

## **People management by competency: Aspects of its implementation in the federal public service**

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### **ABSTRACT**

The modern world has demanded from organizations greater and greater efforts in order to adapt to the new dictates of the most varied facets of development. The great impact of technological evolution and the rapid changes in the macroeconomic scenario have become the biggest external challenges, affecting the competitiveness of companies that tend to favor the use of the knowledge of their human capital in search of solutions, maximizing the offer of better quality products and services.

**Keywords:** Technological evolution, Human capital, People management.

### **INTRODUCTION**

The modern world has demanded from organizations greater and greater efforts in order to adapt to the new dictates of the most varied facets of development. The great impact of technological evolution and the rapid changes in the macroeconomic scenario have become the biggest external challenges, affecting the competitiveness of companies that tend to favor the use of the knowledge of their human capital in search of solutions, maximizing the offer of better quality products and services.

In this context, traditional and mechanistic forms of management, where individuals are seen as mere productive resources, have lost ground as they condition employees to adopt an increasingly passive and reactive posture in the face of challenges. The new approaches arise from the expansion of strategic perspectives on how to manage the workforce, with emphasis on valuing and fostering the skills of employees.

Based on this, competency-based management is based on the assumption of the articulation of management mechanisms engendered in a strategic way, prioritizing an organizational vision that can take advantage of the potential of its employees. For Kotler (1998), organizations need to adapt to the current environment, with maximum competence, since this form of modern management is gaining prominence in the most diverse spheres of the corporate world.

Although the importance of human capital for the consolidation and pursuit of the objectives of organizations is increasing, historically, people have been treated as a factor of production that is the target of control, always passive, resistant to change and, even in public sector organizations, this view

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still has room (Dutra, 2004).

The competency-based people management model (GPPC) breaks with this framework, launching its premises in order to promote the continuous evolution of professional talents. In it, employees are seen as potentials to be continuously polished, in order to develop skills and attributes both for their professional growth and for the success of the organization (Dutra, 2004).

Theorizing about career, the same author defends a people management model composed of three dimensions – movement, development and appreciation -, according to him the career is part of the "development" dimension, and career progress is evaluated by the expansion of the occupational space and by the ability to deliver results at higher levels of complexity.

For the author, professional development can be defined as the "ability to assume attributions and responsibilities at increasing levels of complexity" (Dutra, 2004, p. 65), and can be understood as a set of objective characteristics related to a given situation, submitted to a continuous process of transformation.

In this context, one of the great challenges of Brazilian public managers in the implementation of GPPC mechanisms has been with regard to the concept of career and its distinctions in relation to the definitions of ascension and promotion within the public service, making it difficult to implement proposals that contemplate the change between different careers within the same Institution.

Thus, the plastering of the career plan of certain categories of the public service, especially from the point of view of professional appreciation, has hindered the implementation of modern management strategies that contribute to the achievement of organizational objectives, at the same time that it ends up negatively impacting the commitment and increasing the dissatisfaction of a considerable part of the active civil servants.

In this context, Trasatti and Costa (2010) systematize a model that proposes a methodology in order to enable the implementation of competency-based management gradually, regardless of a previous organizational chart conceived or even of a strategic planning already outlined based on competencies internalized in the organizational culture.

That said, the trajectory of the Federal Police exemplifies very well this process of modernization and promotion of management by competence that the federal public service undergoes. In this sense, the scope of this study is to analyze the internal legislation of personnel management of the Federal Police, in the light of the model idealized by Trasatti and Costa (2010), regarding the stage of implementation of competencies within the strategic vision of people management and the aspects aimed at professional appreciation, seeking to map positive points and possible deficiencies.

## **PEOPLE MANAGEMENT IN THE CONTEXT OF PUBLIC ORGANIZATIONS**

The human capital of public organizations is represented by the occupants of public offices, who,



according to Di Pietro (1999), represent the individuals who provide services on behalf of the State, exercising their functions in legal entities under public law and also within the scope of legal entities of indirect administration.

In this sense, the form of filling these positions in the Public Administration is outlined in items I and II of article 37 of the Constitution of the Republic, which provides that such positions, jobs and public functions are accessible to Brazilians who meet the requirements established by law, as well as to foreigners in accordance with the law.

As for investiture, Inc. II establishes that it will depend on prior approval in a public examination of tests or tests and titles, according to the nature and complexity of the position, or employment, except for appointments to a position in a commission declared in the law of free appointment and dismissal (BRASIL, 1988, p. 7).

Thus, according to Fernandes (2013), once the civil service is occupied, the criteria for career progression are the criteria for career progression, which are set, above all, according to the length of service. The real needs of the organization are usually not considered, much less the results obtained by the employees in the evaluations of competencies and performance.

According to Pires (2005), there are many difficulties presented for the implementation of fair criteria, in the search for the implementation of a program that has an impact on remuneration and is based on elements revealed in the analysis of competence, avoiding sponsorship and preferences that end up distorting and distorting the process.

Such distortions and imperfections make the environment averse to the changes proposed by the GPPC, making the manager's performance much more complex and challenging because "These problems are allied to those related to the demotivation of civil servants, which can be aggravated due to distortions in the remuneration system" (Pires et al. 2005, p. 92).

In addition, policies to strengthen performance cannot be disconnected from initiatives that aim to provide advantages for career members, including attractive salary increases throughout the career.

In addition, it is crucial to guide this path through the adoption of motivational mechanisms that enable the enhancement of the results to be achieved by the servers. As Secchi (2009) argues, the traditional elements of bureaucracy, based on formalism and excessive control, are elements that need to be overcome so that the innovative premises of motivation can be applied.

In this way, the investment in motivation can be revealed through punctual modifications in the work processes, elaborating organizational policies and programs focused on the theme, implementing a less hierarchical structure and granting greater autonomy to the immediate bosses of each sector. Thus, formalism is restricted in favor of the necessary flexibility within a new organizational culture of a managerial nature (Abrucio, 2005).



Motivational factors should be stimulated in organizations in the search for a healthy work environment, thus aiming to maximize the quality of the final product. With impacts on cooperation among employees, especially in the public service of a police nature, whose daily work is marked by situations of almost always imminent risk where decisions are made under strong pressure and stress (Bezerra; Rosenbluth; Medeiros, 2022).

Regarding the theory of goal setting, (Locke, 1990), it presents the motivating effect resulting from the establishment of a goal for the individual. According to the author, specific goals can improve performance, since one knows exactly what one expects to achieve and the projection of the effort to be expended in the work process.

In this sense, in general terms, higher goals would also be responsible for an increase in performance, compared to easier goals. Thus, when those involved participate in the formulation of goals, they tend to be more committed to them. Difficult goals tend to increase performance, but the same does not occur if the goals are considered impossible to achieve (VIEIRA et al., 2011).

Theorizing on the subject, Fernandes (2013) argues that this specific motivation has three dimensions. The first is linked to utilitarian factors, such as participating in the design and implementation of policies with which they share a personal interest; a second provides for factors based on compliance with the law, aimed at the public interest; and, finally, affective factors, with a strong subjective link, a feeling of justice and a sense of patriotism.

It should be noted that the motivating elements in the public service, in general, are different from those found in the private service (Perry, 1996). Recent studies have found that especially public servants are more engaged by intrinsic motivational factors related to altruistic feelings and focused on the awareness of the impact of their performance on society, than by external motivational factors (Klein & Mascarenhas, 2016).

Thus, in the public sector, strategic managerial improvement should be pursued to promote the motivation of work teams and commitment to institutional results and objectives. In these terms, it is increasingly important for managers to be aware of how to adapt to the degree of maturity of the employees, seeking alternatives to maintain satisfactory levels for the triad: effectiveness, efficiency and effectiveness.

In this vein, in February 2006, Decree 5,707 instituted the National Policy for Personnel Development, with the purpose of improving the quality of the services provided and continuous development of the staff of the entities of the direct federal public administration, autarchic and foundational.

Thus, the role of Training and Development (L&D) in the Federal Public Service becomes increasingly important. One of the advantages of training is the possibility of benefits for the organization



and for the professional, because in addition to creating positive attitudes and behaviors, improving productivity, it provides satisfaction to employees because it provides opportunities for improvement in terms of training to better perform their duties (Rocha et al, 2009).

With regard to legislation, Law No. 13,346 (2016) stands out, listing requirements and criteria for the selection and training of public servants who intend to occupy positions in the Management and Advisory Commission (DAS), obeying the professional profile and established competencies, which must be compatible with the responsibility and complexity inherent to the attributions to be exercised.

Also, in this wake, within the scope of the Federal Executive, Decree No. 9,991 (2019) is in force, providing for the National Policy for the Development of People of the direct, autarchic and foundational federal public administration, which regulates provisions of Law No. 8,112, of December 11, 1990, regarding leaves and leaves for development actions.

In addition, Decree No. 9,739 (2019) establishes organizational efficiency indexes for the improvement of direct, autarchic and foundational federal public administration, providing rules on public tenders and regulating the Federal Government's Organization and Institutional Innovation System – SIORG.

In this context, it is important to highlight the role played by the National School of Public Administration (ENAP), an entity linked to the Ministry of Planning, which organizes the public management reform movement with the objective of achieving the social and economic goals of the Federal Executive, being a defining element of the institutional capacity to formulate, implement, monitor and evaluate public policies. with a focus on people management.

In addition, also linked to the Ministry of Economy, the Secretariat for Personnel Management and Performance (SGP), established by Decree No. 9,745 (2019), is the body responsible for formulating and promoting the implementation of the people management policy, as well as evaluating compliance with the internal regulations that govern the subject, including from the sizing of the workforce, recruitment and selection, training, as well as acting as the central body of the Civilian Personnel System of the Federal Administration – SIPEC, within the scope of the direct, autarchic and foundational federal public administration.

## **ADOPTION OF THE COMPETENCY-BASED PEOPLE MANAGEMENT MODEL**

The model systematized by Trasatti and Costa (2010) proposes a methodology in order to enable the implementation of competency-based management in organizations, regardless of a previous organizational chart or even a strategic planning already drafted based on competencies internalized in the organizational culture.

According to the model, once the need to implement the paradigm has been defined and the form



of implementation of competencies within the strategic vision of people management has been internalized, the effective methodology for adoption is chosen, a fundamental step to avoid possible changes of course during the process, thus minimizing the possibilities of failures and setbacks along the way.

The authors advocate for implementation in four phases. The first, called "Discovery", is a preliminary phase in which the organization must carry out a survey of the opinions of those in charge of the various sectors of the enterprise through the collection of information about the organizational context through interviews with people representing the various sectoral interfaces, exposing the specific circumstances of the entity.

Still in the initial phase, depending on the size of the structure and its ramifications, it is essential to listen to the voice of the external and internal public, including managers, with an emphasis on adapting to the organizational culture and institutional mission. After the end of the interviews, the model proposes sectoral meetings to legitimize the data collected and prepare for the next phase.

In the second phase of the proposal called "Construction" the organizational competencies must be defined, according to the strategic needs and circumstances raised in the interviews of the first phase, it is important that the governing body can legitimize this definition of competencies that will play a crucial role in the development of the process.

Once the organizational competencies have been defined, Trasatti and Costa (2010) propose the construction of a framework with the "mapping" of people in order to find the gap between the competencies operationalized in the staff and the current situation of the employees. At the end of the mapping, the company must present the results, a basic action plan for implementation and the estimate of investments required by the company's board of directors.

The phase concludes with the presentation of the results, a basic action plan for implementation and the estimation of investments. This is then followed by the "Implementation" phase, in which the details of the implementation plan of the people management model based on competencies are developed, therefore, the leaders of the organization must be responsible for the necessary mobilization and awareness of all of the importance of each one for the success of the implementation process.

From the implementation methodology proposed by Trasatti and Costa (2010) it will be possible to understand how the development of GPPC actions in the Federal Police has occurred. Revealing the stage in which the implementation of the model is, based on the study of each phase and its correct adaptation to the reality of the agency in order to identify the results arising from the adoption of the assumptions of competence in its organizational practices.



## **THE APPROACH TO PERSONNEL MANAGEMENT IN THE FEDERAL POLICE**

Our Magna Carta asserts that public security in Brazil is a duty of the State, a right and responsibility of all, exercised for the preservation of public order and the safety of people and property (BRASIL, 1988).

In this context, the Federal Police is part of the Federal Public Administration with direct subordination to the Ministry of Justice (MJ), having as its main attribution the exclusive exercise of the functions of judicial police of the Union, whose focal point is the investigation of crimes of federal competence, and also those crimes with interstate or international repercussions and require uniform repression (BRASIL, 1988).

Thus, the Federal Police, object of study in this essay, is a permanent organ of the State, organized and maintained by the Union for the exercise of its competences, with attributions in the fields of administrative police and judicial police, maintaining a staggered structure from the central units, with headquarters in Brasília, being present in the twenty-seven capitals through the Regional Superintendencies, with its specialized units and decentralized police stations.

In this wake, throughout its trajectory, the PF has stood out on the national scene, with a complex organizational structure, has expanded the scope of its attributions, to fulfill its constitutional mission with a focus on the relevance of the public service provided to Brazilian society as a whole.

The first steps towards the purpose of implementing management by competencies in the agency was instituted with the entry into force of Normative Instruction (IN) n°. 08, still in 2004, establishing the guidelines and competencies for the planning and management of human resources training actions in the PF, also standing out among the public security agencies in the country with the implementation of actions that aim to disseminate the people management proposal.

In these initial steps, the Training and Development (T&D) Teams were created within the Personnel Management Directorate (DGP) and, within the scope of the 45 central and decentralized units of the DPF, the Training and Development (T&D) Teams. Foreseeing that every year there will be a survey of the specific training needs for the following year, which would be:

- I - the DPF's strategic plans applicable to the following financial year;
- II - the list of internal training actions, taking advantage of the skills and knowledge of the Department's personnel;
- III - the training actions provided for in the previous PCDRH that have not been carried out, as well as the actions provided for in the PCDRH of the current year;
- IV - the new technologies and equipment to be added to the activities of the DPF; and
- V - other guidelines applicable to the following fiscal year.

Ordinance No. 473/2008 implements guidelines for the policy of valuing and training employees of the middle and end activities of the Federal Police Department. Article 3, items I and III, lists the



premises that guide the Permanent Training Program: I – the elaboration, by the agency, of the Strategic Planning, as well as the dissemination of the values, objectives and organizational goals among the mission servers; III – the identification and development of the competencies necessary to ensure organizational effectiveness.

In this way, a range of internal regulations are issued in order to regulate laws and decrees that establish training policies for federal public administration employees. Within this strategic vision of the agency, the importance of people management for the solution of internal problems and to fulfill its organizational mission is growing, based on the competence and professional appreciation of its staff.

Proof of this was the launch of the 2010/2022 Strategic Plan, when the PF expanded its portfolio of actions consolidated with Ordinance No. 9,003-DG/PF/2018, instituting the Federal Police Personnel Management Policy, creating the central committee and the regional Personnel Management committees.

The latest update of CGPF/PF Resolution No. 06/2022 provides for the Federal Police Strategic Map 2022/2023 and the Federal Police Strategic Plan for the period from 2022 to 2023. The document's focal point is the valorization of civil servants through the implementation of actions to identify and develop skills, promote health and quality of life at work.

The Resolution also brings in its core aspects related to the improvement of internal communication and the appreciation of the dedication of life to the Federal Police, in order to form a motivated group proud to be part of the institution. The strategy aims to implement Competency Management and expand the mechanisms for identifying and recognizing competencies, creating training opportunities that enhance the development of talents and knowledge, skills and attitudes of civil servants.

In this context, the study of the internal regulations of the Federal Police reveals that the People Management Policy (Brasil, 2018) recognizes the civil servant as the main asset of the organization, fundamental for the generation of organizational intelligence, obtaining competitive advantage and the development of knowledge, skills and attitudes in the search for continuous improvement of the organizational climate and quality of life to achieve institutional objectives.

In this aspect, human capital is conceptualized as endowed with knowledge, skills, and attitudes acquired by employees through training and experiences that favor the performance of functions that generate value for the organization (Brasil, 2018).

In the same way, the organizational climate is seen as people's perception of the work environment with the ability to influence professional behavior, the well-being of the server and their work environment, influencing the success of the actions implemented by the agency (Brasil, 2018).

It should be noted that in the core of the measures implemented there is a provision for the establishment of support so that the civil servants can express criticisms, suggestions and observations in order to ensure the personal and professional evolution of those involved, in addition to the adjustment of





performance, with the objective of achieving an increasing level of effectiveness and excellence in the exercise of their duties.

In this context, other important topics addressed in the legislation in question are organizational justice, merit, meritocracy, and recognition practices, conceptualized as methods or procedures that are adopted to encourage and reward employees or teams that stand out for their performance at work and quality of life at work, in addition to a sense of belonging (Morales, 2020).

The aforementioned Policy is compatible with the strategic action "Knowledge Management, Promotion of Research and Innovation" of the strategic objective "Strengthen the Culture of Strategic Management" in the 2021-2023 Strategic Plan, which provides for the promotion of knowledge management through the implementation of systems and mechanisms for production, optimization, management, standardization, dissemination and protection, preserving learning and contributing to the development of scientific research and innovation in the interest of the institution (Brazil, 2022).

It is also important to mention the strategic action "Developing the leadership culture", which promotes actions aimed at identifying and training its leaders aimed at building healthy work environments, with a focus on organizational justice, thus developing teams able to achieve sustainable results, with positive reflections on the new organizational culture (Brasil, 2022).

It should be noted that one of the policies that has been highlighted in this process of increasing the management of people in the Federal Police is the "stimulation of creativity, proactivity and experience" at all organizational levels, a fundamental factor for the generation of knowledge and its transfer in the organization, which supports internal improvement processes, with regard to effectiveness and efficiency (Brasil, 2014).

Thus, the organization begins to foster a healthy framework of permanent "motivation and training" of administrative employees and police officers, with repercussions both at the individual and collective levels. Thus, they are essential factors for the organization to achieve its strategic objectives, thus assimilating the importance of the subject in the generation of knowledge as a strategy for fulfilling its organizational mission.

## **METHODOLOGICAL PROCEDURES**

Regarding the scientific method employed, the taxonomy presented by Vergara (2007) was used, which qualifies the research in relation to two aspects: the ends and the means. As for the purposes, the research was exploratory and descriptive.

It is considered exploratory because, although there is a considerable number of studies and research on police professionalization, there have not been many studies that address a comparative analysis of the professional police model of the Brazilian Federal Police from the point of view that this



research was intended to address. Understood as descriptive because it presents the perception of federal police officers about the professional police model implemented by the agency in its organizational structure and the professional aspects of this model.

At this point, it should be noted that this essay has a more exploratory than descriptive character, as it aims to raise hypotheses or assumptions about the possible problems encountered. Regarding the means, this study can be classified as bibliographic, documental and field. Bibliographic, because the methodological foundation of the work was based on material published in books, theses, dissertations, articles, newspapers, magazines and on the world wide web.

The theoretical framework was constructed from a narrative review of the literature, based on books and articles from scientific journals related to the topic under study. The documentary research focused on the internal legislation of the Federal Police for the identification of normative records on areas of people management and strategic planning in the Digital Archive of the Federal Police website.

The cataloged documents were analyzed from the perspective of content to identify the adoption of concepts and definitions worked internally by the Federal Police, enabling a better understanding of the organizational strategy undertaken in the proposed time frame.

## **FINAL THOUGHTS**

The careful study of the internal legislation of the Federal Police made it possible to identify an effort by the agency to implement the modernization of its personnel management. The proposed objective aims to foster professional valorization in perfect theoretical and normative alignment with the proposals of the literature regarding the management of people, their flows and their dynamics, revealing the organizational commitment through institutional policies aimed at affirming the importance of their human capital.

The analysis of the norms allowed us to draw a parallel between the organizational concept and the proposed theoretical basis, always in line with the principles that guide the institution, being observed the adoption of organizational measures aimed at expanding aspects related to motivation and increasing professional appreciation, factors that, together with innovation, have the potential to place the agency on another level with regard to organizational goals.

In this aspect, professional appreciation together with motivation and other concerns outlined in the agency's strategic planning, in addition to material, technological, knowledge management and organizational learning resources, are fundamental pillars for the creation and strengthening of a favorable work environment for professional development.

In this context, as advocated by Trasatti and Costa (2010), the model adopted by the PF set up people management work fronts in each of its regional superintendencies, all composed of civil servants



of all positions, among which the dissemination front stands out, which has the function of disseminating the assumptions of the process under development.

In addition, together with the human resources sector of the regional offices, the commissions for the implementation of the master plan for people management were established, with the objective of integrating the policies and guidelines of all subsystems, aligning the indicators with the competency framework and the monitoring and review of the implementation of the new management model.

Thus, it was evident that the PF is following the correct path towards the adoption of its people management policy, fully compatible with academic and managerial references, both in the strategic scope and in the legislation that regulates these activities. Expressly acknowledging the importance of investing in civil servants, with encouragement to motivational aspects focused on creativity and leadership for the smooth fulfillment of their constitutional mission.

The implementation of the GPPC within the scope of the Federal Police was headed by the Directorate of Personnel Management (DGP), the process is still ongoing, and has not been fully incorporated by the agency. According to the model advocated by Trasatti and Costa (2010), some steps for the consolidation of competency-based management have not been completed.

Thus, the improvement of the review and adequacy of internal standards, especially those of training and the development of the structuring of courses and curricula based on the mapping of competencies, are points that need to be updated. Emphasizing the need to standardize the process of evaluating the performance of civil servants, and also to carry out studies for the restructuring of the Police and Administrative Career Plans.

From this perspective, the results listed here serve as a basis for study to give rise to new academic research dealing with the theme now proposed, covering the federal public administration as a whole. Such aspects are fundamental for the development of the theme in future studies, reverberating the contributions and advances to the thematic area of the working group People Management and Organizational Behavior in the Public Sector.



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