Competency-Based People Management for the alignment of people development with the organizational strategies of the Brazilian Institute of Geography and Statistics – IBGE

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Abstract

Competency-based People Management's main contribution to the human resources and people management areas is the placement of people in the strategic context of an organization, guiding their development by means of the future view and strategic goals of the institution, besides allowing the creation of more precise tools for people management and leadership.

The project *Competency-based People Management at IBGE* is being developed in an innovative way, integrating the previous steps taken at the definition of strategic planning with the value chain of the institution and its mapping of work processes. The processes inspire the formulation of the functional roles and the specific skills expected from people who meet such roles.

By means of a "Development Plan" and "Learning tracks", people development at IBGE aims at improving human skills that are able to support both the organizational competencies and the strategic goals which are needed to achieve excellence in institutional performance.

Introduction

Over the last 30 years, several political, economical, social and cultural changes have pushed IBGE into searching for new management models able to help the institution fulfill its mission, improve its performance, contribute to the implementation of its own strategies, and achieve its goals.

The *Competency-Based People Management* model is an answer to the need that IBGE has of responding to the impact of the paradigm shift it has experienced – a shift marked by profound changes, especially from the 1980's on. Such model has been adopted as the one that better responds to this new scenario, for it allows us to explain the strategic context of the institution, set goals for the future development of people, and create more precise tools in people management and leadership.

Once institutional competencies and individual skills are defined, we can create development plans that ensure not only institutional development, but also social value addition to public services, with the validation and proper use of the worker's knowledge, so that he/she and the institution, by means of effective policies, may grow together.

Within Brazilian Public Management, Competency-based People Management was introduced in February 23rd, 2006 by Presidential Decree 5705, which institutes the Policies and Guidelines for People Development in Federal Public Administration, defining as its

instruments: "Plano Anual de Capacitação" [Annual Training Plan], "Relatório de Execução do Plano Anual de Capacitação" [Annual Training Plan Report] and "Sistema de Gestão por Competências" [Competency-based Administration System], in line with Act 11.784, issued in September 22nd, 2008, which established the system for competency-based performance evaluation of public servants in the federal public administration, autarchies and foundations.

The Competency-based People Management is part of the "Programa de Melhoria da Qualidade na Gestão Institucional – PMQGI" [Program for the Improvement of Quality in Institutional Management], which aims at enhancing IBGE's governance skills, based on the introduction of modern methodologies and technologies in quality management through seven projects: Strategic Planning, Leadership Development, Business Process Management, Competency-based People Management, Service Quality, Management Indicators and Management Information System.

This article aims at describing IBGE's experience in the implementation of its Competency-based People Management Project for the alignment of people development with the organizational strategies, integrating the following projects: Strategic Planning, Business Process Management, and Competency-based People Management.

1. The Program for the Improvement of Quality in Institutional Management

The Program for the Improvement of Quality in Institutional Management intends to introduce changes in values and behaviors, individually and institutionally. The Program is strategic within the institution, for it aims at implementing and institutionalizing good management practices.

The Program is in line with the Brazilian excellence criteria in Public Management, quality foundations and orientating principles. The program is structured in a way that unifies the seven projects quoted above, as the following figure shows:

Figure 1. Strategic projects associated with the Brazilian Model for Excellence in Public Management
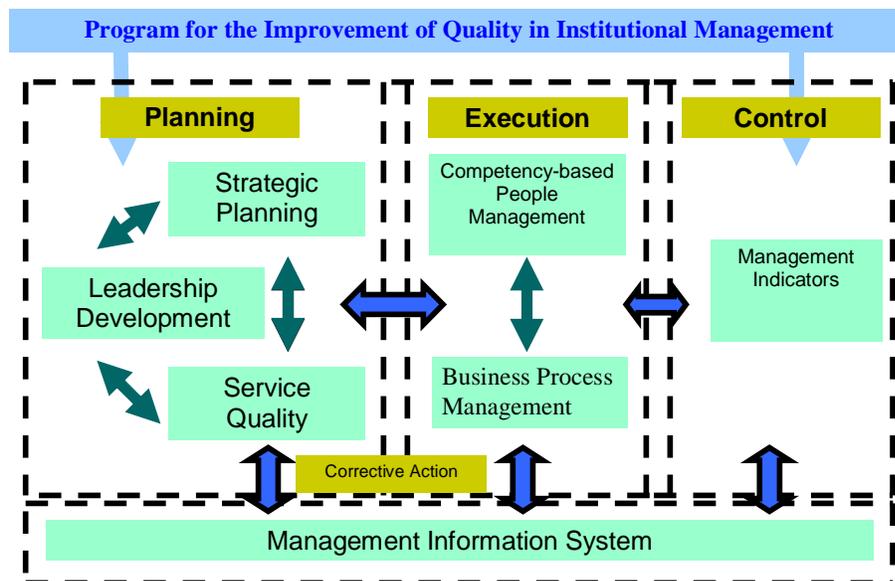
Source: IBGE, 2008

Strategic projects which are part of the Program for the Improvement of Quality in Institutional Management were carried out simultaneously, even when their individual implementation differed.

The methodology used in the Competency-based People Management project is considered innovative in Brazil, since it starts with the work processes defined by the construction of the institutional Value Chain. Thus, we need to analyze the implementation of such methodology in detail.

2. Competency-based People Management

A major strategic priority at IBGE for the coming years is the Competency-based People Management project. Increased demand for new statistical and geoscientific data requires educated employees, ready in technological terms, motivated and proactive. More and more, IBGE will need knowledgeable and high-skilled people with the right attitude.

The methodology for the Development of People focused in the Competency-based People Management project is based in the existing theoretical framework presented in Figure 2.

**Figure 2.** Competency-based Management Model
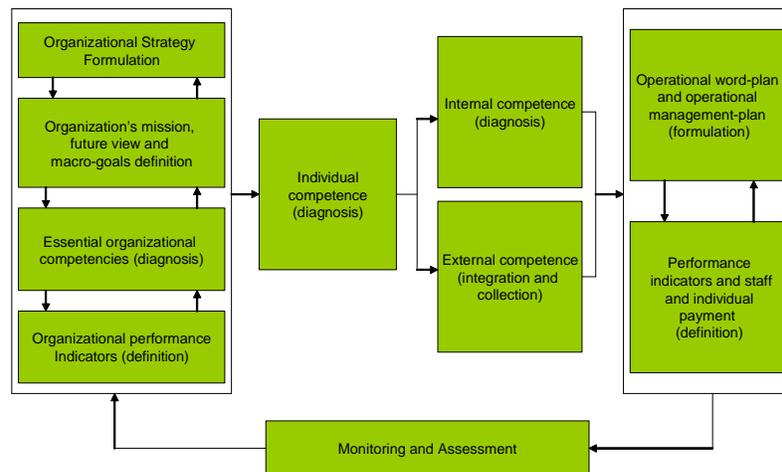
Source: Guimarães et al., 2001

The evolution and maturation the institution achieved through the PMQGI projects resulted in the improvement and adaptation of this methodology to the organization context, something that has as its main premise the definition of the necessary competencies each worker should have in every process, in order to present results related to the strategies defined within the strategic plan.

This new perspective, illustrated in the following figure, considered that – besides the definition of the strategic orientation in the strategic planning – the implementation of Process Management should also be placed before Competency-based People Management. Such orientation resulted from the need to identify the competencies that, when developed, would allow people to have the knowledge, skills and attitudes that contribute for the effectiveness of each process in the Strategic goals of the organization.

Figure 3. Model for survey of Processes and Competencies
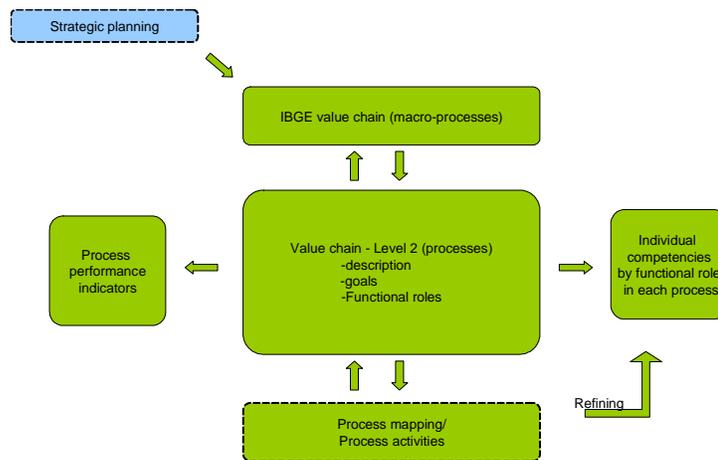
Source: IBGE, 2009

3. Process and Competency survey phase

3.1 Strategic-orientation identification in the institution

The identification of IBGE's strategic orientations occurred in line with the Strategic Planning and had the participation of the Directive Board, a group of strategic leaders from different areas, and high-skilled employees.

Strategic planning culminated in the establishment of the strategic definition that will orientate IBGE in three dimensions: a) its cultural identity; b) its strategic alignment; c) its strategic planning for 2010-2014.

3.2 Institutional value chain construction

Within the Process Management Project, the Institutional value chain was built. The modeling for the first level Value Chain, presented in Appendix A, had as its main goal to portray the organizational action in macro-processes.

3.3 Knowledge of the competencies required by the work processes

In order to know the competencies required by the work processes, there has been, first off, the definition of the institutional competencies and, second, the attainment of such competencies, which are part of the roles played by every worker in the processes of the second level value chain.

The way the competencies were considered as such aimed at enabling every role played by the people in the process as one that could contribute for the achievement of the

strategic orientations related to the macro-process. In order to create a standard for this dynamics and turn it into something easy, a glossary was created, presenting 34 competencies divided in four categories: Action and Result Competencies, Managerial Competencies, Interaction Competencies and Operational Competencies, presented in Appendix B.

Aiming at orientating the definition of the Knowledge, Skills, and Attitudes of each competency, a list of the preliminary knowledge, skills and attitudes was elaborated. Appendix C shows an example from IBGE's industrial surveys.

3.4 Competency-based People Management Implementation at IBGE

IBGE uses the "*Sistema Integrado de Gestão por Competências – SiGesComp*" software. The main function of this software is to allow competency-based people management to happen in an integrated and dynamic way, in order to ensure a continuous process of individual and organizational development, allowing the connection of a set of actions, such as: linking individual competencies to institutional and sector competencies and to the processes and functional roles; identification of the competencies required; competency evaluation and people performance evaluation; competency-gap identification and analysis; creation of customized development plans.

The tool has five integrated modules:

1. **Competency management –** allows us to register and manage information about employees, their competency profiles and the profiles of the organizational competencies, as well as their relation and integration with administrative units, roles, functions, positions, processes and projects at IBGE.

2. **Competency assessment and performance management –** covers the configuration of several evaluation processes, where the manager can use different techniques, such as self-assessment, hierarchical assessment, hierarchical assessment and feedback, 360º assessment. Assessment processes must be linked to the competencies needed for the roles played by the workers as a whole.

3. **Development-plan Management –** has as its goal the building and monitoring of the development of the competencies of the employees by means of customized plans, which take into consideration the identified gaps in competencies, the available resources and the learning strategy most suitable to every different profile.

4. **Resource-Development Management –** presents a series of actions and resources, such as face-to-face courses, on-line courses, manuals and documents, books, videos and events, which may be used by managers or employees in order to develop competencies.

5. **Behavioral-Profile Management –** allows the manager to have a more complete view for planning and developing human resources, taking into consideration competencies – knowledge, skills and attitudes – and behavioral characteristics of every worker. Behavioral Profiles allow the identification and development of the characteristics of all professionals, facilitating the identification and the proper allocation of candidates to a certain role or function.

As one can see, the tool is rather comprehensive. Several people from the area of statistics and geosciences, as well as a group of human resources analysts, are already trained to operate the system. Appendix "D" presents some examples of the application functionality of SiGesComp.

The main products generated by SiGesComp will be Staff Development Plans and Individual Development Plans for every worker at IBGE. Such plans will be defined according to the *gaps* identified in the performance assessment made by the system and will consider the knowledge, skills and attitudes needed in every functional role.

Individual Development Plans may take the "Learning Tracks" format, which will allow employees to plan their own improvement and consequently diminish gaps in their skills. Learning tracks may be considered alternative and flexible ways for personal and professional development, being also an alternative strategy to promote professional development if we have in mind not only the organization expectations, but also people's conveniencies, needs, performances and aspirations.

4. Conclusion

In spite of the radical changes to be implemented, it is necessary to understand that IBGE, throughout its history, especially in the field of Statistical Sciences and Geosciences, has always searched for – and achieved – excellence.

The definition of process competencies aims at ensuring that individual skills generate and support institutional competencies, which are necessary to achieve the organization's strategic goals.

As it makes each activity's thorough assessment possible, process approach allows for training plans that accelerate process performance and make use of the least effort possible, in terms of time and money, to achieve what had been established.

The Competency-based People Management project aims at defining and mapping institutional and functional competencies at IBGE, in order to produce Development Plans and Learning Tracks in line with the strategic goals of the institution, besides including the use of a computerized tool that will generate a database with information to be used in the implementation of the new system.

It is worth mentioning that the Institutional Value Chain provides a systemic and integrated view of the institution, turning all process transparent and communication easier among the teams involved in the various work processes. It is also worth mentioning that Institutional Competencies align People Development with organizational strategies. Creating this new perspective collectively is, without any doubt, a milestone in the modernization of an institution that belongs to the Brazilian federal public administration, as a whole, and in the modernization of an official geography and statistics institute, in particular.

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Appendix A

IBGE's Value Chain (level one)

IBGE's Value Chain

01. Institutional Governance

02. Cartographic [and…] Information System coordination

03. Knowledge Management

04. Institutional Relationship Management

05. Institutional Planning Management

06. Geoscientific Information Production

07. Statistical Information Production

08. Information Dissemination

09. Post-Graduation Research and Extension Management

10. Information Technology and Communications Management

11. Infrastructure Logistics Management

12. People Management

13. Budget, Financial and Accounting Management

14. Institutional Assessment

Appendix B

Competencies (by category)

	COMPETENCY	DESCRIPTION
		ACTION AND RESULT CATEGORY
1	Strategic agility	Having a clear strategic view, being able to anticipate consequences and trends accurately; Having broad knowledge and perspective; Being future-oriented; Being able to build scenarios and reliable views; Knowing how to create competitive strategies and plans.
2	Customer-oriented attitude	Having in mind the needs and expectations of internal and external clients; Getting information directly from the client and using them to improve products and services; Speaking and acting with the customer in mind; Establishing and maintaining effective relationships with customers in order to get their trust and respect.
3	Entrepreneurial capacity	Creating and communicating a vigorous and inspiring view or sense of purpose; Foreseeing possibilities; Being optimistic; Creating milestones and symbols to make the view stronger; Sharing the view; Being able to inspire and motivate units and the entire organizations; Predicting, analyzing and solving problems related to the area of expertise, creating alternatives in the face of new situations.
4	Total quality management	Dedicating oneself to provide high quality products and services that meet the needs and requirements of internal and external customers; Being committed to constant improvements through delegation and data management; Being receptive to suggestions and experiences; Creating a learning environment turned to more efficient and effective work processes.
5	Action guidance	Completing all projects or activities under one´s responsibility, maintaining a work of quality and meeting deadlines; Being action-oriented; Not being afraid of acting when planning is minimal; Seizing opportunities when they come up; Motivating oneself and encouraging others persistently to achieve results focused in the organization's objectives and goals.
6	Planning	Planning correctly the length and difficulty of tasks and projects; Establishing objectives and goals; Dividing the work into stages; Developing timelines and tasks. Anticipating obstacles and problems and preparing oneself properly; Measuring performance against targets; Evaluating results.
7	Work quality	Understanding clearly the relation between one's daily activities and the objectives and goals of the area; Prioritizing actions related to the satisfaction of tax payers/ clients of other services; Understanding the impact of the work on other activities and the organization's image; Suggesting changes in working procedures aimed at improving overall service.
8	Decision-making	Making the right decisions, based on a combination of analysis, wisdom, experience and judgment (time will tell if most of the solutions and suggestions were correct and appropriate); Being asked to give advice and solutions.
9	Systemic view	Knowing the entire system from a global analysis of its parts and their interaction, in order to enable analysis and interference in the system itself; Foreseeing the set of variables that make up the organization's processes, whether internal or external; Proposing alternative scenarios for planning.
10	Organizational dynamics	Understanding organizational dynamics; Learning how to get things done; Understanding the origin and reasoning behind key policies, practices and procedures.
		MANAGERIAL CATEGORY
11	Monitoring and control	Monitoring, coordinating and assessing systematically the progress of activities, aiming at ensuring the achievement of results.
12	Administration and assessment	Assigning clear responsibilities for tasks and decisions; Setting clear goals and measures; Distributing the workload appropriately; Defining the work in a planned and organized way; Monitoring processes, progress and results appropriately; Providing timely and objective feedback regarding achievements.

	COMPETENCY	DESCRIPTION
		MANAGERIAL CATEGORY
13	Ability to acknowledge people's efforts	Being a good evaluator of people's skills; After reasonable exposure, being able to clearly identify the strengths and limitations of people inside and outside the organization; Being able to anticipate what people will do in various situations.
14	Delegation	Delegating, comfortably and clearly, both routine and important tasks and decisions; Sharing responsibility; Trusting the performance of people, not interfering in the work of subordinates.
15	Team development	Creating strong morale and spirit in the team; Sharing wins and successes; Encouraging frank dialogues; Allowing people to finish and take responsibility for their work; Letting team members present their work to senior management; Acting as if success belonged to the whole team; Creating a sense of participation in the team; Maintaining an open dialogue with staff about their work and results; Motivating and getting the best out of people on the team.
16	Process management	Being able to design the right processes to get things done; Knowing how to organize people and activities; Understanding how to separate and combine tasks into an efficient workflow; Knowing what and how to measure; Being able to see opportunities for synergy and integration where others cannot; Being able to simplify complex processes; Achieving more with fewer resources.
17	Innovative management	Having good judgment on what ideas and creative suggestions will work; Having the perception to manage people's creative process; Being able to facilitate discussion in teams effectively; Being able to project the way potential ideas may be implemented; Being efficient in implementing people's creative ideas.
18	Leadership	Providing professional and institutional feedback that is updated, direct, complete and feasible; Addressing problems quickly and directly; Not being afraid to take a leadership position and make decisions in the face of difficulties; Dealing effectively with uncooperative subordinates, when necessary; Doing whatever is necessary to overcome resistance and get the job done; Not allowing problems to proliferate; Periodically evaluating performance; Having timely discussions; Being able to make difficult decisions regarding subordinates when all efforts are exhausted; Being asked to provide guidance during a crisis; Enjoying being a leader.
		INTERACTION CATEGORY
19	Conflict management	Addressing conflicts as opportunities for improvement; Being able to draw up agreements and resolve disputes fairly; Listening to and understanding others quickly; Being able to find common elements and obtain cooperation from those involved.
20	Diversity management	Managing all types and classes of people equally; Dealing effectively with all races, nationalities, cultures, disabilities, ages and genres – equal and fair treatment and opportunities for all.
21	Service	Meeting the demands of users with courtesy and attention; Being tolerant of people and processes; Hearing and checking before acting; Trying to understand people and data before judging and acting; Knowing how to implement changes; Waiting others to understand what you want before acting; Being sensitive to the appropriate pace of tasks.
22	Cooperation	Working with other professionals of your unit in order to execute projects/activities, contributing to the achievement of results; Cooperating with the working group in achieving the expected results.
23	Negotiation	Negotiate skillfully in tough situations, both with internal and external groups; Being able to resolve differences quietly; Being able to make people yield without damaging relationships; Knowing how to be direct and convincing, as well as diplomatic; In negotiations, quickly getting the confidence of others; Having good timing.
24	Interpersonal Relationship	Relating well with all kinds of people, inside and outside the organization; Being able to establish appropriate communication; Listening; Cultivating constructive and effective relationships Using diplomacy and tact; Valuing people; Comfortably easing tense situations.

COMPETENCIES		DESCRIPTION
		INTERACTION CATEGORY
25	Political savvy	Managing complex political situations effectively and calmly; Understanding the way individuals and organizations function; Foreseeing explosive situations and planning an appropriate approach; Accepting corporate policy as a necessary part of organizational life and working accordingly; Going around tricky situations.
		OPERATIONAL CATEGORY
26	Time management	Using time effectively and efficiently; Identifying what is more important; Focusing efforts and planning to achieve expected goals.
27	Ability to set priorities	Devoting time to what is important; Focusing on the few critical issues and putting aside the many trivial ones; Having a feeling on what is useful and what can hinder the achievement of goals; Eliminating difficulties; Focusing.
28	Organization	Obtaining the resources (people, financial, material, support) to get things done; Orchestrating multiple activities at once to achieve a goal; Using resources effectively and efficiently.
29	Learning	Ease and ability to learn new skills and assimilate new knowledge, products and techniques, as well as business skills; Performing well in technical courses and business seminars; Learning from problems faced; Being open to change; Analyzing both success and failure to improve; Trying and doing everything to find solutions; Enjoying the challenge of unfamiliar tasks.
30	Technical field	Having knowledge as well as functional and technical skills to perform one's work with high level of achievement.
31	Communication	Expressing both orally and in writing with clarity and objectivity; Interpreting and using information and all means of communication needed to achieve results.
32	Provision of information	Providing information that people need to perform their jobs; Providing information and direct feedback, so people can make accurate decisions; Providing information timely.
33	Presentation skills	Acting effectively in various settings of formal presentations: one by one, large and small groups; Being effective both inside and outside the organization; Requiring attention and being able to manage group processes during presentations; Changing tactics on the course when realizing something is not working.
34	Problem solving	Solving problems with effective solutions; Asking good questions; Noticing underlying problems and patterns; Looking for alternatives and analyzing them in depth.

Appendix C

Example of application in the area of Economic Statistics

Macro-process	Process	Functional role	Competencies	Knowledge	Skills	Attitudes
07. Production of statistics information	07.05. Verification of data	Project manager	Technical command	Knowing the technical procedures and methodologies relevant to the projects	Mastering the technological resources	Self development
				Knowing the production processes	Absorbing new knowledge and information easily	Seek alternatives; study similar solutions to the problem
				Mastering the relevant vocabulary	Dealing with multiple activities	Provide feedback and suggestions for the improvement of work
			Decision making	Knowing the project scope	Foreseeing problems and proposing solutions	Maintain good relationships with strategic areas
				Knowing the capabilities and resources of applications developed for the research	Identifying relevant information	Attention
				Knowing the tactical and strategic operational planning	Identifying relevant information	Calmness and objectivity to meet demands
			Monitoring and control	Knowing about project management and scheduling	Being able to set priorities	Interact with the group and the team
				Knowing the communication channels of the institution	Being organized	Ability to document the processes
				Being familiar with the goals of the organizational unit	Being able to analyze scenarios	Be cooperative
			Delegation	Knowing about people management	Being able to convey new knowledge	Eliminate difficulties
				Knowing the potential of your team	Being able to identify new talent	Interact with group and team
				Knowing the production processes	Being able to put theory into practice	Coping with adversity

Appendix D

Example of application of SiGesComp software