and the need to incorporate entrepreneurial expertise into the staff of civil servants. So far, there is no formal model on how to carry out entrepreneurship in the public sector, although the OECD (2017) warns of the imperatives of new skills for civil servants. In a way, the surveyed Government Schools are attentive to this appeal and invest in training programs for innovation and leadership, extrapolating the very conception of these terms, thus, defining a pseudo cognitive entrepreneurship. Nonetheless, this process should be further intensified in the positioning of Entrepreneurship in the Public Sector.

The next step is to analyze the context, especially the external one, which affects the design and practice of entrepreneurship education, shaping understanding and influencing learning (Thomassen, Middleton, Ramsgaard, Neergaard, & Warren, 2019). These authors divide the context into three levels of sociological phenomena: the macro, the meso and the

micro. At the macro level, attention is given to elements of the national and international context. At the meso level, specific regional and university contextual elements are observed, while the micro level represents individual and small group levels, in addition to capturing more specific aspects of the program.

One of the indicators in the micro level context is the profile of the civil servant as a student, observing the importance of a selection process of those best equipped to undertake the position in the public sector initially. Even in the private sector, it is necessary to screen and select individuals interested and prone to entrepreneurship for a more effective educational process. In principle, it cannot be different in the public sector. By filtering the most dedicated civil servants who, once trained through vicarious experience (Mendes, 2011), could inspire the other civil servants. The adequate profile of the public employees to engage in a process of entrepreneurship education in the public sector pervades the issue of aptitude for andragogy (Forrest & Peterson, 2006), which places the students as the protagonists of their own learning, and empathy. It is necessary to teach the public servants to put themselves in the citizen's shoes to improve service and create greater public value, which can be taught.

Another striking indicator is entrepreneurial education (Pham, 2018), which differs from entrepreneurship education (Watson & McGowan, 2019). The latter is related to the activity of training entrepreneurs. The first is a “middle activity” and refers to a strategy of reframing teaching and learning methods and techniques in search for better results in the apprehension and socialization of knowledge. It means reformulating traditional lectures and dialogues, projecting the students as the protagonists of their own learning, mastering new information technologies in pedagogical terms, and reorienting the teacher's functions and role in this process. It is mainly about incorporating active methodologies and creating different and varied cognitive environments for generating and retaining intellectual knowledge. Entrepreneurial, here, is a way to describe education as applicable in all areas of knowledge, such as public management.

Another indicator would be the attention to legal aspects indicating the need for the civil servant to “have the right attitude and be articulate”. This would be the safeguard for the civil servants who fear the judicialization of their probable intrapreneurship initiatives in public organizations. The OECD (2017) discusses insurgency, that is, challenging the status quo and working with common partners. In turn, Sudirman et al (2019), comment on the new skills for public managers that must be obtained by induction from a thematic analysis, such as adherence to laws, regulations, and collaborative attitudes. Although, entrepreneurs are seen as people prone to breaking rules, self-promotion and taking unjustified risks, while advocates see them as exercising leadership and simulating astuteness in initiatives. Nonetheless, one of the effects of EpE is to acknowledge the consideration of challenging the status quo, working with different partners in addition to building alliances for change (OECD, 2017)

Another important indicator in the development of entrepreneurship education in the public sector would be the adequacy of the infrastructure that should favor logistics and material requirements, support for equipment, and exclusive spaces. A corollary issue ascertained in the results was the essential factor in the creation of innovation laboratories in the composition of an entrepreneurship education in the public sector. Zivkovic (2018) comments on the need for a systemic approach in innovation laboratories to solve complex and more serious problems, requiring the combination of resources and efforts (co-creation). Capdevila (2019) makes interesting remarks about the classification of collaborative spaces and clearly identifies the different possibilities for innovation from these spaces as innovation laboratories. These function as an open parliament in a collaborative and motivational atmosphere for problem solving (McGann, Wells, & Blomkamp, 2019).

To conclude the micro context indications, there is the role of facilitators, who must be leadership replicators and special mentors in the process of entrepreneurship education in the public sector. In this case, Bilal, Fatima, and Imran (2019) find that shared leadership is well suited to the public sector, enabling educational institutions, such as Government Schools, to create a staff atmosphere throughout entrepreneurship. This leadership style leads to psychologically safe behavior so that multiplying agents can take certain initiatives in favor of a cause. Associating the teacher/instructor training with the mentoring process (Jones, 2018) is a promising alternative for transforming facilitators into catalyzers for new responsibilities in the public sector, which, in turn, can transform civil servant students into committed apprentices for entrepreneurial action.

The analysis of the results is summarized in Table 1 as a protocol of training actions for entrepreneurship education supported by the interviewees' testimonies.

However, these training actions endorse the central argument of this article that entrepreneurship education, through cutting-edge institutions, such as Government Schools, can promote the strengthening of human capital linked to public power in a revolutionary way. Many soft skills (behavioral competencies) necessary to reinvigorate public institutions can emerge and give new meaning to a sector that is increasingly pressured by the provision of excellent services. It becomes possible to allocate career employees in strategic executive positions in the different spheres so that the interfaces between the public and the private are better conducted, with less risk of privatization and or problems resulting from a lack of organizational vision.

## **6 CONCLUSION**

Historically, Government Schools are missionary institutions in the training and qualification of civil servants for the continuous strengthening of human resources inserted in public organizations. They deal with training, continuing education, information transfers and technologies that invigorate the skills of human capital, always in tune with new realities and social demands. In this context, this article aimed to analyze the extent to which the investigated Government Schools envision potential guidelines for entrepreneurship education in the public sector. For this, the modus operandi adherence of three important Government Schools within the scope of the national (NSPA), state (JPF) and municipal (MIPA) executive powers to the transversality of entrepreneurship was verified by this study in the search for andragogy for the entrepreneurship in the public sector.

Given the objective, it was found that the studied schools practice entrepreneurship education indirectly through institutional initiatives that are still fragmented according to the entrepreneurship determinants. However, they are still at the beginning of the journey, headed towards a direct approach to entrepreneurship as a full proposal for training civil servants to develop new skills and competences. The tendency is for these activities to increase in the medium and long term. It is noteworthy the innovation effort is underway at these three institutions: 1.) NSPA through its own consolidated laboratory; 2.) JPF on the verge of implementation after a recently applied benchmarking strategy; 3.) MIPA, which has been acting in an ad hoc posture, attempting to consider this issue through the demand of its partners and target audience.

**Table 1**  
**Training actions for Entrepreneurship Education in the Public Sector**

Actions	Testimonials
<p>1. Acknowledge the paradigm shift and need to incorporate entrepreneurial expertise in the public employees.</p>	<p>“... Now, I think that a specific program focused on entrepreneurship, I think it is a very cool thing, it would work very well, it would be a very important tool within the city for people to think that entrepreneurship is not just there in the private ... ”.                      (Interviewee 12C).</p>
<p>2. Analyze the context, especially the external one, that affects the design and practice of entrepreneurship education, shaping understanding and influencing learning.</p>	<p>“... The government school reports to the State Education Council, but when the MEC changes something regarding the education and specialization requirements, the government school is influenced, but other than that our influence is entirely on the state government...” (Interviewee 06B).</p>
<p>3. Filter the civil servants dedicated to intrapreneurship for training in EpE, knowing that they can inspire other employees to follow the same path.</p>	<p>“... So, I think there is a whole issue, which is also behavioral that needs to be analyzed to understand the extent to which civil servants take risks or not. I think there are possible initiatives both from an individual, as well as organizational, and systemic point of view...”                      (Interviewee 03A).</p>
<p>4. Differentiate entrepreneurial education from entrepreneurship education (EpE). The latter is related to the activity of training entrepreneurs. The first is a “middle activity” and refers to a strategy of reframing teaching and learning methods and techniques in the search for better results in the apprehension and socialization of knowledge.</p>	<p>“... So, this message, let's say it like this, I think it is very clear, the government school does not train boys to do chores and to simply operate the State, but to think of the State as a fundamental actor in the reorganization of society , the process of changing social structures...” (Interviewee 09B).</p>
<p>5. Reformulate traditional lectures and dialogues, project the students as the protagonists of their own learning, master the new information technologies in pedagogical terms and reorient the teacher's functions and role in this process.</p>	<p>"... all of these are methodologies that the government school calls active methodologies to increasingly make the students the protagonists of their own learning with the ability to return to public service and apply what they do ..." (Interviewee 16A).</p>
<p>6. Use legislation in favor of EpE to work with different partners and build alliances for change.</p>	<p>“... the law allows interpretations, so when interpreting the law, the Government Schools can use public administration principles that help us to act with greater efficiency and flexibility. The public agent, sometimes gets very tied up...” (Interviewee 08B)</p>
<p>7. Adjust the infrastructure favoring logistics, material requirements, equipment support and exclusive spaces.</p>	<p>“... So, from the technological infrastructure standpoint, I don't know if we have it, but I think that from the point of view of a structure that depends much more on institutional support for trying to promote different forms of teaching, I think we do ...”.                      (Interviewee 07B)</p>
<p>8. Train facilitators who should be leadership replicators and special mentors in the EEPS process.</p>	<p>“... the transforming agent is the focus of the Government Schools and, then, the transforming agent not only with the capacity for dialogue, but with the capacity to mobilize alternatives for financing projects, which is exactly the line of some courses in the case of career improvement ...”                      (Interviewee 02B)</p>

In these three institutions, it is common to propagate leadership courses and programs, analyze scenarios to take advantage of opportunities and neutralize risks. They also carry out updating events regarding globalization and the rapid changes that impact public organizations in a context of uncertainty. Other common procedures in terms of teaching and learning concern the mobilization and inspiration of public officials for action, pragmatism, and overcoming the comfort and bureaucratic barriers inherent in public service in many situations.

Thus, it was possible to envision a response to the research problem, once it was identified that the managers of the Government Schools perceive and suggest the possible guidelines for entrepreneurship education in the public sector. From a synthesis of the entire collection of the interviewees' insights, it was feasible to configure a prospectus for entrepreneurship education in the public sector. Such a project goes through significant introspection of the importance of entrepreneurship in the public sector in the modus operandi of the Government Schools and the recognition that this theme cannot be marginalized in the scope of public management. Therefore, the idea is to work on specific pillars, such as the appropriate profile of the civil servant at the forefront of the process, as well as the advent of entrepreneurial education as an active motivating methodology.

Teaching ways to enable the civil servant to overcome barriers related to legislation and control bodies without overcoming public ethos and ethics is a major pillar in the proposal of the guidelines. The other points: adequacy of the infrastructure and the role of facilitating agents are responsible for the operationalization of the education guidelines for the suggested entrepreneurship in the public sector. Nevertheless, this research contributes to the enhanced understanding of the approached subject, since it corroborates with the demystification of the notion of entrepreneurship in the public sector, along with the approval of the work of the Government Schools as public institutions capable of generating a greater dynamism in the management of public organizations. Much more than that, they can create an innovation process that continually transforms public organizations of great effective public-social value. Managerially, this represents the enhancement of the institutional image of public organizations due to the presence of multipurpose and self-made servants/employees capable of contributing to social demands. This differential separates the image of the public organization from the bureaucracy and inefficiency in order to associate it with innovation and creativity.

As a theoretical contribution, the research highlights the search for modifying Bandura's self-efficacy (1997) with the consolidation of the idea that intrapreneurship in the public sector operates as a strategy to strengthen the morale of the civil servant. Consequently, these servants may believe more in their own potential work and ability to carry out innovative activities, as well as motivated to serve users. In addition, it points out the difference between entrepreneurial education and entrepreneurship education (EpE).

The exploratory nature of this work opens an opportunity for future studies. First, a qualitative exploratory research with civil servants who have experienced Government Schools is suggested. Its objective is to capture the perception of these former students regarding the guidelines for entrepreneurship education in the public sector of the Government Schools. It will then be possible to verify whether the offer of an entrepreneurship education proposal is effectively placed by their target audience in their professional practice. Second, the vocation for intrapreneurship is a key point for the formation of the intrapreneurial civil servant. Thus, it is recommended to study the profile of students from Government Schools to know their vocation, expectations, and intensions in relation to the use of entrepreneurship education to which they submit.

Another important detail to be considered in this debate is the issue of the federal levels at which each institution is located. This means asymmetries of institutional capacities that each entity has, in addition to the centrality of financial resources in the Union - Federal Government and regionalities with different levels of development. It would include the states in the North and Midwest regions, as well as the smaller Brazilian inland cities. The matter related to the concentration of Government Schools in capital cities reveals another challenge in the Brazilian context for future studies and practices, internalizing these guidelines. On the other hand, this allows the inferred possibility of planning and applying interorganizational arrangements to deal with this difficulty, such as consortia and inter-municipal cooperation networks.

Finally, given that the research method used here is of a qualitative nature, it is essential to consider the limitations that prevent the generalization of its results in a double sense. First, these guidelines may not necessarily be common in all Brazilian Government Schools. And second, researchers who wish to replicate this study are advised to note the differences in the sociocultural context of the respondents and the conditions of the interviews.

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## Diretrizes de Educação em Empreendedorismo no Setor Público: a Perspectiva das Escolas de Governo

### RESUMO

**Objetivo:** No processo de evolução da Administração Pública, as Escolas de Governo têm um papel preponderante no revigoramento de competências dos servidores que vão ter de lidar com a transversalidade do tema do empreendedorismo. Assim, este estudo objetiva analisar em que medida as Escolas de Governo investigadas vislumbram diretrizes em potencial de educação para o empreendedorismo no setor público.

**Método:** Realizou-se estudo empírico qualitativo-exploratório, que envolve o método de estudo de casos múltiplos tendo-se como locus três renomadas Escolas de Governo brasileiras do Poder Executivo, nos três níveis federativos. Entrevistas em profundidade, guiadas por roteiro, gravadas e transcritas foram efetuadas junto aos representantes estratégicos destas instituições, gerando um corpus de análise textual tratado pelo software Iramuteq com a devida análise de conteúdo.

**Resultados:** Configuração de diretrizes de educação para o empreendedorismo no setor público pautado nos constructos do contexto (macro, meso e micro); no perfil do servidor (aluno); na educação empreendedora; no marco jurídico e regulatório; na adequação da infraestrutura e na competência do facilitador (professor).

**Originalidade/Relevância:** De forma análoga à de um mix de instrumentos de planejamento educacional, tem-se a possibilidade de sistematizar ações formativas educativas capazes de favorecer uma andragogia empreendedora específica para servidores públicos.

**Contribuições teórico/metodológicas:** Importância da desmistificação da temática do empreendedorismo no setor público, bem como observância ao protagonismo das Escolas de Governo no staff de uma gestão pública moderna e efetiva.

**Contribuições sociais/gerenciais:** Maiores garantias de geração de valor público por meio do intraempreendedorismo que ressignificaria os processos intraorganizacionais das instâncias governamentais.


**Palavras-chave:** Escolas de Governo; Empreendedorismo no Setor Público; Intraempreendedorismo; Educação em Empreendedorismo; Software Iramuteq.

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