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Innovations and transversalities in the federal executive's development policies. A historical-documentary approach based on the concept of competencies

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Abstract. The National Personnel Development Policy (PNDP) aims to train and develop the skills of federal public servants to improve the quality of public management in institutions and offer a service of greater excellence to society. Therefore, this research aims to understand the historical and documentary trajectory of the federal executive's personnel development policies based on the concept of competencies. To this end, the method used is classified as descriptive, documentary and with a qualitative approach, presenting a historical-documentary path, understanding the personnel development policies of the federal executive between the years 1986 and 2021, supported by the concept of competencies. As main results, it was noticed that constant training supported by the concept of transversal skills is essential for optimizing staff development. Furthermore, there is a need to build an organizational environment conducive to identifying and promoting internal corporate leadership. In the field of practical application, this study contributes to a better understanding of the trajectory of public servant development policies.

Keywords: Competencies; Training; Personal Development.

Innovaciones y transversalidades en las políticas de desarrollo del ejecutivo federal. Un recorrido histórico-documental desde la perspectiva del concepto de competencia

Resumen. La Política Nacional de Desarrollo de Personal (PNDP) tiene como objetivo capacitar y desarrollar las habilidades de los servidores públicos federales, con el fin de mejorar la calidad de la gestión pública en las instituciones y ofrecer un servicio de mayor excelencia a la sociedad. Por lo tanto, esta investigación tiene como objetivo comprender la trayectoria histórica y documental de las políticas de desarrollo de personal del ejecutivo federal a partir del concepto de competencias. Para ello, el método utilizado se clasifica en descriptivo, documental y con enfoque cualitativo, presentando un recorrido histórico-documental, comprendiendo las políticas de desarrollo de personal del ejecutivo federal entre los años 1986 y 2021, sustentado en el concepto de competencias. Como principales resultados se observó que la capacitación constante sustentada en el concepto de habilidades transversales es fundamental para optimizar el desarrollo del personal. Además, es necesario crear un entorno organizacional propicio para identificar y promover el liderazgo corporativo interno. En el campo de la aplicación práctica, este estudio contribuye a una mejor comprensión de la trayectoria de las políticas de desarrollo de los servidores públicos.

Palabras clave: Competencias; Formación; Desarrollo persona.

Sumario: 1. Introduction. 2. Notes on competencies. 3. Innovations and people development from a public management perspective. 4. Methodology. 5. Results. 5.1. National People Development Policy (PNDP). 5.2. Data Analysis. 6. Final Considerations. References.

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### 1. Introduction

For public management to move towards its more contemporary forms and be qualified, capable of responding to society's concerns, the training of public servants has become essential, offering them professional motivation and generating spaces for creativity in institutions, in the perspective of enabling a new vision of their role as servants (Nascimento & Esper, 2009).

The National Personnel Development Policy (PNDP), more precisely in 1998, began to be assessed and structured in a context of government transition. It originated between the end of the government of President Fernando Henrique Cardoso (FHC) and the beginning of the government of President Luiz Inácio Lula da Silva (Lula). This enhanced the incorporation of new items into the new government's agenda (Camões & Meneses, 2016). For Kingdon (1995), the start of a new government is the most convenient time for changes to this agenda.

The development of the formulation of this policy arose through the diagnosis of problems in the qualification of federal government employees, having the continuous and permanent improvement of employees as its main idea, so that it would be possible for a more significant number of them to have access to qualification opportunities (Camões & Meneses, 2016; Brasil, 2002). Thus, the PNDP treats the training of federal public servants as a permanent process focused on learning and its purpose is to assist the development of the institutions' skills, through the development of the subjects' skills individually and collectively (Brazil, 2006).

The concept of competence is defined by the International Labor Organization (2002) as being the ability to articulate and mobilize intellectual and emotional capabilities, in accordance with the knowledge and ideal aptitude for the performance of a specific function or activity, which is performed with efficiency, effectively and with proactivity and creativity, according to the nature of the work. It appears, therefore, that different studies indicate that the recognition of individual skills must be linked to the achievement of organizational skills. And these, as far as it is concerned, are the strategic objectives that the organization intends to achieve in the medium and long term (Bruno-Faria & Brandão, 2003; Brandão, Guimarães & Borges-Andrade, 2001; Santos, 2001).

About skills related to employability, international organizations consider technical and analytical work, which allow the worker to perform the mechanical aspects of the work, to be the most difficult. Soft skills, defined as intangible personal qualities necessary to exist effectively in the workplace, and these skills cut across jobs and sectors (Commission of the European Union, 2011; Gabor, Blaga & Matis, 2019). At this point, soft skills, according to Enap (2020), represent much more than soft skills, which are related to a set of intrapersonal and interpersonal skills that aim to

guarantee personal, professional and academic success (Cimatti, 2016). They also include the cognitive part, these basic skills being required of any member of an organization.

The study of development skills and policies in the federal executive has been addressed by authors such as Camões and Meneses (2016), who present people management in the federal government, analyzing the implementation of the PNDP; Amaral (2006), which discusses the development of skills among Brazilian public administration employees; Zarifian (2001), which deals with value, organization and competence in the production of services, an outline of a service production model.

The journey reveals the strategies and decision-making processes in public policies on the topic. In addition to memory, it strengthens insight into the trajectory of these policies, with an understanding of their content and theoretical and practical advances (Blair, 2010). Therefore, given the relevance of studies related to federal civil servant development policies, the objective is to: (i) understand the historical and documentary trajectory of the federal executive's personnel development policies supported by the concept of competencies.

As for the path of contribution of this research, it seeks to present the historical and documentary path followed by the people development policies of the Brazilian federal executive branch. It also seeks to analyze them through the lens of the concept of competencies and, furthermore, make efforts to expand the empirical and scientific field that seeks to reduce the scarcity of the topic, certainly aiming to strengthen the perception of the importance of competencies and the development of employees for public management.

In the sessions below, the article is divided into a theoretical framework that presents the Personnel Development Policy, notions of skills and some innovations in the area of people development from the perspective of public management. Regarding the methodology, documentary research was carried out with a qualitative approach that presents a historical-documentary path, understanding the personnel development policies of the federal executive between the years 1986 and 2021, supported by the concept of competencies. The final considerations are presented below.

## 2. Notes on competencies

About the concept of competence, Bitencourt (2001) and Vieira (2017) present important points such as: the formation, with the development of concepts, skills, and attitudes; the aptitude, through training; the mobilization, with work practices and the ability to mobilize resources, through the articulation of resources; the results, in the search for better performances; the dynamic perspective, through constant questioning; the self-development, through the individual learning process; and, the interaction, through the relationship with other people.

Treating the "competence" with support in the concept created by Le Boterf (2003: 91) entitled "knowledge economy", Ruas (2005) judges it as a capacity formed by a "stock" of knowledge and skills Previously developed knowledge and skills, which, when stimulated and adjusted to the organizational environment, generates competencies. For Hood and Lodge (2004), the competencies can also be defined as minimum skills required to deal with job specificities.

The competencies may present different classifications that may be related to the organizations or focused on individuals, with the establishment of distinct categories that converge according to the organizational strategies (Enap, 2020). Some usual classifications are presented in the literature as is the case of the core competencies that are those that involve the reason for being of an organization and act in the organizational strategy; there are also the distinctive competencies, being those that are related to the competitive advantages of organizations (Hamel & Prahalad, 1990). The professional competencies are also presented as those directed to a particular function involving technical and managerial skills, in addition to the individual competencies that refer to the characteristics and the knowledge related to the individual with his or her training, knowledge, skills, values and professional experiences (Dutra, 2004).

The collective competencies are mentioned in the literature and refer to the whole organized context of individual competencies in the organization, such as the formation of multidisciplinary teams with the same goal being important to enhance the results produced creatively (Maior, 2004). The core competencies, the essential and transversal competencies are related to the other competencies, especially about the collective and behavioral competencies that are also related to the individual ones. The proximity between competencies is something to be noted, and the term transversal is presented as more compatible for the entire organization or sector (Ceitil, 2010).

The studies on soft skills emerged in the mid-1980s, covering the possibilities of transferability of a specific conjuncture, which were developed in other contexts and applied in a (re)appropriate way, considering the attributes and requirements of that same context (Evers, Rush & Berdrow, 1998; Bennett, Dunne & Carré, 1999). Cabral-Cardoso, Estêvão, and Silva (2006) define it as a set of personal competencies that are relevant and essential at the juncture of the performance of various activities and/or professions, allowing subjects to succeed in various tasks and occupations, being defined by action and in action. It is important to highlight the emerging need for these essential competencies for new professional profiles that are emerging all the time in this generalist social context that calls for inter, multi and transdisciplinary training (Ceitil, 2007).

Thus, despite the complexity of the the presented topic and that there is no single standardized,

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certain and finished concept about competencies (Cabral-Cardoso, Stephen & Silva, 2006), as Dutra (2004: 33) assures, "the facts allow us to state that the concept of competence is not a fad, on the contrary, it has been shown to be very suitable to explain the reality experienced by companies in people management". This is still a concept under construction, so that the author's and the most relevant definitions will be presented, according to the researched context.

In the focus of this study, the concept of competence exists in public administration, since the mid-1950s, understood exclusively as technical competence, i.e., as the understanding of a subject and technical skills of individuals in the civil service (Horton, 2002; Hood & Lodge, 2004), being also, a criterion used to recruit, select and promote civil servants (Kruyen & Van Genugten, 2020). Its definition follows according to the government agenda or the policy model established for the development of civil servants (Enap. 2020), starting from the point in which it is understood the competencies are understood in their three dimensions, these being knowledge, skills and attitudes, it is instituted to public agents, in a contextualized act, "a deep and effective involvement in their identification and in the rethinking of the processes aimed at their development" (Bergue, 2019: 70).

Thus, the soft skills in the context of PNDP, according to ENAP (2020: 18), are "a set of knowledge, skills and attitudes essential to the exercise of public service, which contribute to the effectiveness of work progress" in different organizational contexts. To this end, the use of 7 transversal competencies was established, which are: systemic vision, ethical values orientation, teamwork, communication, digital mindset, focus on results for citizens and problem-solving based on data (Enap, 2020).

# 3. Innovations and people development from a public management perspective

Salles and Villardi (2017) and Moura and Zotes (2015) emphasize the importance of improving the capabilities and competencies of public servants, and this appreciation and, continuous training, is reflected inside and outside of the public sector. The relevance of this context of transversal competencies in public organizational management has been imbricated with the relevance over the last decades and is more evident in Brazil, as of the 1980s, demonstrating a greater political involvement of citizens and consequent increase in the demand for efficient public services and high-quality standards.

In the context of this reformist panorama in public management, it was possible to observe a movement away from the bureaucratic state systematics, rigid and limited, while approaching the logic systematized by the New Public Management (NPM), originating from market models, from the private field (Cunha, 2017), prioritizing aspects of efficiency and incorporation of "pre-molded" tools, which would

be adapted to the public organizational reality. In addition to the instruments previously tested and approved in the private environment, the public sector also appropriated the figure of the "citizen-client", present in the managerial configuration, replacing the common subject, the citizen (Cunha, 2017).

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The Federal Constitution of 1988 (Brazil, 1988), in its article 39, incorporated the obligation of the Union, the Federal District and the States to maintain schools of government. These have the function of training and improving the actions of civil servants, incorporating the development and changes in society in the formulation of public policies where attendance and participation can be one of the requirements for career advancement.

The OECD and ILO highlight in their studies about the public sector, the challenge in the training and action of civil servants, such as, for example, the changes resulting from new paradigms In the world of labor as: promoting training, qualification and improvement that directly impact on the contribution of conceptual advances that expand the possibilities for the development of people in the provision of quality public services, as well as in the management of these services. This challenge may also be linked to the sum of impacts arising from the demands of necessary innovations, accompanied by soft skills in the public sector (Allen & Van der Velden, 2007).

In Alles' (2005) view, the Brazilian government established Decree n.º 9.991/19 (Brazil, 2019a) and Normative Instruction n.º 201/19 (Brazil, 2019b), which explicitly provided regarding the PNDP of the direct, autarchic, and foundational federal public administration and the specific criteria and methods for implementing policies such as cross-cutting competencies, associating objective instructions for planning, execution, and democratization of development opportunities to agencies and units, which will enable more strategic and coordinated actions (Brazil, 2019c).

Among the changes implemented by the normative command in force was the replacement of the Annual Training Plan (PAC) by the People Development Plan (PDP). The former allowed free (unplanned) development actions, disregarding the existing programs and courses available from official government schools, as well as their lower costs. While in the most recent plan, the needs for training and development of personnel are mapped in advance by the agencies or units, detailing the forecast costs and risks inherent to the planned actions, for execution in the following year (Brazil, 2019c).

The processes of diagnosis of needs and optimization of resources, for better use of available material and personnel, are noteworthy, as well as the improvement of quality and efficiency of provided services, based on previously planned actions, aiming at an effective qualification of the agents involved. It is noted, therefore, that the process of qualification and training of public servants manifests itself as an important factor in the public organizational context, involving innovative and strategic actions for the development of people, from the perspective of interests and needs of public administration (Brazil, 2019c).

For Dougherty (2004) the ability to develop people with differentiated skills is important for many organizations. In this view, innovation allows, among other factors, to improve the quality of services, revitalize businesses and leverage considerable investments, as well as to adapt to the needs according to the competition, so that innovation in organizations would not be simply a fad or a mere administrative factor. It is, in fact, an emerging need, especially in public service, and the best way to align human resource strategies with the needs of organizations.

In the context of public management, the demands and requirements for productivity and efficiency of the sector become increasingly visible and confer greater managerial autonomy, promoting individual and organizational incentives that facilitate the emergence of innovations in this process of public policy (Palotti & Freire, 2015). Thus, it is still necessary to implement in public administration, the induction and facilitation of innovation in services, which do not occur only through the interrelationship between public agents among themselves or improvement of capabilities and competencies, but also in the whole context that holds the ability of actions that streamline and effect the results of production and performance improvement and service delivery as the innovation of administrative techniques (Lourenço, 2015).

# 4. Methodology

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For this research we adopted a qualitative approach (Gage, 1989; Godoy, 1995; Flyvbjerg, 2006; Flick, 2009), with descriptive character, because it is understood that the contribution of this is to enable new visions about an information (Gil, 1994, 2010; Nunes, Nascimento & Alencar, 2016). In addition, the documentary research for its realization was used, although the challenge inherent to this research technique was known, in regards to the ability to select and analyze the documents presented in the study (Cellard, 2008; Sá-Silva, Almeida & Guindani, 2009; Kripka, Scheller & Bonotto, 2015).

For this, the objective is: (i) to select and analyze the pertinent documents, in order to understand them and (ii) to present through a chart that describes the information on some selected categories in the referred documents, aiming at a better detailing.

The employed practice dealt with content analysis of specific documents, all of them explicitly dealing with the theme of the National Policy for Staff Development (PNDP). To do so, we sought to present the understanding, through a historical-documentary path of the improvement policies aimed at federal civil servants, supported by the concept of competencies, through the collection of documents that address the entire path, from the emergence to the improvements that the PNDP underwent during the period analyzed by this research.

Thus, in the months of April and May 2021, 7 official documents from the Brazilian federal public power were selected, which deal with the National Personnel Development Policy (PNDP), being them: laws, decrees, ordinances, and normative instructions, which are the analysis data of the research.

## 5. Results

### **5.1.** National People Development Policy (PNDP)

At the end of the 1990s, more precisely in 1998, the National Policy for the Training of Federal Civil Servants was instituted, through Decree n.° 2794/98 (Brazil, 1998), aimed at the training and improvement of the agents of the direct federal public administration, autonomous and foundational, through actions of valorization and permanent training of personnel, with a view to improving the quality and efficiency of public services offered to the population, as well as the adequacy of the professional profiles required to the reality of the public sector.

The policy was part of the New Public Management (NPM) model driven by the fiscal and administrative-bureaucratic crisis in the country, combined with the globalization process that was rapidly transforming the world scenario, requiring the state to adopt effective and innovative measures with a view to assuming a more agile, modern and efficient posture. Professionalizing the agents responsible for the execution of public services offered to citizens and remaining competitive in the international market were some of the objectives sought by this reform (Bresser-Pereira, 1996).

After almost a decade of implementation, the aforementioned regulation was significantly updated, specifically in 2006, with the publication of Decree n.° 5707/06 (Brazil, 2006a), which established the Policy and Guidelines for Personnel Development in the Public Administration, at the federal level, and Ordinance 208/06 (Brazil, 2006b), which provided on the National Policy for Personnel Development.

The referred regulation defined the "training management oriented to the development of the set of knowledge, skills and attitudes necessary for the performance of the servers' functions, aiming at achieving the institution's objectives" (Brazil, 2006b, n.p), thus demonstrating that the adoption of such governmental measures, aimed at improving the human capital management, approaching the public and private fields, based on the new concepts and practices of people management with a focus on competencies, seeking to boost employees in professional competence, adding capabilities and increasing the existing

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ones (De Morais, 2009). The mentioned regulation was in force until the year 2019, when it was fully revoked, considering the publication of Decree n.° 9.991/19 (Brazil, 2019a), which regulated the National Policy for the Development of People (PNDP), still in force and recently amended by Decree n.° 10.506/20 (Brazil, 2020), about which analysis, discussions and considerations will be made.

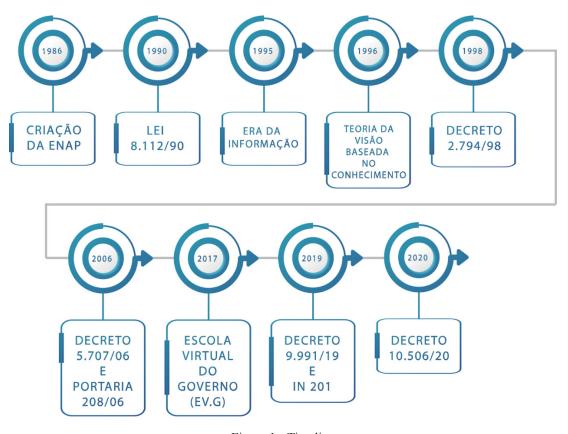
The PNDP established in the country, as of 2019, resulted from a reformulation process, considering national and international parameters and guidelines, including studies by the Organization for Economic Cooperation and Development (OECD), which carries out studies and research in the field of public policies, at a global level, to enable the exchange of experiences between member countries and key partners, as is the case of Brazil, in the most varied areas: economic, labor, trade, education, technology, science, environment, among others.

In these terms, with the regulation determined by Decree n.° 9.991/2019 (Brazil, 2019a), Brazil has sought to develop and incorporate, in the public administration environment, an organizational culture, based on good labor market practices, combined with transparency, strategic planning, and governance. Thus, through Normative Instruction n° 201, September 2019 (Brazil, 2019b), the details of the new national policy were established, with the detailing of the specific deadlines, conditions, criteria, procedures and guidelines to be adopted by the institutions, aiming at its successful implementation.

The normative and explanatory instruments, plus Decree n.° 10.506/20 (Brazil, 2020), defined the rules and procedures to be executed by each federal public body, enabling the presentation of the People Development Plan (PDP), as the main means of execution of the PNDP, making the qualification and training process for public servants a collective construction, of utmost importance in organizational planning, which will be aligned to the development actions and institutional strategies.

Thus, searching for quality services in public administration, public agencies, whether federal, state or municipal, should make investments in training of its servers (Jovanelli et al., 2020). That said, when the public servant is trained, public value is generated, as well as an ability to produce quality services, effective results, and create a citizen's trust regarding the public sector (Amaral, 2006).

Situating the historical moment that permeates this discussion, from the document's analysis of available data and records, one can see the natural construction of a timeline, which demarcates the analyzed time period, associating it to the most relevant social, economic, and political events, of national and international occurrence, as shown in figure 1.



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Figure 1 - Timeline Source: The authors themselves.

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As shown in Fig. 1, the "cornerstone" of this timeline was set in 1986, with the creation of ENAP - National School of Public Administration, whose mission is to train and develop people capable of innovating, achieving results, and serving society (ENAP, 2020).

In 1990, the process of globalization began in Brazil, made possible, especially, by the opening of the Brazilian economic market, an environment conducive to the adoption and consolidation of the managerial management model registered throughout the 1990s, intending to modernize the state and making public administration more efficient, with a focus on the citizen-customer (Bresser-Pereira, 2000). In the same year, Law n.º 8112/90 (Brazil, 1990) established the unique legal regime for civil servants of the Union, federal public agencies and federal public foundations. In 1995, the Information Age emerged in Brazil, when the Brazilian Ministries of Communications and Technology decided explore the internet commercially in the country (Brazil, 1995).

The following year, 1996, the Theory of Knowledge-Based View emerged due to Robert Grant, known for his research on views based on strategic knowledge management (Rigotti & Miri, 2019). For Grant (1996), the knowledge-based view, until that time, was not a theory of the firm. For, as knowledge is fundamental to several research traditions, the search for more information was needed, especially, regarding organizational learning, managerial cognition, and the management of technology. In 1998, Decree n.º 2.794/98 (Brazil, 1998) instituted the qualification policy for federal civil servants in Brazil. Eight years later, in 2006, Brazil, through Decree n.º 5.707/06 (Brazil, 2006a) instituted the policy and guidelines for the improvement of federal civil servants, as well as, through Ordinance 208/06 (Brazil, 2006b), defined the instruments of the National Personnel Development Policy.

A decade later, in the year 2017, the Virtual School of Government (EVG) is founded, to enable and optimize the training of the public service, through the decentralized and diversified offer of courses, in remote format (EVG-Enap, 2021). In 2019, Decree n.° 9.991/19 (Brazil, 2019a) was published, which fully revoked the previous regulations and regulated the National Policy for the Development of People in force, also updating some provisions of Law No. 8,112/90.

In the same year, Normative Instruction n.° 201/19 (Brazil, 2019b) established the details of the deadlines, conditions, criteria, procedures, and specific guidelines to be adopted by institutions, aiming at the proper implementation of the National Policy for the Development of People (PNDP). And in 2020, Decree n.° 10.506/20 (Brazil, 2020) amended the National Policy for the Development of People in force and regulated the provisions of Law n.° 8.112/90, regarding licenses and removals of civil servants for development actions.

As generated results, table 1 presents selected information that was extracted from the document's identified in the time span between 1986 and 2021.

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Data document Description		Descriptive extraction		
Type/Number/ Year	What/who is it intended for	How personal development is presented	How often "compe- tence(ies)" is quoted	
Law n.º 8.112/1990	Establishes the legal regime for civil public servants of the Union, independent agencies, and federal public foundations.	Through the Sole Paragraph informing that the server's career development is es- tablished by a specific law and the server who acts as an instructor in a training or development course will receive a bonus.	03	
Decree n.º 2.794/1998	Establishes the National Training Policy for Federal Public Servants.	By defining what is considered a training action for federal public servants.	-	
Decree nº 5.707/2006	Establishes the Policy and Guidelines for Personnel Development in the Public Administration, at the feder- al level.	Through the policy, one can have the pur- pose of contributing to the development of the institutions' competencies by develop- ing the competence of the individuals.	09	
Portaria n.º 208/2006	Defines the instruments of the National Staff Develop- ment Policy	It addresses the role of the National Staff Development Policy Steering Committee and the appropriate instrumentation to be used.	04	
Decree n.º 9.991/2019	Regulated the National Policy for the Development of People - PNDP, in effect (fully revoking the previous regulation).	Through the new decree, the aim is to promote personnel development in the institutions more frequently by under- standing the need for greater adherence of public servants to qualifications.	29	
Normative Instruction n.º 201/2019	Specific guidelines to be adopted by the institutions, to implement the PNDP.	Through the establishment of deadlines, criteria and conditions, among others, in the implementation of the policy to better guide the institutions and employees to be qualified.	05	
Decree n.º 10.506/2020	Changed the National People Development Plan - PNDP in effect	Through guidelines for policy alignment with the institutions and public servants.	12	

Table	1 –	Documents	used
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Source: Brasil, 1990; Brasil, 1998; Brasil, 2006a; Brasil, 2006b; Brasil, 2019a; Brasil, 2019b; Brasil, 2020.

Table 1 is divided into categories such as: the (a) data/document; the (b) description and the (c) descriptive extraction. Through these categories, the research sought to present information regarding: the (i) nature/number/year; (ii) to whom/what it is addressed; (iii) how personal development is presented; and (iv) how many times the word "competence(s)" is cited in each document.

07 documents that deal with the National Policy for People Development have been presented (PNDP), among all of them, the word "competence(s)" was cited 62 times. The presented document in which the word "competence(s)" was mentioned most often was in Decree nº 9,991/19 (Brazil, 2019a), transcribed 29 times. The document in which the word "competence(s)" was not mentioned, on the other hand, was published in 1998, being Decree n.º 2.794/98 (Brazil, 1998), which establishes the National Training Policy for federal civil servants. Additionally, it was possible to see that there was a reduction of about 59% in the occurrence of citations of the word "competence(s)" when compared to Decree n.º 10,506/20 (Brazil, 2020), the latter being, the current document in force that provides for the National Policy for the Development of People (PNDP) amending Decree n.º 9.991/19 (Brazil, 2019a).

### 5.2. Data Analysis

A decrease in citations was observed in a specific document, Decree n.° 9.991/19 (Brazil, 2019a), in this, the occurrence of the word "competence(s)" was 29 times. The decree went through an update and today, the current one, is Decree n.° 10.506/20 (Brazil, 2020), this reduced the number of occurrences of the word "competence (s)" to 12 times.

In Federal Law n.º 8.112/90 (Brazil, 1990), the word "competence(s)" was registered in 3 moments, all related to the concept of responsibility of an organ or unit for the execution of a certain activity. In Decree n.º 2.794/98 (Brazil, 1998) there is no express mention of the term "competence(s)". Analyzing the Decree n.º 5.707/06 (Brasil, 2006a) it is possible to notice the occurrence of "competence(s)" in 09 opportunities, connected with the concept of development of institutional capabilities, focused on public management and the individual ones, which emphasize the qualification of skills by the servant. In

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Portaria n.º 208/06 (Brasil, 2006b) the word "competence(s)" was identified 04 times, interconnected wit. the expression management system by competence, defining it as a tool or instrument of public administration.

Decree n.º 9.991/19 (Brazil, 2019a) presented two predominant meanings: competence as skill and competence as responsibility for execution, with 29 records of the term "competence(s)" occuring, in which the existence of 06 references associated with the expression "transversal competence(s)" was verified. In the following document, Normative Instruction n.º 201/19 (2019b) the occurrence of the word "competence(s)" appears 05 times, at all these times the term refers to the concept of development, and on 02 occasions the cited word is spelled as an expression: transversal competencies.

Finally, in the year 2020, Decree n.° 10.506/20 (Brazil, 2020), which amended the previously published normative, Decree n.°9.991/19 (Brazil, 2019a), showed a considerable reduction in the occurrence of the word "competence(s)", now spelled in 12 opportunities, considering the derogation (exclusion) of articles and clauses that contemplated the said word, in the mentioned document it was also identified the occurrence of the expression transversal competencies was also identified in 03 moments, therefore, a 50% reduction in the reference to the term, when compared to the normative document of 2019.

In this conception, one can state that in the current scenario, in which a heterogeneous, increasingly dynamic and plural society emerges, it becomes indispensable that the public agent has adequate knowledge, skills, behavior, and attitudes, where it is perceived as elementary to the performance of all organizational functions, the domain of knowing, knowing how to do, and knowing how to be (Le Boterf, 2003).

Therefore, a qualified, committed, and efficient human capital is required, capable of assuming a prominent position in the corporate environment, focused on the values and principles of the organization of which it is part, associated with optimization and competitiveness, as one of the conditions to remain in the market, both in the private and public spheres.

In this way, Vieira (2017) asserts that bringing together the aforementioned personal and individual competencies becomes fundamental to enable the realization of collective heterogeneity, Grouping the individuals more effectively, resources, equipment, and networks that constitute the organizations, in favor of development.

It is in this global context and in constant social, political and economic transformation, that organizations realize the necessary adaptation imposed, starting from the concept of organizing to innovate (Clegg, Hard & Nord, 2004). It is sought, therefore, the diagnosis of problems and dissatisfaction is sought, identifying solutions and enhancing opportunities, providing the increase in productivity, as well as the management of risks, reducing threats and minimizing weaknesses (Picarelli, 2002). Thus, the application of innovation assumptions in the public sphere can derive both from external demands, request or complaint from the citizen, the most recurrent user of that service, and from internal needs, from a perspective of observation, inquietude, and endogenous empowerment, by initiative of the public agent itself, as long as the basic principles of the Brazilian public administration are studied, expressly provided for in our Magna Carta, in its article 37 (Brazil, 1988), namely: legality, impersonally, morality, publicity, and efficiency.

Moreover, the unavailability and supremacy of the public interest must be guaranteed, regardless of the particular wills, interests, and opinions of managers and other collaborators, as well as the continuity of public service, since the public administration cannot refuse to carry out its activities or simply transfer to third parties what is incumbent upon it, although it has some margin of discretion to determine, for example, the best means or most opportune moment to do so (Meirelles, 2011).

Additionally, the innovative tangency in the elaboration of the PNDP as a policy that seeks the qualification of federal government servants, therefore gives continuous and permanent excellence (Camões & Meneses, 2016; Brasil, 2002) in essential emerging competencies with inter, multi and transdisciplinary training (Ceitil, 2007), and convergent with organizational strategies in the Brazilian public sector (Enap, 2020). As it is, it corroborates (re)thinking in the development process, according to Bergue (2019), in the search for organizational effectiveness, with reflections within and for the public sector, which teaches appreciation, valorization and continuous training of the capabilities and competencies of Brazilian public servants. (Salles & Villardi, 2017; Moura & Zotes, 2015).

Finally, the historical-documentary study carried out, is evidenced by the Brazilian legal incentive for autonomy to develop actions/practices in the capacities and competencies of their public servants, which could add to the implementation of innovation in the Brazilian public administration (Palotti & Freire, 2015). Thus, it is important to invest in and develop differentiated competencies (Dougherty (2004) in Brazil, even in the face of challenges already made explicit by the OECD and the ILO in the public sector (Allen & Van der Velden, 2007).

## 6. Final Considerations

In this study, we sought to understand the historical and documentary path of the personnel development policies of the Brazilian federal executive, supported by the concept of competencies. Thus, we detected the existence of 07 normative and orientative documents issued by the federal government, related to the analyzed topic, observing the increasing occurrence of the word "competence(s)" with each new publication, successively, except for the last Decree,

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from 2020, in which we noticed a reduction of the mentioned citation "competence(s)".

On this path, the constant, timely, and adequate training of employees, in this case, public servants, based on the concept of transversal competencies, to optimize personal development, allied to professional qualification and valorization, presents itself as an essential and non-negotiable point.

Moreover, it is important to note the need to build a pleasant, integrated, safe and reliable organizational environment, which will allow us to identify, encourage and promote the (re)emergence of internal corporate leadership(s), mobilizing and engaging the most diverse groups and work teams, as participants, in the condition of active players who will act in the numerous stages that make up the construction and implementation of a new product, new process or new service, strengthening the creative tools of work and access to information, adapting the means of communication and democratizing the effective participation of employees at the various organizational levels.

(Re)thinking and experiencing the new, overcoming budget limitations, crossing barriers calcified throughout the organizational existence, does not seem to be one of the easiest tasks. In the same way, not every problem can be solved by implementing technology alone, although this is currently a great ally.

Evaluating each step, following the (re)birth and development of each process, its impacts and repercussions, enables the adoption of (re)adjustments of ideas, means, or personnel, in less time, which will undoubtedly provide greater involvement and understanding of the new, also reaching higher levels of satisfaction, quality, and efficiency with less effort, generating positive results for everyone.

As for the limitations, no instructions or normative documents were found referring to the National Policy for the Development of People (PNDP) or similar programs in the years between 2007 and 2016. Regarding the suggestions for future research, it can be opportunities of the monitoring and analysis of data recorded by the virtual schools of the federal government, observing the scope and reflections of the effectiveness of the National Policy for Personnel Development.

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