

Performance Management in the Brazilian Federal Public Administration: How Can the Logical Framework Contributes to its Effectiveness?

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Abstract: The purpose of the present study is to discuss and assess the state of performance management within the Brazilian public sector and to suggest the logical framework as a tool to improve resource management in the public sector in Brazil. This is a theoretical study based on literature review. Management performance is undoubtedly, a great challenge in Brazil and in particular for Brazilian public organizations. The implementation of the cycle of performance management in the Brazilian federal public administration has become a legal and administrative necessity. However, these organizations lack the tools or theoretical models of analysis to ensure effectiveness. There is an urgent need for a paradigm shift towards the professionalization of performance management in Brazilian public organizations. The logical framework implies the professionalization of the Brazilian performance evaluation, considering external factors (inefficient public management) and internal (bureaucratic organizational culture). The systems for assessment of effective performance in Brazilian public organizations, in general have not yet materialized in the public sector. As limitations and implications, the study is theoretical and empirical research to test the results is required. The findings can be used to enhance performance management systems with in the Brazilian public sectors and therefore, increase citizen satisfaction. It is believed that, this study will contribute in questioning the performance management in public institutions in general and in the Brazilian one in particular, in which the effectiveness of services rendered is relative to meeting the expectations of citizen-users.

Key words: Logical framework, performance management, Brazilian public administration, public sector organizations, policies and practices in human resources

INTRODUCTION

Management of public organizations has become fundamental to citizens in every nation across the board. In Brazil, since 1995, there have been attempts to professionalize public administration in general and performance assessment in particular. As one of the most important economies in the world, Brazil has seen its scientific production in human resource management become increasingly popularized.

Little scientific literature in the world has been found regarding the implementation of management of individual and institutional performance within Brazilian public organizations. Evaluation of performance may be one of the variables that generate the most controversy in the organizational research setting. Less because of the eminent technical difficulties resulting from the act of

judging, inherent in assessing, more as a result of the attitudes, beliefs and behaviors usually unfavorable to the act of evaluating itself. There has been that consensual opinion or agreement among scholars, critics and observers about it.

Negative emotions and feelings of disbelief are common with regards to the effectiveness of performance assessment in organizations (Becker and Gerhart, 1996; Riketta, 2002). This lack of credit of the assessment is mainly due to the under-utilization of the results obtained or even to the (ill-devised and unstructured) procedures used by each assessor for the task of evaluating (Campbell, 1990; Lawler, 2005).

Few procedures apply lined criteria to meritocratic career plans with clearly defined targets and associated indicators in order to make clear what, the expected performance is (Bourne *et al.*, 2000; Bretz *et al.*, 1992).

The human condition in terms of the cognitive processes involved is also limiting to the effective use of the evaluation tool. Cognitive processing is individual and each one responds to your way to stimuli that are given. Variables such as previous experience, personal and organizational values and even their own beliefs about the effectiveness assessment play a role in that (Manning and Barrette, 2005; Motowildo *et al.*, 1997).

However, performance evaluation is a tactic management tool for organizational actions. In the Brazilian federal public administration due to the introduction of new management technologies in institutions, guided by the innovative, more professionalized, decentralized, entrepreneurial and results-oriented management, concern about performance management has become a basic assumption in managerial performance.

The principle of efficiency, one of the pillars of the Brazilian public administration is a *sine qua non* condition associated with the concept of performance. Efficiency has been the fundamental basis for the application of regulations specifically geared to maximizing individual and organizational results in research situations.

One of the nodal regulations to implement the new vision of performance management refers to Brazilian Federal Decree No. 7133 of March 19, 2010 which sets forth guidelines, general criteria and procedures to be followed in reviewing individual and institutional performance. Individual performance evaluation encompasses minimum evaluation factors that should reflect the skills of the server, measuring the performance of individual tasks and activities assigned.

Besides, as well as provision for the establishment of individual performance targets to be agreed between server, management and staff and made part of the research plan of each evaluation unit of the public agency or entity, this Brazilian decree establishes the normative legal basis for each agency or entity affected by it to implement performance management according to certain parameters.

The greatest difficulty in the implementation of the regulating decree lies in to how to run performance management as an on going activity in the planning, implementation, monitoring, evaluation and review of performance. These steps belong to a performance management cycle characterized by active social interaction between manager (top) and employee (subordinate) in order to direct the performance of the involved parties in order to leverage results of both from critical reflection on actions and consequently to maximize internal and external performance of the organization.

Little Brazilian scientific know-how on the performance management implementation as cyclical stage has been developed as yet. There is a historically exaggerated emphasis so far, on the performance evaluation stage in the context of Brazilian public administration where mostly, lacking scientific models propose, its implementation and planning.

That said, the purpose of this study is to present a methodology for performance management of the implementation agencies and entities of the Brazilian public organization, in the light of the assumptions contained in the Decree 7.133/2010, using the logical framework as a key tool for the optimization of individual and organizational performance. The questions that guide this study are:

- How can the logical framework contribute to the effectiveness of performance evaluation in the Brazilian public organizations
- What values such as meritocracy, trust, transparency, among others, influence the performance evaluation in Brazilian public organizations

Using secondary data, the writer under takes a qualitative research to discuss these and many other management performance questions begging for answers. We have focused only on the Brazilian public organizations reality.

The data were sourced from official government documents, traditional archives, our practical and professional experience, books, federal decrees, internal regulations, journals, newspapers and magazines. Content analysis was used in analyzing the data. The emphasis of the study is on discussing the necessity of paradigm shift towards the new, more strategic performance evaluation. We consider the logical framework a viable instrument to improve the performance management.

It is intended, here, through, the assumptions, criteria and dimensions contained in the logical framework that value be added by proposing alternative practices to orient management planning activities in order to enable persistent application of performance management to public administration.

It is not intended here that, the subject be exhausted or even that a prescriptive step be created in the application of the logical framework in performance management in Brazilian public organization, considering that each institution has its specificities very much due to the arrangement and continuous rearrangement of its mission, objectives and organizational structure. What we aim to do here is to offer perspectives on action for professionals responsible for the implementation of

performance management according to the federal Brazilian Decree 7.133/2010, applying the logical framework based methodology to provide support to management planning in all its phases, especially considering the lack of valid scientific tools available to the current government.

MATERIALS AND METHODS

The theoretical framework: In the last 30 years, many advances have been observed in the scientific literature on organizational behavior in the research predictor variables related to the study of human and organizational performance (Bates, 1999; Collins, 2002; March and Sutton, 1997; Nankervis and Compton, 2006; Rousseau, 1997; Schiehl and Morissette 2000; Semadar *et al.*, 2006).

The truth is that, the scientific study of performance has historically notably emphasized the evaluation stage exclusively. Little emphasis was given to the influence of contextual factors on the performance. Even worse, few scientific studies have been done which consider the other performance management steps, par excellence, performance planning. A significant part of the existing research deals with the variables related to identification and study only performance evaluation (Deadrick and Gardner, 2008; DeNisi, 2000; Eccles, 1991; London and Smither, 2002; Miller and Cardy, 2000).

Despite, the advances that have been made, there has been shortage of elaborate theory proposed to explain performance. There are plenty of studies on the performance indicators definition and psychometric building measures with little regard for reflection on performance as a procedural construct which is multi-causal and multi-level (Sonnentag and Frese, 2002).

Table 1 shows different themes investigated by researchers who research the issue of performance and present reflections to the study of performance management.

Despite the attention devoted mainly to the evaluation stage, it is necessary to have clarity that it is just one of the criteria to be considered when effectively managing the performance in organizations. Performance management considers the stages of planning, execution,

monitoring, evaluation and revision as fundamental to the occurrence of the research results and also ponders the influence of the context in each of them.

Thus, the time of assessment should not be maximized as, it historically is, given that, it is only one important stage of action to manage performance. In addition, other steps are critical to performance management at research for individuals and teams (Sonntag and Freese, 2002). It appears that little has been investigated on other steps related to performance management.

The scenario is even more worrying when it identifies that, the locus of Brazilian public organizations had traditionally been overlooked when studying job performance. Some relatively Brazilian recent exceptions can be found in Coelho, Oliveira-Castro and Wright.

Performance is linked to the behavior manifested by the individual in the exercise of their responsibilities and duties (Starbuck, 2005). It refers, according to Abbad in 1994 to the knowledge and skills applied in the context of a post implementation of a duty or task or to the way an individual operates or behaves in terms of efficiency, yield and performance in relation to something resulting in the achievement of organizational effectiveness and results.

Performance refers to intentional venture by the individual in an action that is oriented to achieve a given desired result. It is an action that has conscious purpose or prior motivation. The result of the performance, too is subject to a number of factors related to the working environment of individuals and research teams.

Performance, according to Bridges in 2002 and Antwerp in 2003 is related to the quality and quantity of research performed as well as the cost and time spent on their execution. It covers efficiency (means or processes) and effectiveness (actual result) factors within the organization.

The concept of performance is directly related to the productivity of individuals, research teams and organizations as well as to the analysis of individual behavioral mechanisms and their impacts. Human performance refers to the act of achieving certain goal previously drawn. It is directly proportional to “want

Table 1: Examples of performance evaluation issues in organizational studies

Central theme	Examples
Errors and biases	Gerhart <i>et al.</i> (2000), Huselid and Becker (2000), Johnson (2001), Jourden and Heath (1996), Mezas and Starbuck (2003), Winter (2003)
Psychometric adequacy of performance measure	Abbad (1994), Coelho (2009), LaHuis and Avis (2007), McCloy <i>et al.</i> (1994), Scullen <i>et al.</i> (2000), Starbuck (2005), Willians (2004), Viswesvaran <i>et al.</i> (2005)
Effects of feedback on assessment	Smither <i>et al.</i> (2005)

to do” which explains the will to achieve and the “know-how”, cognitive and experiential condition that allows the individual to perform efficiently and effectively any activity related to their research.

Context variables such as results or effectiveness of macro indicators are also commonly related to performance (Nielsen, 2006). To Sonnentag and Mills (2002), performance refers to skills and expertise applied in the context of post implementation of a duty or task or to the way an individual acts in terms of effectiveness and efficiency, promoting the accomplishment of organizational results.

Collins (2002) and Humphrey *et al.* (2007) have investigated performance in organizations in general by analyzing the results of a job that is directly or indirectly related to the achievement of the mission and business objectives. The researchers considering contextual factors which affect performance as facilitating or limiting to the implementation of the research by the individual. They investigate performance verifying the products and results achieved as well as the processes involved and the degree of effort expended by him in the achievement of its activities and responsibilities.

The performance management cycle starts from the premise that there will be performance planning between leadership and subordinate. Performance expectations are clear and explicitly established; the individual goals are defined depending on the nature of occupational positions and skills of both individuals and research teams.

After planning, there should be systematic monitoring by the leadership of the implementation of previously established targets. It is left to the discretion of the administrator to remove possible obstacles and if applicable to review short and medium-term goals that may be below or above the expected level of implementation when the pact is made between the parties. Monitoring should be formative (during execution of the assessment cycle) and take place with the main objective of taking the weight away from the evaluation stage which is summative (analysis of the product).

The performance evaluation should be able to provide valid input to the analysis of what happened during the evaluation cycle. It should be based on achieving or not the individual targets and by previously established teams and should identify their causes. Through, the performance evaluation, it will be possible to identify deviations and failures, their origins and especially correction strategies.

Thus, indicators and associated targets should be planned, allowing individual and management to monitor the performance shown in the performance of the research routines.

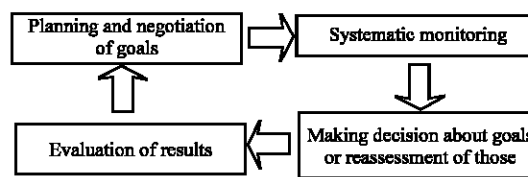


Fig. 1: Performance management theoretical phases

Figure 1 shows how the different stages of performance management should be considered by managers.

As seen in Fig. 1, performance evaluation is just another step in the performance management cycle and aims to organize research and enable partners to positively develop the functions under their responsibility. In this sense, the performance evaluation is a tool for improving performance of the individual and by extension of the organization.

Evaluation has become a human resource management tool and a very important one used by organizations as it spells out the goals achieved by measuring the products of its employees in line with their development by measuring the delivery level of their knowledge, skills and attitudes.

It must be conceived as a management tool which aims to promote the achievement of organizational goals and the development of human resources through a participatory process of dynamic, continuous and systematic planning, monitoring, evaluation and performance improvement (Wood, 1999).

The assessment is thus to determine whether, there was compliance with institutional and individual goals, comparing the expected result to actual result. The assessment can guide the training topics, development, handling and compensation and is justified by guiding the efforts of employees to achieve the goals, assisting in monitoring and utilization of their capacities.

For the employee, the performance evaluation can highlight the strengths and difficulties encountered in achieving the goals as well as the needs for training and professional development. As for the evaluator, it could facilitate the comprehension of the concept of exchange, generating complicity, constructive feedback on performance and negotiation between leaders and followers, i.e., the use of performance evaluation results should be focused mainly on planning a sequence of actions aimed at intellectual growth and at the development of a highly professional server.

Importantly, the evaluation of those responsible for this function should be impersonal that is, excluding subjective evaluation factors. Assessors should be

trained have appropriate behavior so that they are instructed to observe and listen, be open to suggestions and be transparent, otherwise, there may be distortions in the results due to lack of objectivity.

Before the application of a performance evaluation, constant monitoring becomes essential, since this monitoring will make it possible to continuously review the targets and indicators, changing them as needed, to verify the occurrence of deviations, to analyze goals achieved and, finally, to establish new strategic needs.

Because of this, the performance assessment process should be managed based on the way we perceive and recognize human performance as a key to success. Even, the method of evaluation (e.g., evaluation by multiple sources) should be conducted in line with characteristics of current organizational culture, prioritizing the development of individuals in their research. More details about performance management can be seen at Coelho in 2009.

In general, considering performance dimensions commonly investigated in organizational studies, it appears that organizational managers, acting on the need to manage and control the research environment (develop, plan organize, coordinate, monitor, supervise and command) aimed at promoting the effective performance of individuals and teams have the primary task of providing the necessary conditions to ensure that the performance gets the expected result.

Thus, managers positioned in widely different levels of influence in organizations (strategic, tactical and operational) should be able to act to identify gaps or performance deviations and act on the probable cause of such deficits. The management activity includes the identification of the nature of these causes whether they are located in individual or situational context of research and the application of corrective diagnosis of the same.

RESULTS AND DISCUSSION

Logical framework applied to Brazilian public administration and management performance: The logical framework was created by the United States Agency for International Development (USAID) to allow the evaluation of social programs financed by the agency in different countries. The logical framework emerged as a tool for the preparation, implementation and evaluation of projects or programs and may be a useful and applicable tool also for performance management at research.

The logical framework consists of a matrix which follows two logical vectors integrated into the greater purpose of assessment of the target object: a vertical logic

and horizontal logic. The first explains the hierarchical relationships between the purpose (or main purpose), goals (or secondary objectives), the components and activities. The horizontal logic, in turn, describes the indicators, the monitoring means and or external assumptions inherent to each goal.

According to two Brazilian researchers, Mourão and Meneses in 2012, three basic principles guide the proposition of the logical frameworks for assessment procedures: input-product: each product becomes the top-level input; means-ends: the ends become means to the upper level and cause-effect: the effects become causes of the higher level.

The logical framework requires the projection of a structure in which to cater for a particular purpose, objectives are stated and these are transformed into components (necessary conditions so that, the objectives are met) that, in turn, require planning a series of activities.

The central idea of the logical framework lies, therefore in the anticipation of an expected result, the means and sources of evidence that will be used to measure the achievement of its purpose and overall goal. In addition to list the means and sources, there should be established in the logical framework, general assumptions for achieving the established objectives (Pfeiffer, 2000).

Thus by knowing in advance the conditions that may influence the achievement of desired results, one should be able to develop management tools that aim to correct the path followed or if applicable to control intermediate results, continuing with the procedures previously planned. Importantly, according to Evans and Davis (2005), Gelade and Ivery (2003) and Jagacinski *et al.* (2001), it is fundamental in investigating the social structure in which the evaluation cycle will be implemented and especially in identifying perceptions shared among individuals about the effectiveness of performance evaluation.

In the case of performance management in public administration what can be considered as an example of assumption implementation are attitudes and beliefs that servers, already have about what it means to evaluate. Possibly, the fact that, there are negative mental models of the evaluation tends to generate avoidance behaviors, cynicism or even sabotage against the implementation of the evaluation cycle.

In addition, in the Brazilian public service, it is very common to find people who are not permanent leaders but are in the leaderseat which is a provisional situation. This also tends to generate fear on the part of any office in commission which will lead to a negative assessment of the future when they no longer occupy the leading position.

One way to reduce this feeling of disbelief may be in greater transparency of the evaluation cycle and the type of change or results sought. In planning, the goals should be clear, objective and measurable. Monitoring reports should be drawn along the cycle as sources of evidence for the status quo of implementation.

A competent technical team committed to research can also be an important assumption when considering the change in mentality that will be required for the effective implementation of the performance management cycle.

Moreover, the essential factor to the successful implementation of the performance management cycle refers to the setting of targets. In the current legislation, the need to set goals that belong to different levels of analysis is considered: institutional goals, subdivided into global (relating to the aggregate institution) and intermediate (relating to research teams) and individual goals.

The global targets should be defined in terms of the broader strategy and of macro organizational processes, prepared in the light of the strategic plans established by each agency or entity and according to Brazilian federal decree 7.133/2010 where applicable, those should be in line with the Multiannual Strategic Plan (MSP), the Budget Guidelines Law (BGL) and Annual Budget Law (ABL).

These goals shall guide all the planning that will be done for the duration of each evaluation cycle (12-month basis). Global targets can be revised for every cycle.

Upon the publication of the overall goals, usually defined by leaders grouped into strategic level positions and/or the institutional planning units of the organs and entities, intermediate goals and individual goals should be set up for each team that makes up an evaluation unit (the body or the body as a whole, a subset of administrative units that perform activities of the same nature or an isolated unit, defined upon geographical criteria organizational hierarchy or activity nature).

Thus, each evaluation unit will have its research plan, in the same level of the team itself, according to the global targets set. Each server should define in agreement with their leadership which are their individual goals that will be included in the research plan of their evaluation unit.

The plan should contain more shares of the unit, in addition to activities, projects or processes that unfold actions, the intermediate goals of institutional performance and the individual proposed performance targets. It must also contain the criteria and follow-up procedures of individual and institutional performance at all stages throughout, the evaluation cycle under

the guidance and supervision of the manager and the steering committee of the performance assessment-CAD.

One of the main difficulties that may be noticed against the setting of targets refers to the nature, size and complexity of the same. In formal case reports can often be found in public administration, in which some types of servers (especially, those in areas of support) simply cannot be found in any of the intermediate targets for their team because, they are targets directly related to the business or the purpose of the institution.

There are also, cases where milestones are poorly worded, referring to the steps of a routine, not a goal in itself, hardly able to visualize in poorly constructed goal statements.

The clarity, precision and target of brevity are important assumptions, assessments of the logical framework which need to be considered at the beginning of each cycle. If necessary, a review of the way in which the goal is eventually poorly drafted should be suggested or recommended. About building goals in the context of Brazilian public administration Coelho in 2009.

From the intermediate goals that are set for each evaluation unit each server needs to establish performance goals, in the light of their duties, tasks, responsibilities and required skills. These must in turn converge to at least one of those intermediate goals. These performance objectives refer to actual tasks but should be linked to benchmarks of performance or skills. Such benchmarks are to be provided for the goal to be set. Importantly, the goal has as qualifiers, time, cost, quantity and quality. Reflection by the server and their head that not only time and quantity is needed (most common elements found in the goals) are parameters to perform the research.

Quality criteria are also required for certain occupational positions where in the measurement comes to be abstract. You cannot for example, expect a manager of a working team to just think of the quantification parameter of the goal "to develop the research team" as it is a goal that is unlikely to be fully measured in numbers. But parameters indicating the quality of this assignment (for example, identifying whether there was an improvement in the current organizational climate or the degree of trust and power of teamwork) are more useful and closest in terms of complexity to the nature of the task.

Perhaps, this is one of the greatest difficulties in auxiliary positions: trying to quantify or temporally parameterize tasks in which by their origin and purpose, quality parameters would be better monitored if adopted.

In the case of the logical framework, it is expected that by defining a goal, the step-by-step necessary to

Table 2: Examples of the stages of logical framework applied to the performance management cycle

Stage	Key issues	Example
Identification of target intermediate of the evaluation unit	Opposite to what I do when can I fit in the defined goals for my stocking unit?	Reduce up to 40% of students drop-out rates during the school year
Definition of objective of performance	What do i do? To what end or purpose?	Plan class; plan exercises; plan extra activities, the classroom; classroom lectures; select monitors to support discipline; correct exercises and tests; reinforcement schedule meetings extra classroom
Step by step of objective set	How do i do it?	Define teaching and learning objectives; diagnose most difficult to learning materials; elaborate tests, exercises and studies with different leves of difficulty and provide
Individual goal setting	What do i need to achive? What is expected of me?	Plan class with at least 72 h. Prior to its completion; diagnose, within two weeks of the start of school, interests, preferences and habits/study strategies for students; elaborate setting excerses everytwo lectures; plan an event with high level of difficulty to the end of the first half
Associated indicator	What have i achieved?	Note per event per student; note by exercise per student; final grade; attendance rate frequency in the classroom at the end of the semester; dropouts percentage of discipline by semester; percentage of graduates per semester
Medium check or evidence	What do i use to check how I am playing? How do i know i have reached my goal or not?	Monthly monitoring reports by grade and category; attendance/frequency list
Assumption	What makes the achievement of my performance objectives easier? What makes it hard?	Level of interest and commitment of the students; number of students per class; support the pedagogical coordnation and leadership department; availability of support materials and support to school

complete each activity has already been established in the scope of the occupational server station. We know how to do and what is required for competent performance occur. In addition, there have been more real chances to define indicators that are valid and accurate measurement of the goal, since the logical framework is structured from the goals they want to reach.

The indicator has to maintain a direct relationship with the target, serving to identify whether it was achieved or not. Many errors occur when determining indicators do not signal whether the goal has been reached or not, it does not maintain intimacy with the nature of the previously set target. In our earlier example most likely the number of training hours per server trained does not represent a reliable indicator of whether the respective boss is or not developing their teamwork. The percentage of satisfaction found in an organizational climate survey for example, may be the most appropriate indicator related to the set target. If the indicator is not relevant will not serve for evaluation (Santos *et al.*, 2012).

A goal shall be drawn up by reference to the total set of attributes and skills expected of a post. Each goal should express only one desired result and must be written in order to demonstrate how it should be achieved. It is necessary to establish verifiable criteria (which does not necessarily mean that only quantitative ones) and to validate the occurrence of performance.

Each goal should be prepared considering the entire duration of the evaluation cycle (12 months). The

difficulty in monitoring performance is because the targets usually only tend to be analyzed at the end of the cycle, they are constructed so that only the end of the administration can be analyzed. It is recommended here that to facilitate systematic monitoring during cycle execution, short and mid-term targets are set.

Goals that are validated every quarter or semester for example are widely recommended to facilitate that the boss can check over the cycle whether, they are being met or not in order to avoid unpleasant surprises which are diagnosed only at the end of the cycle. If the monitoring happens around the short and mid-term goals and if it considers the need to review the targets during the cycle, a new pact is expected to be made and new consensus between leadership and subordinate needs to be established.

The goal must be the size, complexity and exact scope of what is expected in terms of performance from the server, not short or beyond that. The formative monitoring during the cycle is so crucial and needs to be better planned by the supervisor and subordinate.

Schematically, the application of the logical framework in the implementation of the evaluation cycle may be represented as shown in Table 2. In this context, we use the illustrative example of a college professor for understanding how to reflect on the application of each expected landmark step if we were to undertake a performance assessment cycle for the said position.

In this illustrative example, it can be noted that there is a relationship of complementarity and interdependence

between the established goals ahead and the expected performance objectives. Range of means of verification of the goals should be listed.

Identified assumptions can facilitate the performance should, they arise or can make it difficult if not. What is evident is that, based on the nature of the occupational position of each server performance must be planned in light of expected results by knowing all the alternatives and strategies to reach the competent performance.

Performance is not just the product of individual effort. Contextual factors, mainly those related to the constant action of providing leadership support are essential to the full success of the evaluation cycle. In the case of public administration such statement is also true, since meeting the demands of users-citizens is transverse to the need to maximize performances in individual levels for labor and institutional team.

The current Brazilian Federal Government is going through a phase in which it is oriented to the efficient delivery of public services to society in municipal, state and federal plans. There is a search for a new legitimacy, focusing on the maintenance of contractual status and hierarchical principle in control of public funds, aimed at meeting the collective needs of society with a more visible demand for accountability.

Performance management is a tool that aids in the diagnosis of how the service provided by public officials has been offered to society. Some innovative factors can be verified to have been employed under the new government. We highlight the growing diversity of expectations of users-citizens, the maturity of stratified layers of civil society which has now become more demanding as well as greater accountability on the part of public officials, in addition to the growing diversity of service providers.

Despite this greater focus on performance management, some aspects remain that need further attention as is the cases of high complexity sectors. Therefore, the adoption of more comprehensive methodologies in performance evaluation such as the multidisciplinary analysis of the research situation, becomes highly recommendable.

Note that some management practices and procedures are being continuously implemented in the public sector. For example, management programs of skills development, quality management programs occur in the public sector with the implementation of the PDCA cycle 'Plan' (planning), 'Do' (execution), 'Check' (checking) and 'Act' (sharing) as well as specific actions aimed at planning, monitoring and evaluation of programs and social projects.

This has been under development and so has been a culture of accountability and self-control, promoting

there by, a continuous reflection on the state's role as a public policy planner and implementer. All of this makes the professionalization in the provision of services be continuously demanded in the context of modern Brazilian public administration of a more technical and managerial nature.

CONCLUSION

The aim of this study was to discuss in light of the logical framework tool and the federal Brazilian Decree 7133/2010, a performance management implementation model at research in the locus of public administration. It is believed that this goal was partially achieved as the theoretical basis of the logical framework as a performance management tool in public administration were presented. However, this hypothesized theoretical model has not been empirically tested (as yet) which can hinder the spread of information to public agencies of different nature and scope of action.

The current perspective on Brazilian public management considers the need to develop strategic action plans to establish the basis for improving organizational efficiency and resolution of demands and needs.

Performance evaluation is a legal demand in Brazil for most federal public institutions. Regardless of whether individuals believe in the effectiveness of the evaluation or not, it is a legal requirement, therefore, it needs to be implemented.

This is a major change in mentality and the biggest challenge for the institutions to change mind and attitudes toward this important management tool. The challenge of the manager who acts in public administration consists mainly of sensitizing subordinates and stakeholders to the importance and credibility of the management and to conduct a technically valid evaluation.

Therefore, it is necessary that management of public institutions be trained on the application of methodologies of performance management and, above all that it is necessary that, they be made aware of the benefits that, this type of practice can bring to the institutions. It is noteworthy that as a methodology, the application of the logical framework tends to facilitate the planning of performance, creating strategies for the implementation cycle analysis during the implementation itself, not just after it ends.

The application of the logical framework considering the reality of each institution tends to facilitate the management activity, since it determines expected results if defining necessary procedures to achieve them. In addition to identifying the critical job responsibilities, skills and behaviors that, the organization expects of each

of the individuals, a crucial element is to establish appropriate indicators and targets for the period in which the individual will be assessed.

RECOMMENDATIONS

As this research is of methodological nature, it proposes that for future studies, the logical framework be effectively implemented as a tool in organs and entities of the Brazilian federal public administration. It is recommended that, the Brazilian managers responsible for the implementation of performance management if possible in partnership with the Commission of Management Performance (CMP), problematize the application of the logical framework in their reality, already trying to encourage, together with the heads of the working groups, planning of the milestones and individual goals from the established global targets.

The step-by-step related to the routinization of duties, responsibilities and powers needs to be mapped so that performance objectives, targets and benchmarks associated with each other and convergence goals then be defined.

Another recommendation is that assumptions that facilitate or hinder the implementation of the evaluation cycle be identified. In the case of public administration, constant factors in the organizational context can be key elements to the implementation of the evaluation cycle, emphasizing the issue of quantitative personnel, the commitment to the role and the question of gratified or commissioned positions.

Many of the proposed solutions do not provide organizations with details on how to progress. There is a lack of Brazilian literature about the interpretation, reporting and statistical validity of goals and indicators of performance and about how to ensure that, the leadership and the culture support performance management. The logical framework can contribute in this sense.

Finally, one cannot fail to mention that, the role of the head of the research team is essential to the success of the entire cycle. The use of the logical framework as the tool will only facilitate a process where the proactive and positive mindset of each server tends to have a much deeper impact than, the actual technique itself. All stake holders and customers need to be involved in the efficiency of the Brazilian public government.

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