

# Trends in Public Employment

## OECD's Public Service Leadership and Capability Review of Brazil

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**I. Some background and context**

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**II. Values based culture and leadership**

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**III. Skilled and effective public servants**

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**IV. Responsive and agile public employment systems**

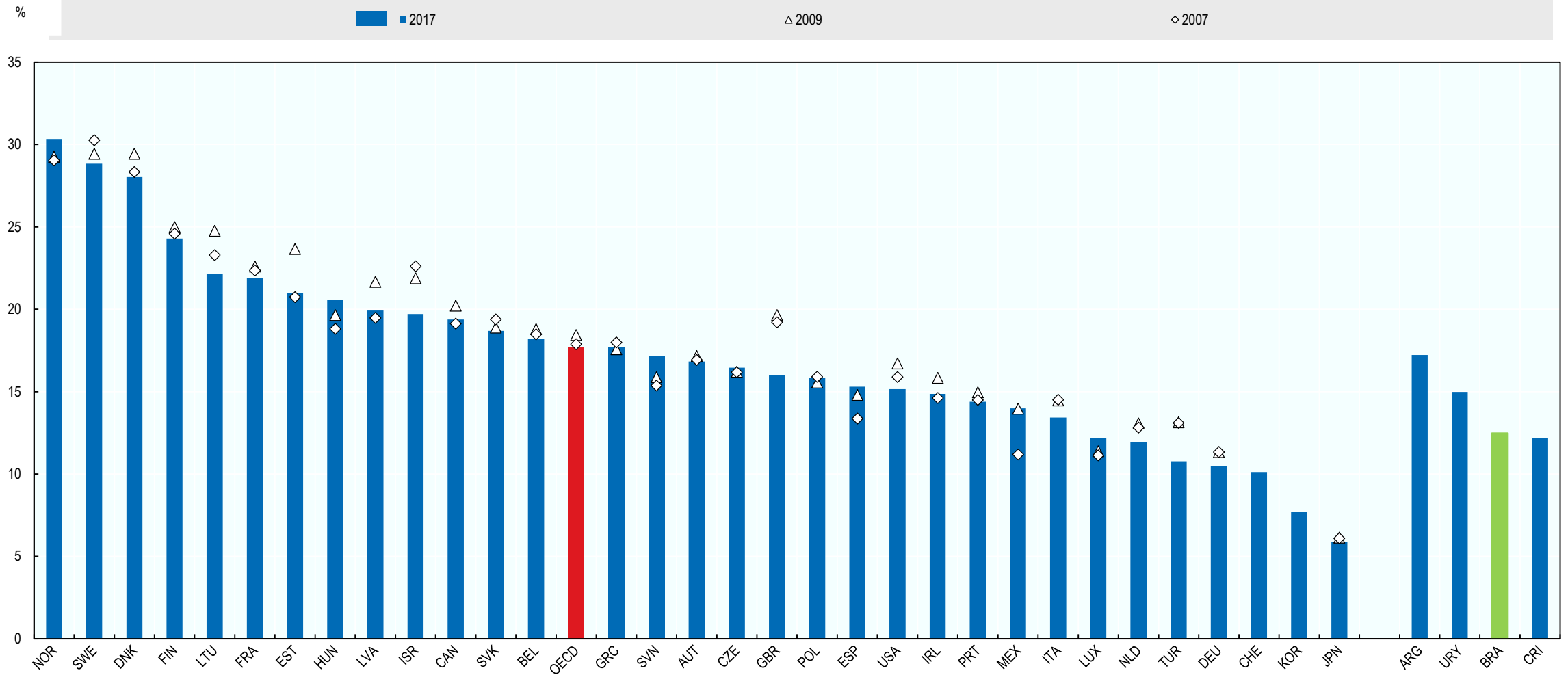
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**Some background and context**



# The size of government employment in Brazil is below the OECD average

## Employment in general government as percentage of total employment- 2007, 2009 and 2017



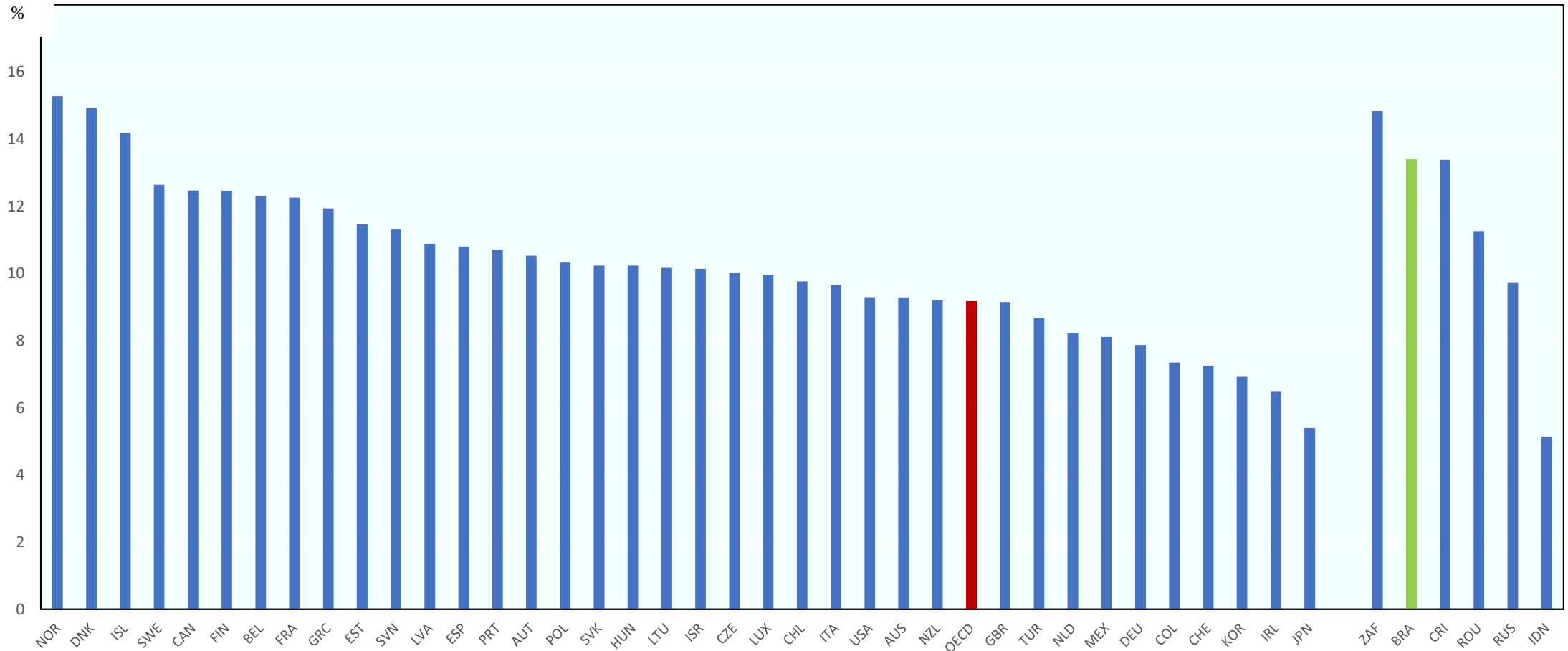
Source: OECD (2019), *Government at a Glance*; OECD (2020), *Government at a Glance: Latin America and the Caribbean 2020*

Note: Data for Australia, Chile, Iceland and New Zealand are not available. Data for Korea and Switzerland are not included in the OECD average due to missing time-series. Poland: data before 2010 are based on estimates. Argentina, Uruguay and Brazil: 2018 rather than 2017. Mexico, Switzerland and Costa Rica: 2016 rather than 2017. United States: 2008 rather than 2009.



# Public employee compensation is the largest factor in government production costs

## Compensation of government employees as percentage of GDP - 2019



Data for Chile and Turkey are not included in the OECD average because of missing time series or main non-financial government aggregates. Data for Japan, Brazil and Russia are for 2018 rather than 2019. Source: OECD National Accounts Statistics (database). Data for Australia are based on a combination of National Accounts and Government finance statistics data provided by the Australian Bureau of Statistics.



## 1. Cultura e Liderança orientadas por valores

1. Valores definidos

2. Liderança Capaz

3. Inclusivo e seguro

4. Proativo & Inovador

## 2. Servidores públicos qualificados e eficientes

5. Habilidades e Competências Corretas

6. Empregador atrativo

7. Baseado no mérito

8. Cultura de aprendizagem

9. Orientação para o desempenho

## 3. Sistemas de Emprego Responsivo e Adaptativo

10. Administração do sistema

11. Abordagem estratégica

12. Móvel & adaptativo

13. Termos e condições apropriados

14. Voz do colaborador

## OECD Public Service Leadership and Capability Review of Brazil

KEY FINDINGS AND RECOMMENDATIONS



### Public Service Leadership and Capability Scan

- Analysis against the 14 principles of the PSLC Recommendation
- Identification of further areas for exploration



### Focus areas

Career system

Temporary recruitment

Performance management



### Recommendations for future reforms



## **Forward-looking**

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*New/emerging skill-sets; coherent data; strategic workforce planning*

## **Flexible**

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*Work anywhere, anytime; Lifelong learning; Access skills from labour market*

## **Fulfilling**

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*Diversity and inclusion; Meaningful work; Employee experience; Engagement and performance*



# **Values based culture and leadership**



# Pillar 1 of the OECD Recommendation on Public Service Leadership and Capability

## Values based culture and leadership

### Clearly defined public service values

- > Values statements that help to ensure clarity of (common) purpose
- > Focus on the WHAT (public value) and the HOW (public service values)
- > Clear definition of roles between civil service and political leadership

### Capable leadership

- > Senior level public servants with the ability to lead change and innovation within a politically sensitive VUCA environment
- > Systems to ensure leaders have the right capabilities AND the right operating environment
- > The appropriate conditions to provide objective evidence-based analysis and advice, and speak truth to power

### Safe and inclusive

- > Public servants are increasingly diverse in terms of expectations and needs. No one size fits all solutions
- > Urgent focus on physical and psychological health and safety
- > Diversity and inclusion as a leadership imperative for better public service design and delivery

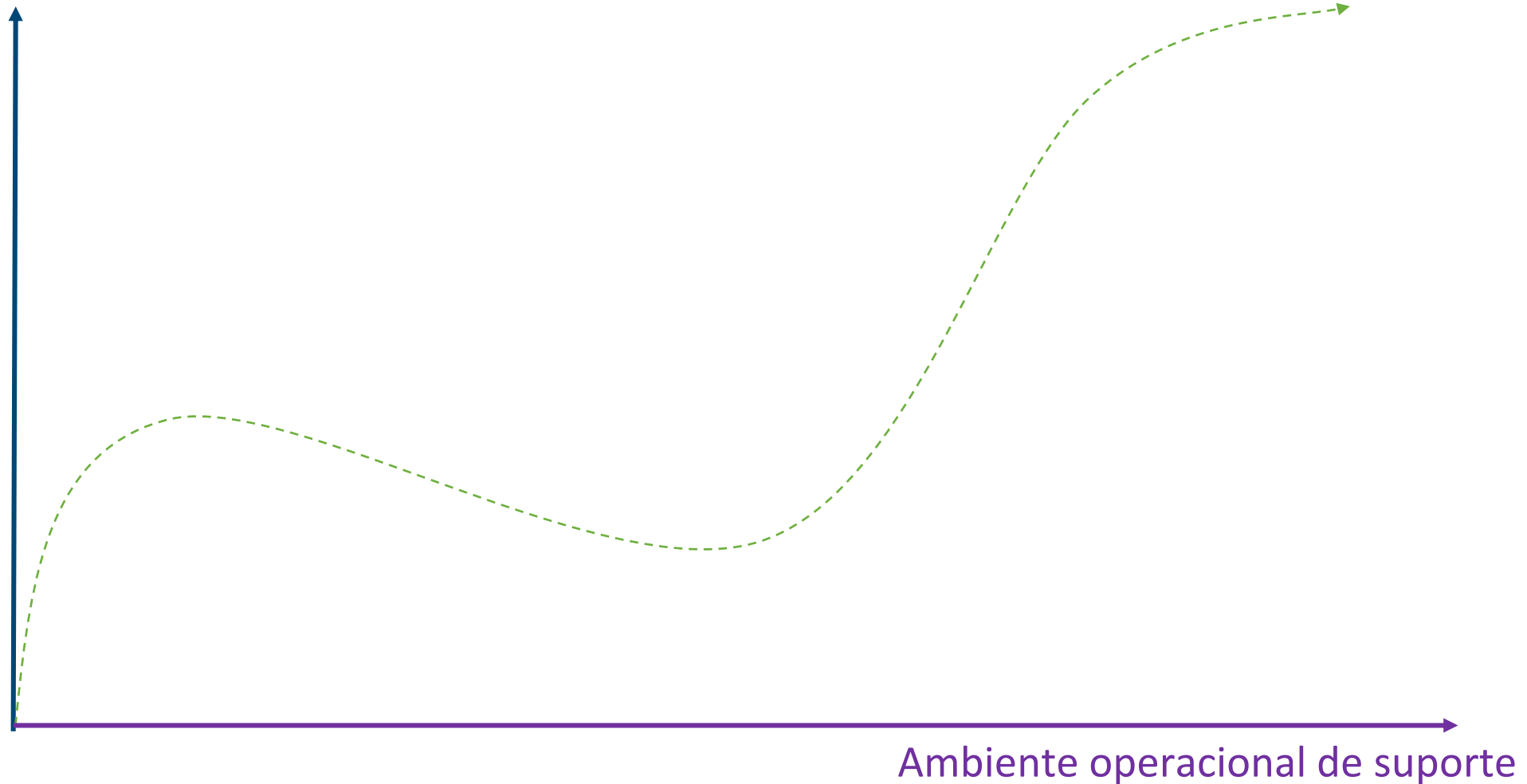
### Proactive and innovative

- > Focused on solving public problems
- > Taking a time span longer than the typical electoral cycle
- > With the right skills and tools to be a driver of innovation in service delivery

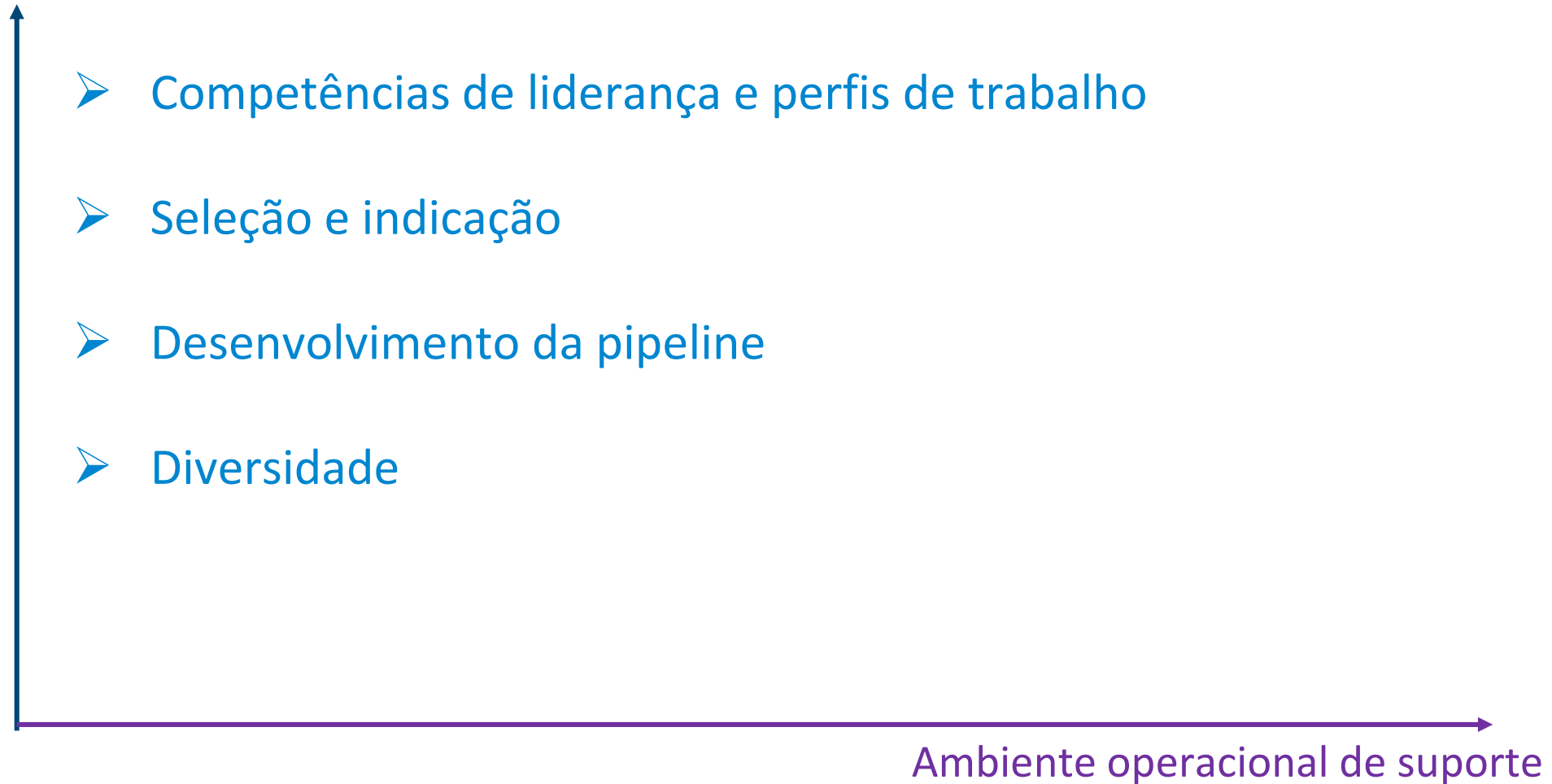


# Sistemas de serviço público sênior: Dois eixos

## Servidores Públicos Seniores Capacitados

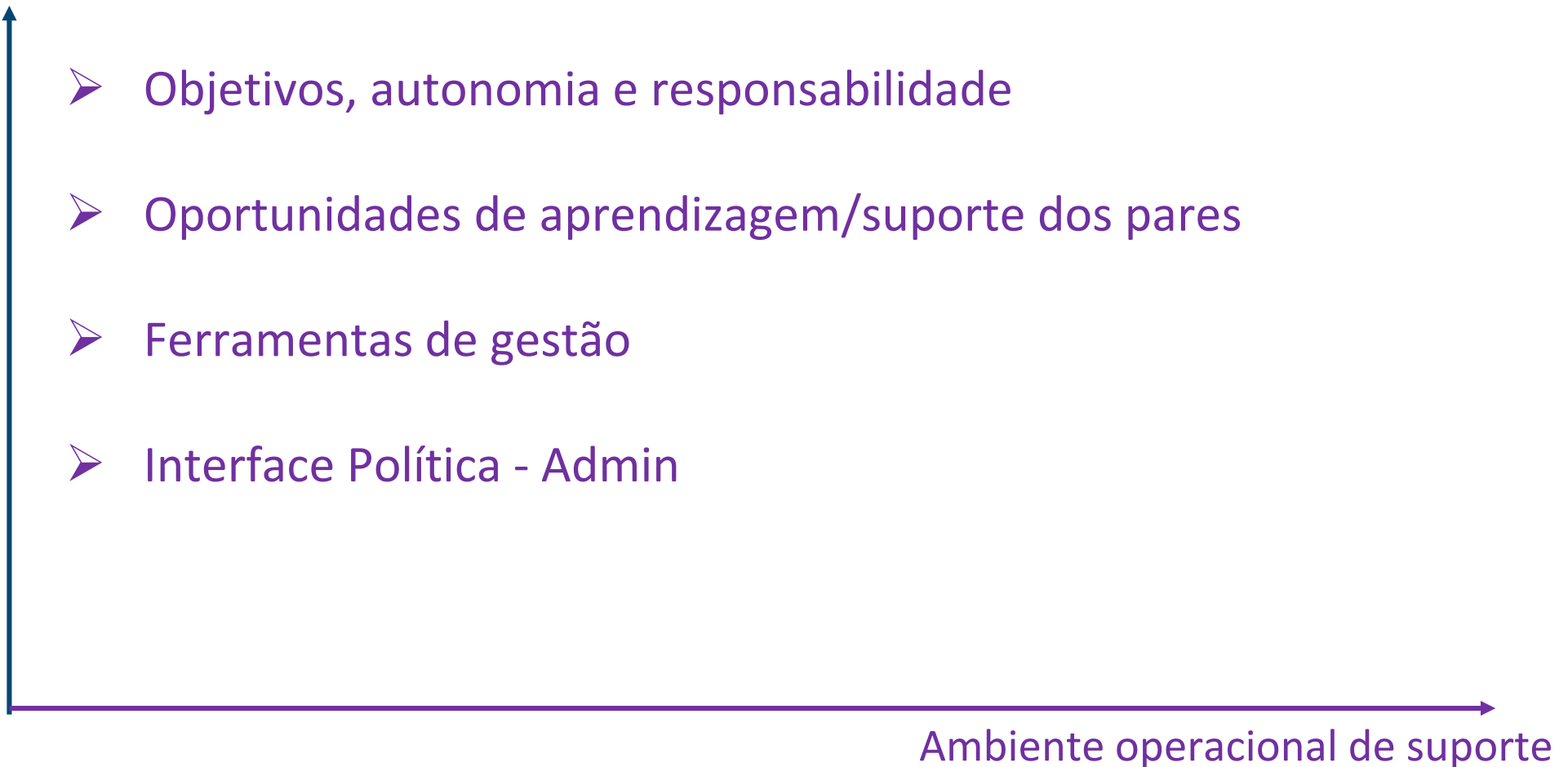


## Servidores Públicos Seniores Capacitados



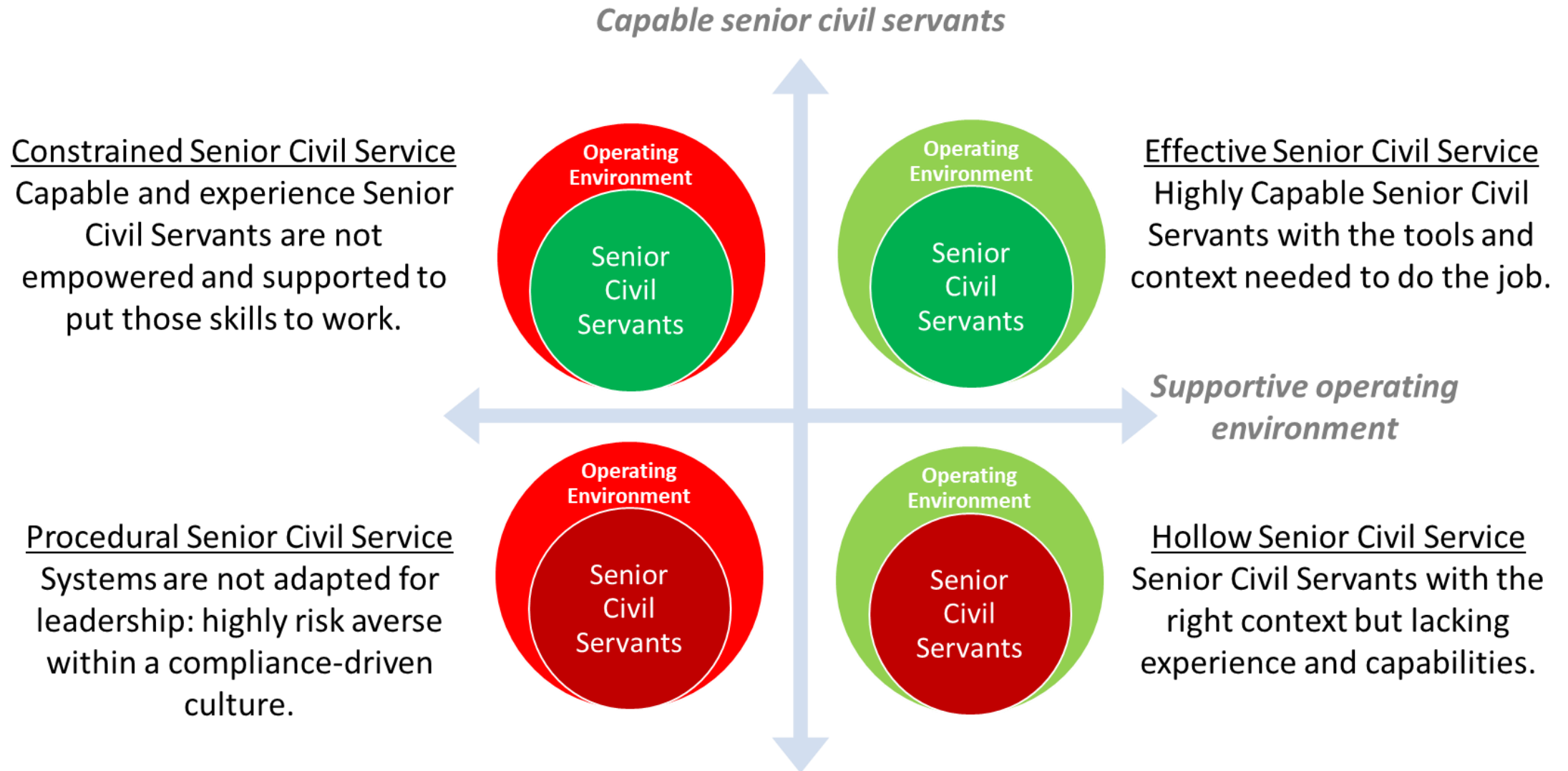


## Servidores Públicos Seniores Capacitados





# Senior civil service systems





# Leading an inclusive public service

## Gender equality by positions in central governments, 2020



Note: Data for Hungary are for 2018. Data for France refer to 31 December 2018. Data for Luxembourg, the Netherlands, Slovenia and Poland refer to December 2019. Data for Denmark and Finland refer to February 2020. Data for Colombia refer to March 2020. Data for Korea refer to December 31 2020. Data for Chile, Iceland and Turkey are not available. Senior management data for Austria refer only to D1.  
 Source: OECD (2020), Composition of the workforce in central/federal administration survey



## PSLC Pillar 1: Values-driven Culture and Leadership - Recommendations

- Display stronger leadership in promoting and communicating **common values** and mainstream these values throughout public employment policies.
- Introduce more specific minimum hiring criteria and expanding the use of competitive recruitment for **senior level public servants**. A dedicated team or unit to manage senior level public servants could monitor compliance with guidelines and set out a coherent learning and development strategy.
- **Promote diversity and inclusion** through policies beyond quotas actively collect data for monitoring, conduct barrier analyses to address roadblocks to the public service for underrepresented groups and create recourse, watchdog or complaint mechanisms and processes.
- Incentivise **innovation** by incorporating innovation skills in competency frameworks and promote innovation throughout hiring, performance assessment and mobility opportunities. Create support mechanism through networks of innovators (LA-BORA!gov)



**Skilled and effective public servants**



# Pillar 2 of the OECD Recommendation on Public Service Leadership and Capability

## Skilled and Effective Public Servants

### The right skills and competencies

- Common competency frameworks to create a shared language around skills and competencies
- Technical skills oriented to the future – e.g. STEM, innovation
- Cognitive, emotional, behavioural skills
- Learning as a skill
- Commitment to mission

### Attractive employer

- Look at the conditions (not just pay), the nature of the work, the career opportunities, the place.
- Consider opportunities for growth, mobility, learning and development
- Communicate: awareness, image, branding

### Appropriate recruitment processes

- Processes are increasingly targeted to specific capabilities
- Focus on improving the speed and experience of recruitment processes
- Professionalisation of assessment to identify capability

### Learning culture

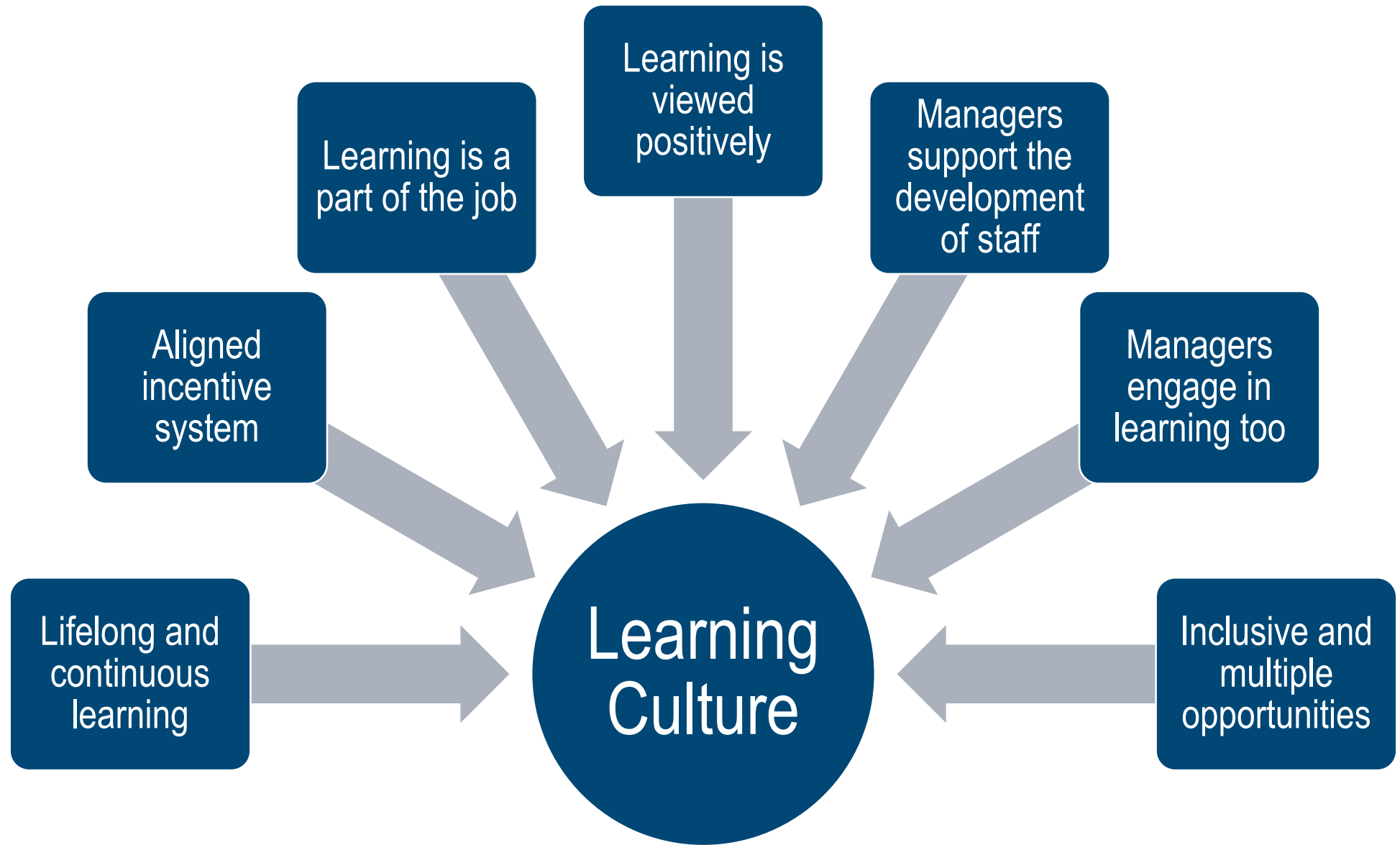
- A broad range of formal and informal learning opportunities
- Online learning exploded during COVID
- Role of manager as people developer and coach, not just task master
- Incentives to develop (and address disincentives)

### Performance orientation

- Simplified performance management cycles
- Focus on managerial quality to do performance management
- Performance related pay is still commonplace but not always effective
- Link to career development and status



# Learning cultures in the public service: shifting values and expectations





## PSLC Pillar 2: Skilled and effective public servants - Recommendations

- Reinforce the efforts taken to **identify skills and competencies** needed in the public service and support entities in their capacity to identify digital skills and transversal competencies.
- Deepen insights on what aspects of **attractiveness** appeal to specific groups and sought-after skills and develop more proactive recruitment practices to compensate for the relative lack of new openings and ensure a better match between candidates and jobs on offer.
- Analyse how new assessment methodologies could help to **recruit** candidates with future-oriented skills and competencies and align authorisations for new recruitment competitions with strategic workforce planning needs across the Federal public service.
- Support managers in their role of **creating and incentivising a learning culture**, for example as part of performance management and support entities by providing guidance on how to interlink the People Development Plan with the training offer by ENAP and how to integrate the learning outcomes at the organisational level.



## Performance management: Recommendations

- Simplify the performance assessment process by redesigning the 0-100 performance scale to a 1-3 evaluation scale and harmonising performance assessment across careers.
- Provide better incentives for good performance by establishing non-monetary rewards, such as the possibility to join fast track into a high-performing career or taking advantage of a mobility opportunity.
- Address underperformance by developing a mechanism to tackle underperformance through professional development, and regulating performance-related dismissal as an option of last resort.
- Align organisational and individual goals by strengthening ImpactaGOV and further integrating the People Development Plan (Plano de Desenvolvimento de Pessoas, PDP) and individual objectives.
- Reinforce the capabilities of managers by providing better guidance, training and support on conducting performance assessments and dealing with underperformance.

# **Responsive and agile public employment systems**



## Responsive and Agile Public Employment Systems

### System actors, roles and responsibilities

- Trend towards delegated responsibilities for people management within coherent frameworks
- Investments in HR capabilities of individual organisations and sharing of some transactional services.

### Strategic approach to people management

- Big opportunities for improved workforce data capabilities to do people analytics
- Workforce planning for increased uncertainty – identifying needed skills, surge reserves, resilience of people management systems.

### Mobility and flexible ways of working

- Strategic use of mobility to improve public service flexibility and created more attractive career paths
- Emerging interest in international exchanges and mobility
- Big debates on the best use of flexible working arrangements following COVID

### Coherent employment terms and conditions

- Searching for the right balance between career civil servants and other public employees.
- Use of temporary personnel but under the right conditions – to ensure equity, fairness, clarity, and integrity of HR systems.

### Employee voice

- Employee engagement surveys as a tool to understand employees' perspectives and improve management.
- Employee representation in management decision making



### Not enough mobility

Staying in position long after having mastered their tasks; employees fail to bring new approaches, ideas or perspectives to tackle challenges.

### Strategic mobility

Staying in one role long enough to learn about its depth and complexity, to see projects through to completion and to pass on their insights to others before moving on.

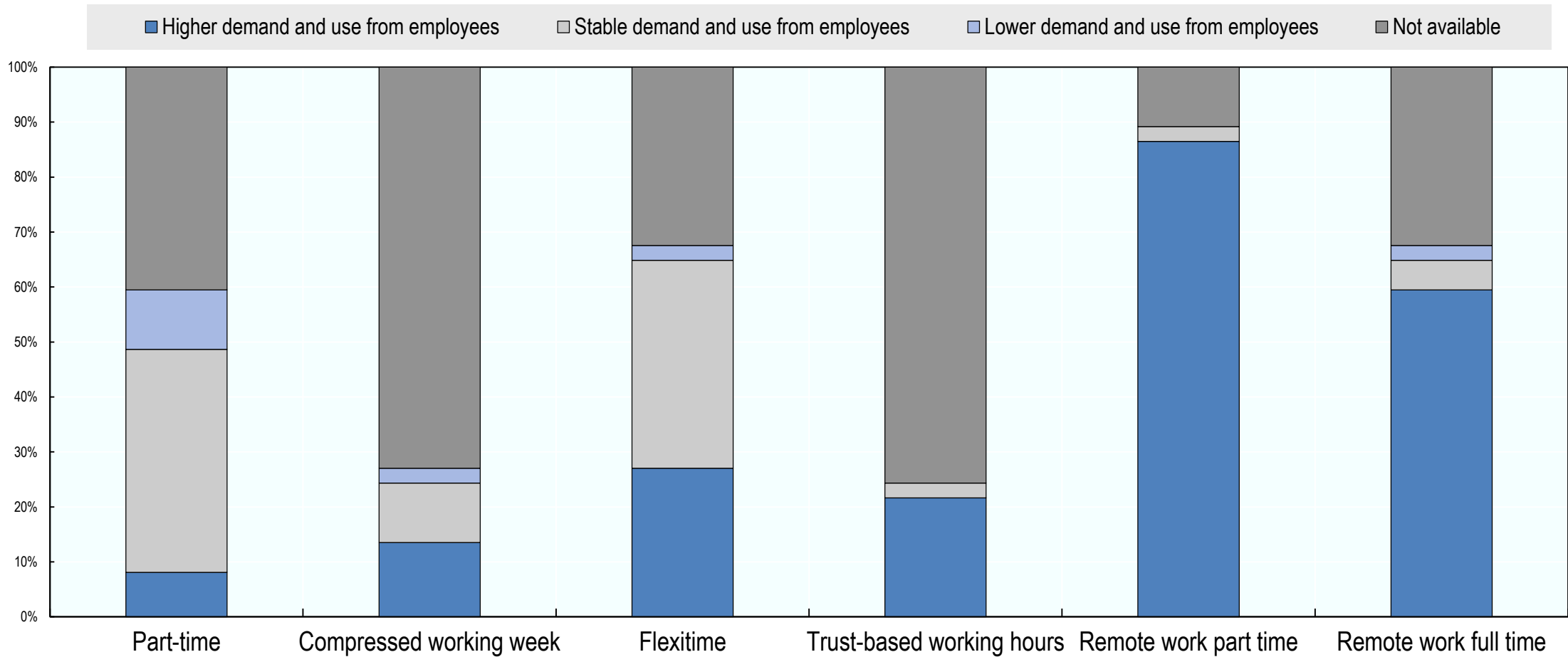
### Too much mobility

Moving before employees can really learn the role and see the results of their work.



# COVID as a catalyst for flexible working?

## Trends observed in public administrations regarding flexible ways of work - 2022



Note: N=37, data for the United States is missing. Original survey question: Compared to before the emergence of COVID-19, which trends do you observe regarding new ways of working?

Source: OECD (2022), Survey on Public Service Leadership and Capability



## PSLC Pillar 3: Responsive and agile public employment systems - Recommendations

- Strengthen **strategic people management** in the entities by assessing which norms and regulations hinder flexibility and evaluate where specific responsibilities could be delegated to the HR units.
- Complement the 'Workforce Dimensioning Project' with a **workforce analysis** of the current available skills and those needed in the future throughout entire public sector
- Strengthen the use of the institutional channel to **build a constructive dialogue** and proactively engage with the unions on changes and reforms.
- Develop an employee survey that aims to **measure job engagement** and its drivers, and support leaders of entities to develop follow-up action.
- Design awareness-raising campaigns on the **reporting channels** aimed at building trust and showcasing support for these channels from the leadership in a whole-of-government effort.

## Temporary hiring: Recommendations

- Update the conditions for hiring temporary employees. This would include a broad reflection among key stakeholders on the terms & conditions for temporary employees which should avoid creating a two-tiered system (e.g. compensation, term lengths, rights& obligations, performance evaluation).
- Consider simplified recruitment procedures.
- Mitigate the risk of abuse of the temporary scheme by limiting the amount of time temporary employees can be hired and rehired, ensuring conflict-of-interest policies are implemented and observed, and ensuring recruitment procedures meet a common high standard for merit and transparency.
- Collect data on temporary hiring to monitor and evaluate policies.
- Explore measures and policies to better respond to surge capacity and punctual needs, such as improved mobility opportunities and building a 'surge reserve' of employees for short-term needs and emergencies.



## Career system: Recommendations

- Simplify the career system by developing a vision of an ideal career system based on functions and transversal skills.
- Work towards that vision by reducing overlap of careers, combining careers with the same functions, harmonising employment conditions and developing common job profiles that include transversal and future-oriented skills.
- Ensure salary equity by reviewing comparable functions across careers to set common basic salaries for new careers.
- Establish common criteria for career progression which take into account professional development and performance.
- Strengthen workforce flexibility through improved mobility by:
  - developing common frameworks that underline the value of transversal competencies and skills;
  - reducing barriers for public servants to change careers when warranted;
  - building on and further promoting existing programmes for mobility; and
  - considering mobility in promotions and performance reviews.

# Obrigado Thank you

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