



Institute of Brazilian Business and Public Management Issues – IBI

The Minerva Program

Spring 2006

PROFESSIONALIZATION OF THE HUMAN RESOURCES IN THE
PUBLIC SERVICE:

From the Personnel Department to Results-Driven Personal Policies

Author: Janmes Barbosa da Silva

Washington, D.C. – April 2006

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1. INTRODUCTION

Since the 1980`s Brazilian society has been going through deep transformations in its political, social and economic fields. These changes affect not only society and the private economy of a country but also and perhaps mainly, its public sector.

A great challenge for government authority emerges as one of the many results of these changes: professionalizing human resources management in such a way that will turn it capable of producing impacts on results of government actions.

This paper will treat the main aspects that must be adjusted in the transformation and professionalization process of the human resources public management.

In order to assess the courses to be followed in the task of improving human resources in public services first of all reflection upon the transformations in public management at the end of the 20th century is necessary, its ensuing discussion over the new role of the State, the process of reducing the public apparatus and the search for improvement in the supply of Public Services.

The next step is to identify the effective role of human resources management in the transformation of public management and deal with more relevant aspects of the professional transformation of human resources management, identifying the managerial instruments used in the results management, and its applicability in the public sector.

2. PUTTING INTO CONTEXT TRANSFORMATIONS IN PUBLIC MANAGEMENT BEGINNING IN THE 1980`S.

Before the 1930`s the Liberal State operated according to Adam Smith's premises which postulated that the government should not interfere with the free market

which would self-regulate through the association of individual decisions and would produce much more efficiently than strongly regulated markets. In this fashion, the government would not intervene in areas where profit was not a motivating force and neither would it prevent individuals from using force or fraud to alter competition, business and production.

Governments practically reduced their roles only to guarantee the right to property and contracts – that is to say, the social order.

With the advent of the crash in New York's Stock Exchange in 1929 and the resulting Great Depression, liberalism was discredited and theories of state intervention in economy gained force, markedly Keynes' ideas.

According to Keynes, the Great Depression of the 30's was a result of the malfunction of the free market which drove the capitalist economies into chronic inadequacy in supplying the aggregate demand.

Although the crisis was related to the market, it was also a liberal state crisis which did not succeed in regulating the market in a satisfactory way. As result of this, when the Keynesian macroeconomic policies and planning ideas emerged in the 30's, they were immediately adopted.

The liberal state gave rise to the presence of the Social Bureaucratic State: social because it guarantees social rights and full employment: bureaucratic, because it does so through the direct hiring of bureaucrats.

Between the 30's and 60's the state was a contributing factor to social and economic development. This way, the complementally role of the State in the economical and social plan was recognized. This is how emerged the welfare states in developed countries and the Developmental and Protectionist State in developing countries.

Protecting social rights and promoting economic development became the role of the state. In the 50`s the idea that the state had a strategic role in promoting technical progress and capital accumulation, besides being the main responsible in guaranteeing a reasonable distribution of wealth, became wide-spread.

This is the context in which the concept of public services is strengthened. Changes in the state require of it a more dynamic intervention, not only with regard to preservation of social stability, but, and in many cases, in the replacement of private initiative in building infrastructure and supplying services of a collective interest.

Progressively, the state leaves behind its traditional role of sovereignty and power to change into a state supplier of services, responsible for economic development and social progress resolute on a profound shift in its relation with society. In fact, the devising of social services, as we know them today, is classically associated with the existence of certain objective social needs and is justified by the ideological presumption of the existence of a *collective interest mission*.

Under the protection of a general interest mission, public services in the 20th century were devised, managed and offered, thus creating the myth of a state capable of looking after the yearnings of whole populations and having answers to all their problems. Under these circumstances, its intervention was justified, in particular conditions of place and time, made legitimate through the absence of satisfied needs of the collective interest. This ideology stimulates interventionism, legitimizes the formulation of new services and becomes the carrier of state expansion.

In this way, each in its own time and according to their stage of development and political systems, countries expand their public services during that century, driven by new social and economic dynamics shaping the building of a state producer of

free or subsidized collective services model, involved in infrastructure and productive activities.

This expansion leads to explosive growth of the state both in the regulating area and at the social and business levels. As the state grew, with an increase in capacity to collect taxes and its transfers, a little at a time distortions started to show up.

The state began to ignore the essential distinction between itself and civil society, meaning to replace the market instead of complementing it. This model of the state lives on until the 70`s and 80`s when a new crisis destabilizes it.

State transfers were being taken advantage of by particular business interests, the middle class and public bureaucrats. State-owned companies, which at first proved to be a powerful mechanism in the achievement of forced savings, insomuch as they made monopolistic profits and invested them, slowly saw this role become exhausted. Upon adopting bureaucratic standards of management it showed itself to be an inefficient performer.

With technological development speeding up in the second half of the 20th century, the world economic system went through a deep change. With a drastic decrease in freight and communication costs, the world economy turned global, that is to say, it became more integrated and competitive. As a result, national governments lost autonomy and the economic development policies, which relatively closed and autarchic countries took for granted, were no longer effective.

In the developed countries growth rates drop to half compared to what they were in the first 20 years after the Second World War while unemployment rates rise, mainly in Europe. In Latin America and Eastern Europe, which refuse to put in place fiscal adjustment in the 70`s, the crisis unleashes in the 80`s with much more violence.

The state goes into a crisis, loses public trust in various degrees and at the same time sees its competence in generating forced saving reduced, or all but disappear, while public savings which were positive, turn negative. As a result, the state's ability in intervening dwindles dramatically. The state comes to a standstill.

In this context, the state is seen as the main responsible for the drop in economic growth rates, for the rise of unemployment rates and for the rise in inflation rates, which from then on, occurred in the whole world.

Concomitantly, growing technological innovations turn public services more numerous, more sophisticated and more complex. The supply of collective services at the same rate and at the same conditions as before becomes difficult. Almost all western countries, central and peripheral, are faced with these issues, that materialize into their governments' incapacity to adequately tend to social demands that multiply and make them unable to govern.

At this moment, this traditional state model hesitates, clearly showing a difficult-to-solve unbalance in public accounts. Public services, threatened by the crisis and political, social and economic transformations also destabilize and turn illegitimate, clearly showing the obsolescence in traditional management paradigms in public organizations and the drain on states' managing ability.

In the carrying out of exclusive state activities and mainly the offer of health and education services, the public bureaucratic Administration, which proved to be effective in fighting Corruption and nepotism in the small Liberal State, now revealed itself as inefficient and incapable of looking after society's demands well in the large social state of the 20th century making its replacement by a management public Administration necessary.

3. THE STATE ORGANIZATIONAL AND MANAGING REVOLUTION.

The problems with the state's fiscal crisis, the economic crisis, the weakened power of national governments and the government's inability to tend to social demands adequately, made clear by the inefficiency and inefficacy of the public bureaucratic Administration in looking after them with quality, has led to a series of proposals for a restructuring of the public sector.

As time goes by, these proposals have been introduced in some countries transforming them and making them wealthier. Although they do not make up a consistent and well-finished body there is already a set of reasonably strong ideas.

The answer to the crisis in the state comes as a wave of economic reforms adjusted to the market that gained a universal character due to the quick spreading of ideas and public policies that occur nowadays. The depth of these reforms varies according to the ideological affiliation of each group.

The extreme left pointing to external interests as the cause of the crisis, first from imperialism and later from globalization, went into crisis and was run over by the events.

The extreme right realized that these reforms should have as a result a minimum state and a market's full control of the economy. As a result, the necessary consequences would be to privatize, liberalize, deregulate and turn labour markets flexible, all of this radically. Also, the state's role should be to guarantee property and contracts, therefore disengaging itself of all interventionist functions on the social and economic levels.

Its macroeconomic policy should be neutral with its only goal zero public deficit and control of the amount of currency as to make it grow constantly at the same natural growth rates as the GNP; its industrial policy, none and its social policy, also none.

Center-right and center-left came together to understand the need for highly indebted countries to obey macroeconomic foundations, mainly through fiscal adjustment, tight monetary policies, market prices, positive but moderate interest rates, realistic exchange rates, free business, privatization and deregulation, arguing that although these policies alone are not enough, as the neo-liberal ideology of a self-regulated market does not guarantee development, stability or social harmony. Still there is a need for some kind of state intervention and directed compensatory social policies.

The difference between the center-right state reform proposals and those of the center-left is in the size of the dose of each drug to be administered.

Thus, the state reform underway in several countries around the world is not restricted to the idea that the state's role must merely be weakened. Priority has been given to the need for its reformulation. The issue is not of more government or less government but of better government. What the reform can do is attempt to reunite the state and its relations with society in such a way as to adapt itself to a new international political and social frame.

Particularly, there are two great motivating forces for the state reform: the first is the need to reduce government expenses: the second is to improve the quality of those expenses. In short, these two forces seek to reconcile unsatisfied social needs and the state's fiscal crisis, on the one hand reducing expenses and on the other hand improving quality of services.

Faced with a drop in state resources and growing social demands (in the case of developed countries) or large unsatisfied basic social needs (in the case of Brazil and other less developed countries) the only way out seems to be an increase in state efficiency, on the one hand, and a withdrawal of the state in activities that can

be developed by the private sector or by non-government organizations (thus cutting the need for public investment) on the other.

In a way, the state's reaction is not much different from that adopted by many companies faced with the crisis: sale of assets, cut-down on personnel, a quest for higher productivity, and an attempt to cut social costs. This is the situation that makes governments of different ideological positions in different countries come to very similar practical solutions. The picture, as described above, does not leave much room for manoeuvre.

This paper does not propose to determine the ideal design of a state. Thus, it is not intended here to address the issues related to the fine adjustments of this source of instruments used in state reform. The important thing is to realize that reforms are taking place and have among one of their goals the search for an improvement of performance in the supply of public services.

However, improvement in the accomplishment of the supply of the public services will not be reached only through reforms related to the issue of domination and excessive intervention that the State exerts on the market, seeking to redefine the extent of its action, and in the subsequent change in its role and duties.

Another more functional reform focusing on managing aspects and service supply from an analysis perspective of public organizations has become necessary. That is to say, the way in which public authority makes its instruments of action operate. These two positions are not necessarily excluding but, on the contrary, walk hand in hand.

Undoubtedly, the state's reform policies must come with a policy of renewal of the public services management, insomuch as both aim at urging and facilitating any initiative that will improve efficiency of services and introduce to public administration a "managerial culture."

Renewal of management of public services has very often represented a State transition that directly promotes social and economic development for the state that acts as regulator and facilitator of that development using more market controls and less administrative controls.

In this sense the reforms aim at implementing structural changes in the modernizing and redesigning process of public institutions, in bureaucratic structures of commissioning and control, the widening of public policies, besides the incorporation of social and economic regulation models.

Mainly in federative contexts, such as the Brazilian, reforms enlarge the transfer of functions, roles and responsibilities to local governments.

Thus, reform policies bring to light the need to undertake changes in bureaucratic logic, providing the creation of new incentives for the public sector and substantial changes that directly affect the result.

Among its general principles are appreciation of efficiency, praise of performance, the introduction of market mechanisms in public management, adjustment according to results, decentralization of managerial controls, the emphasis on responsibility and flexibility of procedures.

In this context public servants hold a strategic role in the development of the country, local state or municipality. And the change from a public bureaucratic administration into a public managerial administration adjusted according to performance requires a more competent administrator in order to make decisions freely and responsibly. In short, professionalization of the public servant is required.

Management of human resources in the public sector becomes crucial in overcoming this challenge.

4. THE ROLE OF HUMAN RESOURCES ADMINISTRATION IN THE TRANSFORMATION OF PUBLIC MANAGEMENT.

As seen previously, the change from a public bureaucratic administration into a public managerial administration adjusted according to performance requires a more competent administrator in order to make decisions freely and responsibly.

A fundamental need to professionalize personnel management comes up turning it capable of producing impacts on results of government actions.

The challenge is to guarantee lasting and systematic conditions for professionalization in public management, thus promoting a continuous improvement of personnel staff that makes up the public administration. The goal is personal and professional growth of the staff and at the same time participation in the building of a new state.

The Efficiency and doseness of the public sector with regard to society are just attained through qualified and adequately paid people's work, which are dedicated and identify with public policy goals.

It is necessary to develop and direct skills and competences essential to a more active state, providing public administration with people capable of facing new challenges, linking individual competences to institutional competences necessary in achieving results desired by the institution.

In order to generate innovation and offer better services, practices of personnel management must favor the alignment of State goals with the essential skills of servants and vice versa.

This competence becomes decisive for success in the implementation of public policies, leading to a renewal of personnel management, assuring updating, guidance and adequate insertion of careers and staff into a new reality.

Adoption of a modern and comprehensive human resources policy, with emphasis on skills and results attained, provides gains for the organization and its professionals, making it indispensable to grant the state with a new standard for the professional management of public administration.

In order to line up state goals with essential skills of its servants and make that feasible, first of all it is necessary to reverse the established order of hiring people, training them technically, giving priority to obedience of rules and adapting public policies to the established technical knowledge.

The inverse process must be established. First, identifying objectively what needs to be done and next, submitting the organization, structure, standards, knowledge, qualification and arrangement of people in teams in search of results. This is an important point in the change in managerial quality.

Only this way will the state reach the highest possible optimization of its staff, in quality and quantity enough, lined up with government planning, fully considering its actions, aiming at the highest level of satisfaction of the citizen, which is the very reason for the existence of the state.

A new strategic guideline needs to be defined and adopted by the government in the search for desired results. It is therefore necessary to implement a process of definition of strategic guidelines in all units of the public administration, strongly

lined up with government guidelines, definition of sectorial goals to be reached and its progress as far as the level of work teams.

It is worth noting that the process of defining strategic guidelines has gone through deep changes as in the rest of management, whether business or public. It is no longer possible to think in terms of a fragmented process where thinking is separated from action (those who plan do not execute and those who execute do not plan). To work out and develop a strategy are part of the same process. In this process, commitment is the key to success in implementing the institution's strategy.

The definition of strategic guidelines in the various public administration divisions lined up with government objectives is not, nor can be dissociated from planning of state human resources. One thing is intrinsically connected to the other. One cannot define strategies ignoring the outline of available human capital, whether quantitatively or qualitatively.

On the other hand one cannot limit State strategies to already existing human capital, since this new step of world development requires a professional with a more complex profile, in which specific knowledge is a necessary condition, but not sufficient to reach the desired level of rendering of services. Learning in general and especially management becomes a fundamental differential in the development of already existing multifunction presently in organizations in general.

Identifying weak and strong points in public activities and their management reinforces the priority that must be granted servants, enhancing them, in order to eliminate or reduce obstructions and getting over limits in supplying their services.

Adjustment of human resources has constituted, therefore, a priority task in the present context of change which implies a restructuring and modernization of its

personnel management and a establishing a policy designed to professional development.

5. RELEVANT ASPECTS IN THE PROFESSIONAL TRANSFORMATION OF HUMAN RESOURCES MANAGEMENT

As we have seen, management of human resources and its contribution to quality of public services are points of extreme importance for the modernization of public management.

As a response to the great challenge of transforming public management from the standpoint of investment in its personnel, the state needs to raise human resources management to a degree of competence already reached by the government in other divisions, fiscal management for example.

Thus, it is necessary to change it, starting from the old Personnel Department to Strategic Management of Human Resources, a movement which has been expanding for a long time in the private sector.

Historically, the personnel management area in public administrations has not succeeded in producing transforming effects in the quality of public services, exactly because of the fact that its function is reduced to control and follow-up of the entrance, movement, benefits, payment and retirement of the public servants.

Human resources management needs to go beyond its historical activities of keeping records and reach qualitative and quantitative planning of professionals, defining duties, careers and remuneration, assessing professional performance, consolidating personnel budget and control of budget administration, aiming at optimizing the work force and guaranteeing financial resources needed to carry out actions.

It is in this sense that the state needs instruments that lead to excellence in performance, focusing on results and allowing assessment of the cost/benefit of public services and lining them up with set goals.

Management of human resources must be thought of in an integrated way, dealing with qualitative and quantitative planning, without addressing, for example, issues such as incentives for productivity linked to an assessment of performance, is certain to fail in its efforts.

Professional management of human resources requires a general outlook, starting from goals set by the state. There are several aspects to deal with in this transformation; aspects which if brought together tend to produce a more satisfactory result than isolated initiatives.

Aspects related to activities supporting transformation of Human Resources management, such as simplification of the administrative process and the improvement of information systems, for example, alongside with aspects dealing with human capital, for example, the quantitative and qualitative definition of the necessary work force, the setting of remuneration linked to results and emphasis on development.

We then start to deal with some necessary steps and available instruments for the accomplishment of desired change in human resources management.

It should be noted that the following order of presentation assumed must not be considered a suggestion of a chronological order of indicated procedures taken up. The division presented only serves to make the approach of aspects considered relevant easier, but must not be taken into consideration isolatedly.

5.1. ASPECTS DIRECTLY RELATED TO HUMAN CAPITAL

? IDENTIFYING SKILLS NEEDED IN ATTAINING GOVERNMENT OBJECTIVES

In order to broaden conditions for professionalization of the staff, an experience which is being developed is the implementation of models of management according to skills, in which an attempt is made to identify, evaluate, expand and recognize the set of skills that the professionals need to carry out their attributes better and always in line with Government goals.

A definition of skills includes not only a description of specified tasks of a function, but also personal characteristics relating to knowledge and correlated attitudes and abilities that can be deepened, stimulated and managed through training and growth in the workplace, exerting a positive influence on individual performance and the organization as a whole.

The main benefit attained from the use of skills applied to the management of people is that it is part of a larger organizational management. It takes as a reference the organizational goals and strategies guiding its actions towards individual skills through people learning and towards essential skills through organizational learning.

The skills considered essential in attaining results need to be sorted and catalogued in order to make it possible to plan and develop the necessary workforce.

? ADJUSTING CAREER AND FUNCTION STRUCTURE TO ESTABLISHED STRATEGIC GUIDELINES

It is not enough to recognize state objectives, the strategic guidelines to be taken on by the Government in its search for the results it yearns for, to catalogue the necessary skills to carry out attributes inherent to respective functions and to promote development of pre-existing human resources.

A fundamental step is to assess whether the government's present career and function structure fits in with the newly established guideline strategy. If needed, existing public service functions must be restructured as an extension of the state's strategies, aiming at building careers based on skills.

The assessment of each function must take into consideration its purpose and respective field of activity, besides the unusual situations experienced, cutting functions having practically the same purposes, changing them into wide-ranging functions, with an outline developed by results and responsibility, providing the flexibility now required in the rendering of public services.

Besides the process of making functions solid, the servant must be provided with a possibility for growth in the function.

The broadening of salary brackets, lengthening the period for growth in the career, although continuous and in short periods of time, may allow a more frequent and polished management of these careers and may also be used as an incentive to permanent refinement of the servant.

Growth must be linked to acquiring skills according to the complexity and responsibility inherent to the function just as the type of activity, strengthening alignment between individual goals and organizational goals.

? **DEVELOPMENT OF INDIVIDUAL SKILLS LINKED TO INSTITUTIONAL SKILLS**

The connection between strategies as defined in government programs and a person's individual skills responsible for their implementation is individual and organizational learning.

Emphasis is thus put on developing individual skills linked to institutional skills which are needed to get the results desired by the institution.

Implementation of development programs for public servants becomes necessary, focusing on the skills established for the various careers. This is the context in which the need to reconsider the role of the human resources manager emerges.

The old training departments have changed into areas for corporative education driven by the conviction that what interests the state is integration of work and learning in a more consistent manner as a way to expand its human resources skills, changing into a real instrument for development and skills management.

A detailed analysis leads to the understanding that the old training department model tends to be reactive and decentralized and serves a wide audience; while the corporative Educational Process follows a centralizing and proactive course in directing learning solutions for each function in the organization.

That is to say, training departments, as a rule, propose training programs as they become necessary where very often a need is identified in the context of a specific department, pointing towards technical abilities immediately required for work.

On the other hand, in corporate education, training and education programs are permanent and are run with an outlook on the future, anticipating and generating a need for improvement, favoring organizational goals, although adjusted to each activity inside the organization.

It is important to point out that the development programs to be implemented must not be restricted to vertical learning, increasing in depth the technical skills related to the specific careers, also including knowledge of the corporation's values and culture, of the environment in which the organization inserts itself and of the so-called "core competencies", such as development of leadership qualities, administration and management abilities.

In this sense, corporate education has a more strategic scope, while the training departments are more tactical.

Summarized simply in four the basic corporate education guidelines:

- identifying necessary skills to achieve government program objectives linked to definite strategic guidelines;
- recognizing skills already established, identifying the need for reinforcement or the introduction of new skills;
- planning of staff development aimed at building a desired professional type;
- spreading an outlook on the future, favoring organizational goals

These four characteristics expose the two main goals in corporate education: to be an agent of change in the organization and increase the qualifications, knowledge and skills related to a function.

Corporate education, responsible for the process of development of people lined up with designated basic skills and strategies of the organization, assumes, in many cases, such a significant role that the other processes inherent to human resources management are incorporated as sub-functions or sub-processes of the

corporate educational system implying a substantial qualitative change in the organization of the strategic human resources functions.

As an instrument for strategic management, corporate education needs to adopt the characteristics of performance, consistency and proactivity, besides favoring organizational goals.

To sum up, planning of professional development must be linked to the career in which the servant inserts himself, which in turn is designed according to the type of professional that sticks to government organization and program goals.

? **SKILL ASSESSMENT SYSTEM**

In order to check execution of professional development planning, implementation of a skill assessment system is needed that will guarantee that the servant gained or developed required basic skills to carry out his activities and the resulting growth in his career.

Among the instruments presently available to build this system the occupational certification stands out and by means of its method for the assessment of simulated knowledge and practices, offers an assessment of how much of the 3 basic requirements in the composition of what is understood as a skill the servant masters: the knowledge (knowing what to do – content), the ability (knowing how to do – practice) and the attitude (knowing how to live with and relating with the environment and work challenges).

What the Occupational Certification Claims to Do:

- Set occupational standards that examine skills indispensable to the fulfillment of professional attributions, lined up with adopted strategic guidelines.

- Provide formal recognition of the servant's skills/qualifications, regardless of how they were gained, as a requirement of the established careers and functions model. Testifying the professionals are prepared to work according to set patterns.
- Give technical support to functional and salary evolution processes of public servants, which may provide an incentive for self-improvement and continuous learning.
- Provide information for the promotion of Professional and Educational Development.
- Contribute to the rise of patterns in public service performance.

Special attention must be given to two main steps in the occupational certification process:

- Assessment of Functions (joint effort between the certifying body and the Government). This step consists of the development of studies and analyses of functions and activities which define skill models and patterns and occupational types linked to a clear orientation strategy.
- Development of assessment instruments with specifications for testing equipment and respective items to be evaluated which must not be reduced to giving tests, extending to the assessment of the servant's behavior in the work environment through simulation or observation.

It should be noted that the occupational certification occurs as an assessment system of individual skills taking into consideration behaviors that can lead to the required performances. Its purpose is to speed up individual gains in knowledge, abilities and attitudes.

The occupational certification is not characterized as a process for the assessment of performance. It may guarantee that the servant knows what to do and is capable of close association, but it cannot assure that he will do so in everyday life, since practicing what one knows is an object of motivation and an individual life project.

? **REMUNERATION POLICY BASED ON SKILL AND RESULT.**

Setting up of an adequate remuneration system that stimulates performance is part of the process of renewal of human resources management.

The traditional ways of remuneration in the public administration are of a high operational complexity and completely separated from organizational results.

Thus, restructuring of careers and functions, besides providing the servant with the possibility of promotion in systems of ascent by merit, monitored through skills necessary to the function, may come with a salary structure based on remuneration by results.

One possibility is to adopt remuneration composed of the sum total of a fixed part, remuneration by function, as a result of a gain in skills, and a variable part, following results attained.

Remuneration by function makes up the system of salaries and functions which must agree with the complexity and responsibility of the work developed, exerting an influence in the state's internal organization, structuring work and making it possible to attract and hold back professionals.

The variable part is carried out through receipt of the Prize for results linked to expected results and established goals by institutional planning, examining checking methodology of institutional and sectorial/work team results.

The Prize must have a fortuitous character, must not replace or complement remuneration owned any servant, nor make up a base for the incidence of any benefit or position, besides not being incorporated to salaries and where the principle of habituality does not apply.

Because of all this, it cannot be obligatory. It must be clear that it is a reward for attaining expected results and set goals and have a fortuitous character with a periodicity attached to deadlines set by institutional planning.

This style of remuneration which depends on obtaining results may be classified as risk remuneration because the variable part is not guaranteed. The servant knows that he will only receive this part of remuneration if his performance and that of the organization live up to expectations.

The initiative of adopting a variable remuneration as a reward for performance in obtaining institutional and sectorial results tends to strengthen the work teams and indicates an enterprising character desired of state servants and public employees.

? PERFORMANCE ASSESSMENT SYSTEM

Normally, traditional mechanisms for assessing performance used by public institutions are characterized by a lack of awareness and commitment of assessors and assessed, resulting in bad preparation in the handling of the process, basically concerned with filling in inadequate forms leading to an assessment apt to be distorted, giving way to discrimination on the part of the assessor.

Setting up a system for assessing performance based on results attained by the institution and work teams allows to put together institutional planning and assessment by a team.

The Assessment of Performance by Results instrument must be based on institutional planning linking team goals to those of the institution. At this moment, the supervisor identifies and communicates what is the expected performance, stimulating the team in reaching the set goals and specifying the type of professional desired to carry out negotiated actions.

The spelling out of coherent results and goals must be watched carefully by the supervisor. These will be interconnected with strategic planning of the area/unit while they will be relevant and really add value, contributing to significant and substantial results of the unit.

In the case of work teams, expected results must be precisely and clearly expressed in an objective way and the goals distributed among its members, with the knowledge and consent of all those involved.

For the assessment of accomplishment of goals and the attainment of results agreed upon, indicators aimed at making comparison and analysis of the performance obtained with what was previously established must be applied, based on measurable facts and data, maintaining consistency, precision and justice, thus guaranteeing credibility in the mechanism.

The strategies and indicators that make up its measuring structure must correlate in cause and effect, allowing an understanding of the organization as a system of interrelated and integrated parts operating in a balanced and synergetic way.

Assuming a mechanism for the assessment of performance in people and teams guiding goals and results makes it feasible to systematically follow up factors and actions that guarantee the accomplishment of expected results and must be supported by an integrated follow-up and monitoring technological solution of results.

A performance assessment and measurement system, based on indicators is capable of providing an organization with the necessary mechanisms for a modern management turned to the future although not losing sight of the present, recording the past and preserving history.

? **PLANNING**

Another important factor is setting up and planning the necessary personnel staff, by unit or body of administration, carefully watching respective management models proposed for the supply of public services aimed at strengthening those in which the state's influence is fundamental in tending to society's demands.

In this sense it is necessary to have precise and reliable information about the real public service personnel staff and its real capacity. This job is associated with identifying already existing skills, dealt with in the item on development.

In possession of real data on the personnel staff and its allocation, the next step is to draw a list of the real human resource needs of each unit. Here work is done together with the redesigning of processes - which will be dealt with in the next chapter - with the recognition of necessary skills for the accomplishment of government program goals, linked to definite strategic guidelines and with the adjustment of career and function structure to the established strategic guideline.

The definition of the need for personnel is not a watertight job. It must be intimately lined up with long term planning of the government. A model of the needs must be developed, by function and allocation and distributed in time. Foreseeing the needs is necessary.

On the other hand, it is not enough to analyze the needs of the state; the state's financial capacity is also an important data.

It is true that improvement of the use of human resources may have a significant impact on the state's budget and contribute significantly to an adjustment of public accounts. But planning how to provide the state with necessary human resources, with the possibility of promotion and remuneration by results obtained must take into account the state's budget capacity.

Therefore, the use of financial planning instruments is recommended, with simulations and projections of results, either for purposes of recruiting, training, remunerative alignments, the granting of benefits and incentives (prizes) or for retirement purposes.

It is necessary to offer the public manager instruments that allow him to act much more effectively, with greater assertion, provided with information about the evolution of the personnel staff, sums spent on payroll, projections and financial repercussions.

It is necessary to standardize a database of active and inactive employees of all the state divisions in order to allow a diagnosis of the state's financial situation and as a result, the desired budget balance.

Only this way will it be possible to plan, in quantitative and qualitative term, issues related to the admission, movement, career, development, remuneration, rewarding, retirement, voluntary detachment programs and all the aspects related to human capital essential to public administration.

? MANAGEMENT BY SKILL AND RESULTS

The above aspects dealt are far from exhaust the subject of human resources but show a large part of the approaches needed to change its management. The whole of these actions and instruments characterizes what may be called management by skill and results.

Therefore, the basic presumptions of management by skill and results would be:

- Knowledge is the central values of the organization for the accomplishment of its goals, and management of knowledge is the basic alignment instrument between the HR policy and the organizational strategy.

- Improvement of the quality of services is consequence off of continuous improvement of performance through continuous learning and periodic assessment.

- Emphasis is the shaping of professional groups of servants, with abilities and attitudes essential to the exercise of the function.

- The skills needed to reach goals (programs and organizations) and their extent is basic elements for the establishment of remuneration.

- The commitment of people to result is a key factor for success in attaining greater performance.

- Performance of people and teams must be acknowledged and rewarded from a standpoint of meritocratic criteria, be transparent and made legitimate inside the organization;

- Assessment of performance must be an instrument for institutional reinforcement and personal development;

The role of leader is fundamental in being implemented. More than just controlling labors, it is necessary to commit minds in an environment that requires excellence in the conflict between organizational conflicts and individual aspirations. Each

leader is entrusted with (at least) two duties by his supervisors: managing a set of services (internal or external) and managing a group of people.

5.2. ASPECTS RELATED TO SUPPORT ACTIVITIES FOR THE TRANSFORMATION OF HUMAN RESOURCES MANAGEMENT

? REDESIGNING ADMINISTRATIVE PROCESSES

To conceive a new human resources management model, it is first of all essential to redesign key-processes, specifying more integrated and agile routines and procedures, with a complete elimination of inconsistencies, repeated jobs and waste of time.

With the general lines of intervention expounded, the key processes must be detailed to show clearly and concisely all operational and managerial routines of the state's human resources, through the following steps:

- Identifying activities in new processes;
- Developing the role and responsibility model
- Identifying job positions
- Developing standard guidelines and instruments for new processes;
- Specifying a new type/skill of professionals in the HR area
- Proposing a rationalization of the data model used in information systems.

This way, redesigning processes may result in a redefinition of job positions, in a data model used in information systems, in adjusting the infrastructure essential to the new model and in the rationalization of functional and administrative structures, guaranteeing transparency and legitimacy of information.

To illustrate the need to redesign administrative processes in Human Resources, we bring as an example data from the Unified Protocol System of the State of Bahia, Brazil, which registered 320.000 processes in the human resources area between 1999 and 2003, with the following performance:

- The processes are analyzed by 06 different sections;
- They last an average of 112 days until they are completed;
- Only 0.8% of requests are denied.

This it show the time waste of state bureaucracy, and the respective unproductiveness, beyond the damage to the servant, which reduce his/her motivation and commitment.

? UPDATING OF FUNCTIONAL AND REGISTERED DATA

Reliability of the database is fundamental in obtaining registered information and the functional record of each public servant, as for example, the appropriate registration of beginning and ending dates of the validity of each benefit.

Updating of registers is fundamental in obtaining a well-established database that contains new fields and anticipated controls in the redesigning of processes and mainly honest data in order to grant subsidies used in setting up a computerized system of Human Resource Management.

A register database must make it possible to draw an outline of servants making it feasible, for example, to create a data bank of talents where information regarding

servants` skills is filed, making it feasible to look after the many demands, no matter how specific they may be.

? **IMPROVEMENT OF INFORMATION SYSTEMS**

The rationalization of processes requires the support of a computerized system, making automation of procedures viable.

For that to take place a unified databank, built according to a specified model during the task of redesigning processes, permanently updated, with information related not only to the monthly payroll, but also to servants functional and registered data, giving preference to rationalization of procedures and giving support to the Human Resources planning task lined up with the government's strategic orientation also making management through performance indicators possible.

The system must provide the integration of the different divisions and bodies of the Administration plus the formulation of the control and follow-up of the registered information since registration to the selective process, admission as a Servant/Employee, functional operations and occurrences, until detachment from public service.

Routines must be controlled and carried out automatically by the system without the divisions or servant's interference, based on the servant's registered information and defined rules for each type of operation, quickening and giving more transparency to management of the servant's professional life.

These are the basic premises for a computerized system of human resources management:

- Rationalization and automation of processes

- Drastic reduction of bureaucracy

- Possibility of keeping processes decentralized- a fundamental pre- requisite for the permanent updating of the database.

Besides this, the computerized system must provide a better management of pay roll expenses and speed up availability of information used in making decisions, through different analytical behavior studies of the global costs, such as category, deadlines, variable remuneration, economic segment, pension and retirement benefits granted, types of leave, vegetative growth, servants age profile, actuarial calculations, among others.

The system must also provide a readily accessible communication canal between the public servant and the administration making on-line services possible, such as updating of addresses, follow up of processes, consulting pay slip data, to information on income tax return, calculation of time left before retirement, consulting legislation, direct contact with suggestions, doubts and complaints, among others.

6. FINAL CONSIDERATIONS

As seen, the transformation of the state's Human Resources management model State comes as strategic for the modernization of the public management, once that improving requests a manager more qualified, motivated and aware of his/her role in the construction of a State more efficient.

The involved aspects are several, which should be treated together, producing a more satisfactory result than isolated initiatives.

However, maintenance of the continuity of strategic orientation is a great challenge that comes in this process. Therefore, the insert of human resources' area in the head of the organization, in the case of the public service, in the Government's head, either be in Federal, State or Municipality level, it is an essential step.

The second step is to strengthen human resources management, providing its with a staff of career professionals, with permanent bond, highly qualified and committed with the modernization project, in such a way that will minimize the effects of the administrative discontinuity.

Only this way, with the support of the leadership, continuity certainty and compromising of the team, the work of transformation of the area of human resources can obtain the desired results, contributing to the modernization of the public administration as a whole.

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