

PROGRAM TO IMPROVE QUALITY IN CORPORATE MANAGEMENT: *Increasing Governance on IBGE*

Abstract

The Brazilian Institute of Geography and Statistics — IBGE describes, in this document, the Program for Quality Improvement in Corporate Management, whose consequent strategic projects are planned to be put in practice between 2008 and 2011. This program tries to broaden governance capacity in IBGE, based on the introduction of modern methodologies and technologies for quality management. In this sense, IBGE has taken as reference the “Model for Excellence in Public Management”, recommended by the Brazilian federal government, in order to award innovative initiatives in the Brazilian public Administration. This paper briefly presents the working methodology, the initiatives that are being implemented and the present stage of the projects, arousing, in its conclusion, a reflection towards managers’ expectations regarding the possibility that the measures put in practice may lead to a governability shock capable of reflecting positively on their performance.

Introduction

Aligned with Brazilian Government’s challenge of implementing a new, ethical, disclosed and decentralized public management, with social control and oriented towards the Brazilian citizens, IBGE, by means of the production and dissemination of statistical and geoscientific information, provides government and society fundamental elements to understand the national reality and face the country’s challenges, as well as the feasibility of a more efficient public management for long-run national planning. In this sense, it strives for the accomplishment of its mission to “Portray Brazil with the necessary information to the knowledge of its reality and the practice of citizenship”.

In this context, IBGE has been implementing actions that allow for its position on the forefront of good management practices, by means of the promotion of an open channel for reflections and discussion, within national and international scope, and also by the design and implementation of projects that intent to assign significant improvements on corporate management. The Program to Improve Quality in Corporate Management now presented comes to explain the strategy identified by IBGE in order to put ahead this responsibility.

The purpose of this document is to describe the initiatives that are being implemented and the present stage of the strategic projects related to the program, in order to evaluate if the measures taken would actually lead to a governability shock capable of reflecting positively on corporate performance.

1. Historical Background

IBGE has performed, in the mid 80's, its greatest modernity shock, through its **Program for Modernization and Administrative Reformation**, centered on two vertices of action — those regarding changes in the management model and those related to the deployment of a new management philosophy. With the stigma of external salvational intervention, the program was well accepted at the outset, since it was bringing a proposal for intensive participation of all IBGE's public servers.

The goals to be achieved by the Program were:

- a) To reduce operational costs, through a commitment towards efficiency and rationality in the use of public resources, eliminating waste and balancing the composition of expenditures;
- b) Disclosure of IBGE to society, increasing levels of transparency and visibility of its performance;
- c) Increasing levels of excellence regarding service to the users of IBGE's products, on both government and civil spheres;
- d) Improvement of IBGE's managerial and operational competencies, for qualitative and quantitative upgrade in its products and services;
- e) Decentralization and dissemination of decision making and performance process;
- f) Increasing levels of efficiency and modernization of IBGE's administrative machine, through the rationalization and simplification of its structure, routines, methods and work processes, besides the use of computing resources;
- g) Qualitative and quantitative improvement of IBGE's staff.

By the time, this proposal was aligned with Brazilian government's political speech and with the pathways pointed out by scholars of public administration regarding organizational changes through which the organizations would have to go. Thus, there was a **political project** for IBGE, clearly defined and exposed with disclosure to its entire staff. There was also cohesion and adherence regarding all proposals that came from the board of directors, even though there were some divergences relating to the proposals of solution.

The process for modernization and administrative reformation started with the building of an integrated **technical project** that lasted for some years, while there remained some breath on the technical team that carried out the project, and favorable political conditions for the introduction of qualitative changes in working processes. It was not the interests of the areas that should prevail, but the vision that IBGE, as a whole, needed to give answers to the demands from government and society.

Though considered as an innovative and successful experience, after the conclusion of the main actions resulting from the reformation, the report of the technical team that conducted the program and was assigned to follow-up on the conduction of modernization

activities and on control and monitoring of projects, highlighted the major difficulties and obstacles presented during the work described below:

- a) Deficiencies on the process of information dissemination, which generated the occurrence of biased understandings, as well as the indifference and distancing of the staff;
- b) Lack of specific technical preparation, from the part of most of the representatives of the Organizational Units of IBGE, which composed working groups responsible for administrative reformation projects, with special focus on the managers of the projects in reference;
- c) Delays on the outset of the development of priority projects (specially those from the human resources area) due to the delay on contracting external consultants;
- d) Delays on the implementation of basic measures of the reformation, which caused a certain degree of lack of accreditation concerning the depth and the reach of actions;

There were several restricting organizational factors that created barriers to the deployment of modernization actions in a dynamic way. Many of these factors were diagnosed throughout the work itself. Some were worked upon. Others, however, restricted the performance of the managers. The model of intervention experienced the natural resistance of the individuals towards the process of change, for it brought along with it a proposal for redistribution of power.

Although the motion for Modernization and Administrative Reformation of the 80's is considered the one with greatest impact on IBGE's management, it is known that decision-making within the organizations is influenced by the dominant culture and by the players involved, especially the top management of the organization. And, since the organizational dynamics is always seeking a new point of balance, the process of changes experienced a gradual slowdown. The Program to Improve Quality of Corporate Management presented here is a result of the discussions that are being conducted within IBGE and intends to become a leitmotif for the actions of modernization required to improve its performance.

2. Theoretical Reference

2.1. Excellency on Public Management

Along the latest years, the Brazilian public organizations have been increasingly searching the improvement of their management systems and using tools to apply, in the best way possible, the available resources.

The Total Quality Management was one the most searched models by the public sector, in the last decades, to form a basis for its management systems, since it was a model that provided the introduction of a culture of measurement within the organization. The rigid moral principles, combined with the shortage of resources and the need to put forward concrete and visible action are also some of the aspects that led the public sector to implement this form of management.

The new public management is not only worried about measuring efficiency, but also with the effectiveness of the public services provided, which also allow for continuous learning and formulation of future strategies, in accordance to the principle of organizational learning.

By the 90's, the notion that the greatest challenge of the Brazilian public sector was of managerial nature led to the search for a new model of public management, focused on results and oriented to the Brazilian citizens.

Since then, the Model for Excellence in Public Management has gone through continuous improvements, with the purpose of following the state of art in terms of management, so as to assure its identity with the contemporaneous thinking about excellence in management; and follow the changes that occur within public administration.

The model refers to the representation of a managerial system, made up of seven integrated parts that guide the adoption of practices of management excellence, with the purpose of leading Brazilian public organizations to high standards of performance and excellence in management. This model was conceived from the premise that it must be excellent, not letting go the fact that it is public.

Public administration must implement management practices that allow the accomplishment of its goals, with efficiency and quality. More and more, resources must be well applied, and society must be served in a satisfactory way.

2.2. Initiatives for Quality on IBGE

For IBGE, the search for continuous improvement in its products is essential, since the information it produces is crucial and more and more demanded by the Powers of the Brazilian Republic, in their several spheres — federal, state and municipal, by the private sector, by collegiate and by society in general, besides international organisms of cooperation, regulation and foment.

Statistic and Geoscientific information is necessary to qualify and quantify social, economic and strategic aspects, essential to the planning, management and development of Estate and society. Conscious of such importance, IBGE has directed efforts to pursue quality on the information it produces and disseminates. Except for some isolated initiatives, the adoption of managerial practices on behalf of quality within IBGE has been, till now, restricted to this scope, that is, only to the improvement of the production process and dissemination of its final product.

Significant progress has been made concerning issues related to quality in the production of statistical information, with the use of methodologies compared to the best international practices, and the search for appropriate modern and low-cost methods and techniques for the accomplishment of the phases related to collection, data entry, coding, analysis, input, estimation and dissemination of data.

The concern about quality has been constant, based on patterns of commitment to the accreditation of the organization, as an essential characteristic on data production. IBGE, as a national statistical organism, has increasingly broadened the thematic and geographic scope for the accomplishment of its surveys, targeting the answers to the demands of the federal government towards the formulation and implementation of public policies. All these facts enhance the relevance of the statistics produced by IBGE.

Besides relevance, timeliness is also one of the principles of quality pursued by IBGE. The schedule for dissemination of conjuncture, annual and special surveys, available on IBGE's website, discloses a commitment from IBGE to the Brazilian society, in general.

Another commitment from IBGE relates to transparency. There is a rule, established in order to anticipatedly announce methodological changes, by means of messages available on IBGE's website. For changes that may cause great impact, besides this form of dissemination, workshops are prepared with the main users and the press. Our numbers are informed on the Brazilian Government Transparency website, and presented, in detail, to the entire society.

Internationally, it is noted that there have been discussions and significant progress related to the management and evaluation of quality on statistical organizations. A great amount of events with this purpose occurred along the latest years, most of them with IBGE's participation.

In these events there were managers, methodologists, production managers, survey production managers, survey quality managers and users of official statistics, in which were presented papers and discussions representing the current global thinking concerning quality issues on the field of official statistics, covering the most varied aspects of quality on the production and analysis of information.

On the scope of the geoscientific area, IBGE has been directing efforts towards the search for quality on the information produced. In this context, the updating and improvement of the mapping scale are enhanced, in order to provide updated and trustworthy information about this universe.

3. The Program for Quality Improvement in Corporate Management

The Program for Quality Improvement on Corporate Management has the proposal of introducing changes on individual and organizational values and behaviors, being the main instrument for the transposing of a bureaucratic culture to a managerial culture within IBGE.

It assumes a strategic nature, within the organization, while seeking the implementation and institutionalization of good management practices. For such, it will be necessary to review all work processes, with the aim of better efficiency, while assuring the required infrastructure to its functioning and developing. In the strategies for implementation

of the Program, the fundamentals of Quality in Public Management must be taken into account.

The desire and the commitment of IBGE's employees are critical factors for the success of the Program, particularly from the individuals occupying strategic positions within IBGE, although the working methodology must pursue the involvement of each individual, regardless of status, position or duty, on behalf of the continuous improvement and accomplishment of results, regarding the satisfaction of internal and external users.

The Program is oriented by the fundamentals of quality and by guiding principles for its consequent actions, and it is structured in order to aggregate the projects pointed out for the effective improvement of quality in corporate management.

3.1. Principles

The implementation of the Program for Quality Improvement on Corporate Management must attend to the following principles:

✓ **Speed:** Pursuing the continuous reduction of phases that do not add value. Reducing to the least possible the amount of time that documents in transit remain in the intermediate units of IBGE involved. Keeping a clear communication, from point to point. Remaining capable of being sure about actions, in order to provide a perfect flow for the work processes.

✓ **Quality of Information:** Assuring the greatest accuracy of information. Providing certainty concerning the trustworthiness of information sources. Providing timely information at the time required by its users.

✓ **Trustworthiness:** Assuring quality on the results, products and services. Providing transparency and communicating certainty as to the legality of actions. Remaining committed to the entire process, until the delivery of the product or service, on the time expected from its customers.

✓ **Relationship:** Forming and continuously enforcing the relationship network with stakeholders and strategic liaisons. Keeping interactivity with all boundaries of the work process.

✓ **Cordiality:** Provide a fair treatment and keep a permanent attitude of civility with peers, stakeholders, customers, partners, suppliers and other elements in the scope of internal or external environments related to the organization.

3.2. Methodology

It is necessary here to enhance the main points of methodological convergence in the conduction of the proposed projects, such as

- ✓ **Participative Focus:** Choosing methodological alternatives for the development of projects that may extend participation to the greater number of public servants that will be affected by the changes to be implemented, involving and moving these people towards the need for change.
- ✓ **Building of interdisciplinary groups:** Assuring the incorporation of distinct knowledge about identified problems, favoring decision-making on the conduction of projects.
- ✓ **Hiring Consultation:** Counting on the experience of specialists on the conduction of tasks, in order to provide safety and quickness to the activities. Moreover, the hiring of consultants aims to supply the lack of personnel for projects of this nature, be it by the quantitative aspect or be it by the traces and skills required for the professionals.
- ✓ **Support of automation tools:** For the knowledge management concerning information originated from strategic projects, as well as to promote control and effective monitoring of all its steps and introduce technologic improvement on the activities, it is necessary to identify automation tools to facilitate the development of projects.
- ✓ **Awareness Transparency, Intensive Communication:** The corporate marketing of strategic projects is a crucial condition for effective implementation of organizational change. It is necessary to adopt internal communication that provides visibility to the actions and their consequent, on behalf of administrative modernization.

3.3. Goals

3.3.1. General Goals

To extend IBGE's governance capability, based on the introduction of modern methodologies and technologies of quality management.

3.3.2. Specific Goals

- ✓ To provide instruments, follow and evaluate actions aiming the improvement and upgrade of quality in corporate management;
- ✓ To implement, support and give dynamism to the Program of Quality;
- ✓ To conceive mechanisms that enable the integration of workers in the process of project implementation;

- ✓ To move workers towards participation on the effort of improvement of service quality;
- ✓ To promote and disseminate surveys, researches and experiences due to the implementation of the Program;
- ✓ To consolidate the awareness of organizational values.

3.4. Monitoring and Evaluation

To proceed on a follow-up on the Program, many actions of monitoring and evaluation are developed, as follows:

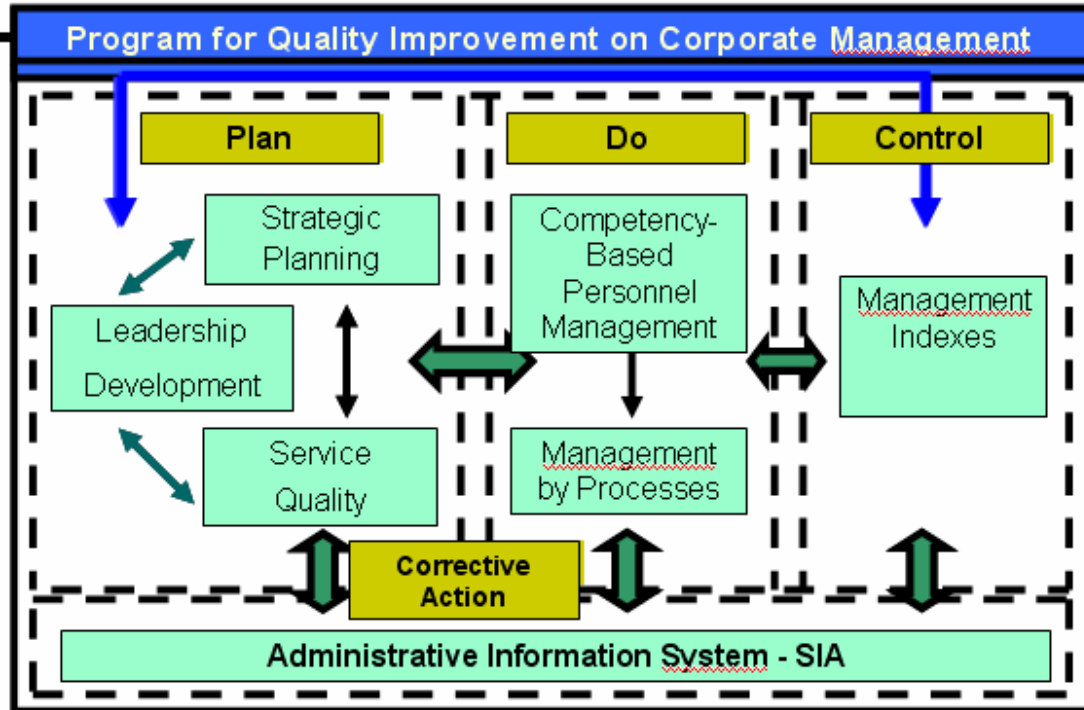
- ✓ To monitor the execution of action plans and improvement projects, measuring the partial achievement of the established goals.
- ✓ To measure the accomplishment of the established goals on the action plans of management improvement projects.
- ✓ To examine the results related to the accomplishment of improvement goals and management evaluation.
- ✓ To evaluate the improvement of institutional results on the organization.
- ✓ To evaluate the impact of improvements introduced on the level of customer satisfaction.
- ✓ To compare results to excellence references.
- ✓ To communicate to the Executive Directory the partial results of the Program.

4. Description of the Strategic Projects

For a better understanding of the scope of the proposed strategic projects, to be developed and implemented throughout 2008-2011, their descriptions follow next. It is necessary to say that each one of them was identified as the one that must have greater influence on the process of corporate management improvement, although there are others in development or yet to be implemented, which are of extreme relevance for the organization.

Strategic projects were assigned for each one of the excellence criteria in public management, as can be seen in the figure below. This guideline targeted on concentrating efforts on the feasibility of the projects, with guarantee of organizational resources and the effective control and monitoring of its execution.

Figure 1 – Strategic Projects associated to the Brazilian Model of Excellence in Public Management
PROGRAM FOR QUALITY IMPROVEMENT ON CORPORATE MANAGEMENT



Source: IBGE, 2008

4.1. Leadership Development Project

The leadership Development Project aims to provide IBGE with knowledge, capabilities and managerial attitudes that express the organizational culture, pointing to the accomplishment of institutional goals, as well as to identify new leaderships and make them potentially capable for the managerial succession process.

The managerial activity presents features that are very peculiar, if compared to other tasks. Differently from the others, it permanently holds a challenge for those who practice it, since they involve, in good part, day-to-day unexpected facts, implying emergent, discontinued and varied activities.

For this reason, people placed in managerial positions must rely on certain skills and behaviors that can be organized and systematized as common standards, but also with those accomplished by their own experience and everyday practice. Therefore, a project that aims the development of managers must provide knowledge about the best techniques universally used and, yet, receive and communicate the personal art of each leader, added to their day-to-day tasks.

The development of leaderships within IBGE, as a trait of organizational culture, was built, along its history, in automatic, non-systematized form; whose main criterion has been

the good performance of its stakeholders, on the practice of technical activities. Historically, the emphasis was directed towards the “task” dynamics, that is, with greater focus on operational skills and shorter interest on its context. This practice is still being observed most of the times, generating problems for the qualified practice of this job, since it also depends on the “relationship” dynamics, implying the broadening of the systematic vision and the inclusion of the behavioral competence. On the other hand, this culture has been generating deficits on the availability of successors potentially prepared to take on new leadership positions.

The issues above suffer an additional threatening, as we consider the expectative of a significant increase on retirements for the next 5 (five) years. Given this perspective, since 2006, IBGE has been turning possible systematized actions, in order to concentrate efforts such that these goals can be achieved.

4.2. Strategic Planning Project

With changes occurring on an ever-increasing pace, the planning process has received a more systemic focus. Besides “planning strategically” it also became necessary to organize, direct, coordinate and control in a strategic way. Strategy is proper of a proactive management. Many public organizations have plans but lack strategies, not because they don’t formulate them, but because they don’t turn them into an effective instrument of orientation for the conduction of plans and the coherence of the decision-making process.

Within the public sector, a strategy must take into account the government’s guidelines and policies regarding the organizational mission, as well as the factors that suffer influence from the external environment. The practice of “renegotiation” of strategies and plans must also be considered, when a control system determines some kind of action towards correction or improvement, or even upon the occurrence of situations not predicted such as budget retentions, changes in governmental priorities our budget cuts, for instance.

The strategic decisions are related to the great changes; they form the basis for the global project of organizational management; they cause an impact on the future of organizations, they threaten their identity and require deep transformations on technologies, behaviors or the structure of organizations.

Strategic planning is a deliberate process of strategic thinking, in which is reported the examination of the internal environment of the organization, through the analysis of its strengths and weaknesses, and of the external environment, by its opportunities and threats.

For the success of these strategic decisions, we recommend the conscious and participative involvement of all organizational levels and the reckoning of the methodology adopted, as an essential input for organizational development and, mainly, for human development.

The project is in its course and its methodology will allow IBGE to disclosure its cultural identity, establish a milestone of strategic orientation for the future, elaborate a strategic plan and a tactic-operational plan and commit its managerial staff to the established goals, starting with a management contract. It is based on a Communication Plan, in order to move and involve all IBGE's workers on the planning process.

4.3. Quality on Service Project

The Quality in Service Project has the goal of promoting improvements in quality of administrative service, by means of actions that both facilitate the formulation of productive business agreements with internal customers of the administrative area and promotes the qualification for performance optimization within IBGE's administrative service.

The increasing concern about productivity and quality of the services provided, in this contemporaneous world, led the organizations to think over its way of management, beginning to pay more attention to the expectations of customers and users of its services, rather than only to their needs, thus seeking to incorporate the attributes required to its products and services.

The administrative service encompasses activities related to the management of human resources, materials and finance, as well as the infrastructure necessary for job performance. This includes areas of customer service whose purpose is maintaining the perfect functioning of physical locations and workflows.

Historically, the relationship inherent to administrative services provided to the remaining areas of IBGE must be judicious, given the high charge of legality inherent to public management formalities, resulting in answers that, in some instances, do not exactly match the expectations of internal customers.

This kind of problem finds another important partner, as we consider the difficulties of the administrative area itself, in considering itself a business area, and for this reason, subject to planning and performance strategies with clear criteria that guide services coherent with its importance for the finalistic productive processes.

The primary outputs of the project are: Survey for Customer Satisfaction; Service Improvement Plans; Skill Building Plan for the Service of Internal Clients; defined Methodology for Business Agreements; Administrative Restructuring of IBGE's Decentralized Units.

4.4. Competency-Based Personnel Management

The main transformations, through which the contemporaneous world has passed through, with globalization, the opening of the market and the huge worldwide competition,

fostered the reformulation on the scope of the organizations, which became more lean and conscious about productivity and quality for their products and services.

By interpreting this change of paradigm, the organizations are demanding a workforce that is polyvalent, flexible and capable of dealing with the new technologies. The intellectual work tends to be not restricted only to management, but to spread itself along the remaining individuals, replacing, more and more, the strictly operational labor.

People began to pay more attention to the capabilities of individuals, including those related to thinking, initiative and decision-making skills, being this one of the changes that fosters an ever-growing transformation of the “qualification” model into a “competencies” model.

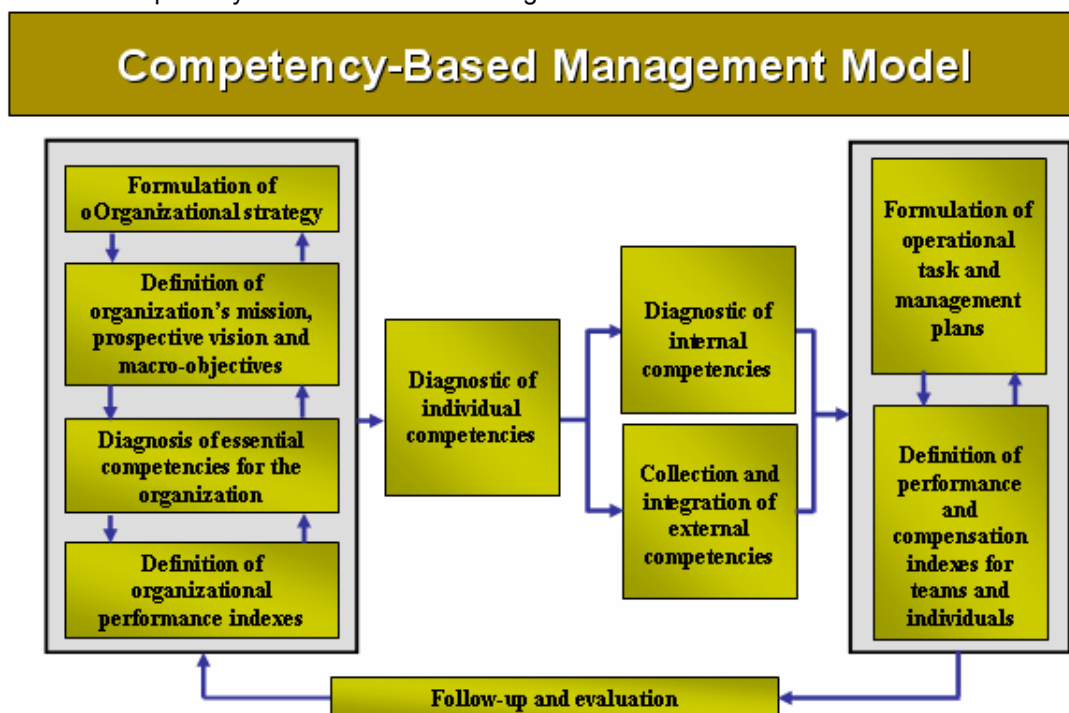
It is a fact that, in the traditional vision, the organizations figured as a cluster of inputs that made up products and services, and people in the workforce were considered as replaceable factors in the production process. Knowledge was considered merely as a desirable yet not essential condition.

The **Competence-Based Personnel Management** model came up, thus, with the purpose of answering to the need of the organizations in reacting to the impact of the change in terms of paradigm, characterized by deep social, cultural and political transformations that have been taking place, especially since the 80's. It has been adopted as the one that best suits this new setting. It enables the explanation of the organization's strategic context, as well as an orientation towards the future, with goals for human resources development, and the creation of tools that may allow greater accuracy on managing these resources.

With the definition of institutional and individual competencies, it is possible to design development plans that ensure not only the institutional performance, but also the aggregation of social value to public servants, considering the enhancement and better use of their knowledge, as well as the possibility of formulating more efficient policies for their own growth, aligned with the growth of the organization.

In this sense, the implementation of the competency-based personnel management model (as noted in figure 2, considering its interfaces with other projects of the program) becomes relevant and timely, considering that it is possible to improve links between the various organizational resources and the people in the development of work processes, in order to achieve excellence in the results.

FIGURE 2 – The Competency-Based Personnel Management Model



Source: Guimarães and colleagues-2001

Source: BORGES, Jairo E. et al (Guimarães et al. 2001)

The project aims to define and list IBGE's corporate and functional competencies, originating individual development plans for all workers, aligned with corporate strategic goals. It also includes the support of external consulting and the use of computing tools, throughout the planning, scanning and evaluating phase, originating a database with information that will be used in the phase related to the implementation of the new procedure.

4.5. Management by Processes Project

The project Management by Processes targets the implementation of a management model that ensures higher performance within IBGE, in answering the needs of government and society, starting from the identification and improvement of its process chain. It includes identification, registration, modeling, analysis, rationalization, processing and documentation of work processes, in the search for continuous improvement. It starts with the management of administrative processes, to be later on implemented in other activities of the organization.

The processes must be seen as a source of specific competencies of the organization, that make the difference in terms of administrative efficiency, as well as the influence that they may have on the strategy, on meeting the requirements of internal and external customers, on products and services, on inter-relationships and on the organizational structure.

“Management by Processes is the ability to select, scan, rationalize, improve and monitor critical processes, considered essential for meeting the strategic vision of the organization, stated on its mission and its strategic objectives. It involves understanding/specifying the pieces that make up the processes: inputs, transformations, outputs, players involved, intervenient factors and their impact, monitoring them through indexes related to efficiency, efficacy and effectiveness.”
(Annual Training Plan 2007 for the Civil House of Presidency)

In general, from a perspective of vision for the future, organizations capable of a more clear identification of action priorities and inputs to be used in their essential processes will be more efficient in managerial terms. Globally, state of art organizations are no longer looking at their processes only in the industrial sector, and began to organize themselves around their essential non-manufacturing processes, concentrating their efforts on their customers, in the perspective of service excellence. For this purpose, they opted for an organization model based on processes and take action in order to move from their functional structure to one that may offer better results for their businesses.

The upgrade from a traditional point of view to a process-based point of view shows the primary stages that organizations must pass through, on their way to the optimization of essential processes. Identifying the stage on which the organization stands enhances the advantages of management by processes over traditional and merely functional models, and arouses both direct discussions and criteria that may guide the organizations' decisions on continuous improvements in its form of accomplishing expected results by their customers and managers.

The implementation of the customer's point of view, in the management of organizations, practically requires that one should make a redesign on his business processes. The adoption of a structure that follows management by processes means, in general, giving less emphasis to the organizations' functional structure, and, in practice, requires the employment of other organization models and business models. The essence of management by processes is the coordination of activities performed in the organization, particularly those performed by multifunctional and contingency teams, from several areas.

Some Brazilian organizations have already explored the potential for focusing their priorities, actions and resources within their essential processes or business processes, instead of valuing only function-hierarchy aspects of the superior-subordinate kind. Such organizations have demonstrated higher performance in terms of quickness, flexibility and answering ability.

There are several stages in the evolution towards organizing by processes. Each organization finds itself now in one of these phases, and can decide to move to

another phase, that may be more suited to its operations and perspectives. The change of task-oriented to a process-oriented organization demands the taking of several actions in a well structured process aiming the implementation of management by processes.

For this purpose, IBGE has developed the project “Management of Administrative Processes”, targeting the improvement on its process chain concerning the answering to the needs and expectations from internal customers. Moreover, the project aims to provide greater integration, seeking to optimize the cooperation of several functional locations throughout the Administrative Management cycle.

Considering that the project entitled “Management by Processes” identified a high degree of complexity in the work processes developed within the administrative area, the management of the administrative processes workflow within IBGE shows itself as a management philosophy potentially feasible of being applied, with the perspective of significant gains in terms of corporate efficiency and efficacy applied.

4.6. Indexes for Management Performance Project

The project aims the implementation of techniques for definition and conception of performance indexes and the establishment of reference values in order to evaluate results achieved. Moreover, the project seeks the establishment of a methodology for following results and elaboration and validation of an initial portfolio of indexes that may support the implementation and tracking of managerial strategies.

The use of performance indexes to measure results achieved by managers is a methodology related to the concept of management by results. This concept has been adopted on public administration of various countries, especially on those of Anglo-Saxon culture (USA, Australia and United Kingdom). (TCU, 2000c, p.9)

Regardless of the specificity, diversity and the wide scope of actuation inherent to public services, their periodic and systematic evaluation is possible, desirable and necessary, forming a major contribution to the continuous improvement of the quality of existing products and processes.

The definition of performance indicators is a crucial step in the process of organizational management as it enables the identification of problems in the organization’s products and work processes work; it optimizes the managerial decision-making process; it allows the allocation of resources in areas of greatest relevance and it contributes to the monitoring of organizational performance.

It is important to notice that the definition of indexes alone is not enough to support decision-making, since information related to performance is essentially of comparative nature. A single set of data showing the results achieved by an organization does not say much about performance, unless it is confronted with

previously established goals or standards, or it is compared with the results achieved in previous periods, thus resulting in a data series for analysis.

Besides the management aspect, IBGE must submit its accounts to the Brazilian Court of Accounts of the Union (TCU) which performs the analysis of management, annually for evaluation of accounts and results of organisms subject to its jurisdiction. This analysis takes into consideration the aspects of conformance and management performance: conformance includes accounting, finance, budget and patrimony while performance includes aspects related to economy, efficiency, efficacy and effectiveness of actions taken on the sphere of organisms and institutions under TCU's jurisdictions as well as their systems, programs, projects and activities (TCU, 2004).

Within IBGE, the lack of systematic practices of index-based goal monitoring as part of its organizational culture; the poor knowledge and control of costs related to the main processes, as well as deficiencies on information systems to give support to the strategic planning process make evident an area to be explored on the development and implementation of a measuring system, for organizational performance.

The main outputs of the project are: systematic procedures for the identification of indexes required for the monitoring of processes and results and reference patterns and indexes to be used on performance analyses, as well as the acquiring of an initial index portfolio, with results that will support managerial strategies.

4.7. Administrative Information System Project – SIA

The SIA project targets the development of an integrated system for the management of IBGE's administrative information, in modular, integrated form and with easy access and updating of data. It aims to enable the implementation and monitoring of various administrative operations, and generate strategic information to support the decision-making process. This project must also integrate the various systems, software and tools co-existent within IBGE, besides governmental systems.

The Follow-up and Management System (SAG) will also be integrated to SIA. This system is intended to provide to all managers of the organization essential information to the management of its work units, and thus improve the quality of organizational management. SAG has been developed from information systems existent at IBGE and government, and it is tightly integrated to the CIS. SAG is a data warehouse that contains data of all administrative systems from IBGE and the Federal Government of Brazil.

SIA will host an administrative site that shall be its exclusive accessing point, the desktop of IBGE's servers on duty, their personalized space for work and relationship. Retired servers and pensioners shall also have access to this site, being able to obtain information about their labor records while presenting their demands.

This site will offer services and information of individual and collective interest, besides those referring to the organizational scope.

In the mid 90s, IBGE started to develop an Administrative Database, — BDA, composed of several systems, such as: Warehouse; Movables; Acquisitions; Contracts; Real State; Protocol; Human Resources; Vehicles; Telephony and Petty Cash. These systems collect part of the information required for managers, though they may lack a friendlier interface and better integration with government systems.

SIA must be built upon a structured platform that may allow it to absorb all systems already implemented on the administrative database (BDA), with a modern interface and a consistent and reviewed database with integrations to keep it updated. New systems and workflows resulting from demands originated by customers of the administrative units shall also be absorbed.

The proposal is that SIA must be built in steps. As part of the first step, there is the planning for the administrative site, based on 2.0 web concepts, and the specification of the four framework modules, for future implementation, as follows:

- Access control:
Exclusive access to the site and systems, according to the profile established for each user (access permission).
- Organizational Units Register:
To register and keep updated the organizational structure and respective posts, including formal and dynamic structures. Integrated to SIAFI — the Brazilian Integrated System of Financial Administration.
- Personnel Register:
To register and keep updated personal and functional data, synchronized with SIAPE — the Brazilian Integrated System of Personnel Administration.
- Administrative Register Protocol:
To register and keep updated the records for all documents and the control of their flow within the organization.

The integrated view of administrative tasks will contribute to the optimization and improvement of work processes, allowing the answer to all management's needs and expectations.

5. Conclusion

Even though the strategic elements of the Program for Quality Improvement on Corporate Management may be in different phases of implementation, it can be noted

that its consequent actions have been causing significant impacts on the work environment.

There is much optimism from the team that conceived it and from the organization's Board of Directors, concerning the fact that it will bring effective solutions to several problems related to IBGE's management.

The strategic planning will make evident what IBGE will be and what it will produce for the Brazilian society.

The review and optimization of work processes will bring us to a rationalization and to the excellence on the results produced.

The competencies-based management of personnel will enable the development of these people and the teams in which they take part, targetting a strategic implementation of everything that was planned.

The follow-up of management outputs, with the use of indexes, will enable a constant review of its efficacy, providing the manager an easier way to improve his teams and work processes.

6. References

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