Construction of a single bank of finalistic deliveries for electoral justice

Construção de banco único de entregas finalísticas para a justiça eleitoral

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ABSTRACT

Understanding the activities carried out by human resources in the public sector and defining the results to be achieved through these activities is relevant for better management of the workforce. The purpose of this article is to build a base of activities for electoral justice. A cross-sectional qualitative research was carried out, in which the TSE was considered as the main body for obtaining data. A total of 2,212 deliveries were obtained grouped into 57 service categories. The need for further analysis to improve the description of the deliveries was verified, and further analysis of the identified activities is proposed. Finally, the construction of an overview of activities of the electoral justice system is given, a common base for the elaboration of management policy and measurement of results. As methodological contributions, it is possible to point out the development of a method to identify deliveries in public organizations.

Keywords: Productivity; Workforce; Electoral Justice; Public Sector.

RESUMO

A compreensão das atividades desenvolvidas pelos recursos humanos no poder público e a definição dos resultados a serem alcançados por meio dessas atividades são relevantes para uma melhor gestão da força de trabalho. O objetivo deste artigo é a construção de uma base de atividades para a justiça eleitoral. Foi realizada uma pesquisa de abordagem qualitativa, com recorte transversal, em que o TSE foi considerado como órgão principal para a obtenção dos dados. Obtiveram-se 2.212 entregas agrupadas em 57 categorias de serviço. Verificou-se a necessidade de mais análises para a melhoria das descrições das entregas e propõe-se a continuação da análise das atividades identificadas. Por fim, verifica-se a construção de um panorama das atividades da justiça eleitoral, base comum para uma elaboração de política de gestão e uma avaliação de resultados. Como contribuições metodológicas, é possível apontar o desenvolvimento de um método de identificação de entregas nas organizações públicas.

Palavras-chave: Produtividade, força de trabalho, justiça eleitoral, setor público.

1. Introduction

In measuring the governance and management capacity of federal public organizations, 64% of the organizations present a low capacity in managing their main asset — people, and it can be considered that public authority is still at an early stage in people governance (Tribunal de Contas da União, 2018). In addition, it is pointed out that there is a low monitoring by senior management with regard to the establishment and dissemination of objectives, indicators and goals for public servnts, considered essential for the correction of errors and the improvement of management mechanisms (Tribunal de Contas da União, 2018).

The scenario of containment of government spending and the new political and fiscal trends requires public managers to develop and perfect management methods and technologies that can deliver quality services to citizens (Serrano, Mendes & Abila, 2018), wherein it is essential to understand the workflows achieved by the units and the results generated by the agencies. Thus, the sectors of people management must seek strategic actions to achieve the specific objectives of the state machine, organizational efficiency and the effective performance of public servants (Serrano, Mendes & Abila, 2018).

In that sense, it can be stated that for a better use of public resources it is necessary to manage the workforce with greater control of its results. Considering that the productivity of public servants contemplates different aspects and there is an apparent variability of ways and objects of measurement of the work performed in the context of the public service (Serrano, Franco, Cunha, Iwama & Guarnieri, 2018), the understanding of the activities developed by public servants and the definition of the results to be achieved by means of those activities is relevant for a better workforce management in public authority.

In line with the work of the Federal Court of Accounts (TCU), which aims to stimulate the adoption of good governance and management practices, so that agencies and entities can improve their ability to deliver results, the objective of this article is to present the construction of a single base of finalistic activities performed by the electoral justice bodies, composed of the Superior Electoral Court (TSE) and the 27 Regional Electoral Courts (TREs), in order to better understand the work carried out by the workforce and, consequently, improve the management processes within the bodies.

Besides this introduction, the work is composed of four sections. The theoretical framework, focused on workforce dimensioning, aims to offer a panorama of the theme in question. Next, the research methodology characterizes the organizations surveyed and the data collection procedures used in order to meet the research objective. Subsequently, the results obtained through the description of the analysis are presented and, lastly, the final considerations report the conclu-

sions that it was possible to draw regarding the dimensioning of the workforce in the object of the research.

2. Theoretical framework

2.1 Considerations on the model available in the Superior Electoral Court (TSE)

The continuous changes in the world scenario and the new trends that are presented for the labor market and, consequently, for the federal public administration, impose on the manager the challenge of constantly thinking and reinventing practices and technologies in order to guarantee the quality of the service provided to the citizen. The challenge for the TSE is to provide the necessary conditions to guarantee the perfect functioning of the public machine and to provide the conditions so that the result of this performance is within reach of the entire population. To achieve that goal, the agency is reinventing and reviewing its work processes so that new technologies and innovations can be introduced.

Taking into account the precepts of organizational management, it is observed that the need for improvement in public service points to the primacy of people in the quest for excellence, for the production of goods and services, and for the institutional transformation itself. Considering the nature of the work at TSE, which seeks to produce policies that manage the labor capacity employed to generate results, the goal is to develop, in a democratic manner, mechanisms of accountability and mobilization that provide greater adherence to the priority policies of the Public Administration.

After carrying out a diagnosis, undertaken by different actors of the TSE and the TREs, it was concluded that the management of work processes still has great centrality, fragmentation and hierarchization, a fact that contributes to the low accountability of servers in relation to the results achieved. In particular, the institutional culture combined with the high complexity of the work processes, the political-administrative turnover and the distancing from the final object (users/territory) impose difficulties for civil servants to take the lead and build meaning for the work.

In a political-institutional conjuncture in which efforts are concentrated for the integration of the strategic agenda of the judiciary and the articulation between its programs and management policies, the need to plan and size the workforce becomes fundamental in order to favor the organization of work processes, the achievement of goals and the satisfaction of workers (Serrano et al., 2018). The issue of rational allocation of human resources, since the early days of administration, has been a concern of organizations. This occurs for a number of reasons,

but mainly with regard to the costs associated with managing productive capacity, which can be tangible and intangible and sometimes of incalculable proportions.

If, on the one hand, the unavailability of human resources can generate dysfunctions — such as bottlenecks, queues, and delays in service — on the other hand, overcapacity will lead to a waste of manpower and consequent losses to the judiciary, and more specifically to electoral justice. However, sizing the workforce is not as simple as it seems, considering that problems of rationality make it impossible to find a perfectly coherent sizing. In addition to the complexity inherent to the nature of the work, there are different reasons that make sizing difficult, such as problems of information, of allocation, and of contextual variables.

Several information problems may be related to understanding and predicting the demand for public services (Ernst, 2004; Jacobson, 2010). As to allocation problems, those may be related to the optimal number of people at a given time and the management of the workforce when necessary (workforce mobility). Finally, the contextual problems are related to a multitude of variables that condition the work, given that changes in the climate, the economy, the law, supply, and in society itself may be more constant than they seem and directly affect the demand for public services and consequently will affect the sizing equation. Thus, it can be concluded that workforce sizing deals with a satisfactory, but not perfectly rational solution.

On the other hand, this does not mean that sizing is merely a guess, in fact, far from it. As early as the beginning of the last century, approximately 1917, methods for rationalizing the workforce were already being explored. Taylor, for example, used the scientific method based on empirical observation to identify the ideal type of human resource and the quantity needed to perform certain tasks over a given period of time (Taylor et al., 2005). Ford also sought, from rationalization, to perform the greatest number of tasks using the least human effort possible. Since then, many changes can be observed, among them the complexity and dynamics of the work environment stand out. While complexity is related to the volume of variables that influence the work, dynamics is related to the number of times that the organization is being influenced by change in each of these variables in a short period of time. In addition, with the knowledge revolution and the volume of information available (*big data*), there is a shift from the manual workforce to the cognitive workforce, which increases the difficulty of sizing. In this context, the traditional methods used in the industry of the last century are no longer sufficient to deal with the complexity and current dynamics of work today.

Thus, new sizing techniques and methodologies have been emerging, seeking to reconcile the nature of the work demand and the organizational reality, in order to guarantee acceptable levels of precision. It is important to note that the

closer the results are to reality, the more precise the sizing methodology will be. However, misguided planning and sizing can cause great losses to organizations, especially those in the public sector. In this case, the use of inaccurate methodologies can cause losses that go far beyond the financial issue. An incorrect sizing of doctors and/or nurses in a public hospital, for example, can lead people to death (Van Oostveen, Ubbink, Mens, Pompe, & Vermeulen, 2015). Sensitive public policies, such as those involving themes of security, defense and social development policies, can suffer serious damage by inaccurate and/or poorly elaborated sizing.

Currently, it is possible to identify in the literature and in market practice several methodologies for workforce sizing. According to Oliveira et al. (2007), the quantity and diversity of existing methodologies are too numerous to mention in their entirety. The statement can be observed in the public sector, in which the workforce sizing and planning performed vary among methods, tools, practices, and procedures. Moreover, they may vary between centralized, decentralized or hybrid, occasional or institutionalized, dynamic or static forms (Mendes, 2020). However, none of these models is perfectly rational and some can offer great risks when elaborated and applied incorrectly, especially in the context of the Public Administration.

2.2 Sizing as a Workforce Planning Process

As a mechanism for improving efficient management, workforce sizing models are required, which is a segment of workforce planning that, in turn, makes up the organizational management area. Thus, sizing is part of a workforce planning process, something broader (Vianna, Pierantoni, France, Magnago, Rodrigues & Morici, 2013). Workforce planning seeks to unite the need of a unit in the organizational structure for personnel with the available knowledge and skills in the staff. More than defining the size of the workforce, workforce planning involves the assessment of skills. It is a process of adjustment between what the organization intends to deliver and the need for human capital, which helps the organization face contingencies in order to obtain a more efficient performance (Choudhury, 2007).

From the perspective of facing contingencies and in exploring a more efficient performance, organizations develop adjustment mechanisms, in which they develop a systematic evaluation of the content and composition of the workforce to determine what actions the organization needs to take to meet future demands for the achievement of organizational goals and objectives. In addition, it must ensure that its teams are in the right place and have the right skills for their work (Jacobson, 2010). Finally, this assessment is crucial for providing sufficient levels of

services to fulfill the missions the public expects from the government (Goodman, French & Battaglio, 2015).

With regard to electoral justice, job analysis has been considered as the process of collecting, analyzing and structuring information about the components of a job and its characteristics together with the job requirements themselves (Eveborn, 2004). The reasons for job analysis lie in the need to know the tasks to be performed, being concerned with describing the activities to be performed. This activity is important for identifying responsibilities and defining a workforce management system (Morgeson et al., 2000).

3. Methodology

3.1 Characterization of the Organization

The Brazilian Electoral Justice is a specialized branch of the Judiciary, acting in three spheres: jurisdictional, in which the competence to judge electoral issues stands out; administrative, in which it is responsible for organizing and conducting elections, referendums and plebiscites; and regulatory, in which it elaborates norms referring to the electoral process (Justiça Eleitoral, 2020). The bodies that compose the Electoral Justice are the Superior Electoral Court (TSE), the Regional Electoral Courts (TREs), the Electoral Judges and the Electoral Boards (Art. 118, Federal Constitution of 1988), whose compositions and competencies are established in the Federal Constitution and the Electoral Code. The TSE, the highest body of the Electoral Justice, works together with the TREs, which are present in the capital of each state and in the Federal District and are directly responsible for the administration of the electoral process in the states and municipalities (O TSE, 2020).

Of the total 35,747 people that make up the electoral justice workforce, 2,036 belong to the TSE, while 33,711 make up the structures of the twenty-seven TREs and their respective electoral zones (Justiça em Números, CNJ, 2019). Of this total number, 2,836 people are magistrates, 21,674 are servers and 11,237 assistants, totaling 35,747 individuals (Justiça em Números, CNJ, 2019).

Regarding the activities performed by the bodies and their respective structures, considering attributions shared by all the bodies of the Electoral Justice, which vary depending on the hierarchy level of each body, the TSE defines its organizational structure, the assignment of positions, and the competencies of the units, while the TREs are responsible for detailing the respective organizational structures, and must keep symmetry of competence with that of the Superior Electoral Court (Resolução TSE n.º 22.138/2005). Therefore, it is possible to identify that each body has its own structure, according to the organizational reality.

3.2 Data Collection Process

For the identification of the activities of the electoral justice delivery bank, the main objective of this article, a data collection process was developed and applied that enables the identification of deliveries performed by an organizational unit and their due replication to units that share the same attributions. In this sense, a qualitative research was carried out, with a cross-sectional cut in three phases. Initially, the TSE was considered as the main body in the sample of organizations. For data collection, the TSE's organizational structure was divided into 42 units at the Coordination, Advisory and Office levels, which were then divided into five on-site collection cycles, lasting an average of 3 months, to obtain the results. The data collection process at TSE contemplated the steps as shown in Figure 1.
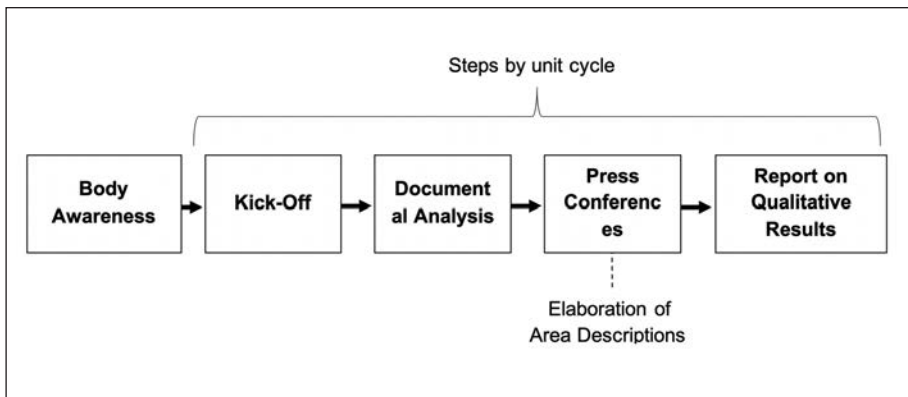

FIGURE 1. Steps of the research process
Source: Prepared by authors (2020).

As illustrated, the first step referred to raising the awareness of the entire body with the participation of senior management, through face-to-face events and dissemination materials in order to obtain the sponsorship of the units in the survey of the activities performed in the body. Then, in each of the 42 organizational units, kick-offs were held — political-institutional meetings to open each data collection cycle, at which point the areas were asked to fill out a mental model — a semi-structured questionnaire to gather information relevant to the description of the unit, assisting in the preliminary definition of the results generated that will be discussed and complemented in the next step.

To this end, the mental model was structured around two fundamental parameters: the structuring of the unit and the results generated in the unit. Thus,

in order to preliminarily understand the structure and activities of each unit, analyzes were made of the documents obtained in the mental model, such as organigrams, management reports, internal regulations, and process mapping, the results of which helped conduct the focus groups.

Focus groups were held with the presence of managers and servers supporting the units, and aimed at the correct identification the deliveries performed, so that the number of meetings per area varied according to the volume of activities. Thus, using a pre-categorical analysis for the activities, a description of each area was put together at the lowest level of grouping of the organizational structure - in the case of TSE, by sections and advisory offices. This document aims to consolidate all the relevant information about the area that supports the analysis of the productive capacity of the units and relies on a focus group script (Figure 2) that aims to direct the conversation with the area manager to identify how the results are recorded and complement the survey of the information collected based on the mental model.

Thus, based on the information collected, each area description has the following contents: a) activity: set of tasks, performed within a unit, necessary for servers to deliver a specific and definable part of a product or service; b) workflow: sequence of tasks conducted for the realization of each activity performed by a given organizational unit; c) delivery: quantifiable representative of the activity performed; and d) source: delivery performance indicator, which helps account for the unit's results.

All the descriptions prepared went through a validation process according to the organizational structure. In this manner, the descriptions of the sections were validated by their respective coordinators and, later, by their secretaries, in order to obtain the triangulation of the results obtained between the employees and managers of the units. In the case of advisory offices, the descriptions were vali-

FOCUS GROUP SCRIPT
1) What is the purpose of the unit?
2) What are the activities performed by the unit?
3) What are the results generated by the area?
4) Can the results of the area be collected through deliveries generated by the processes?
5) Are the quantities of these deliveries measured? If yes, where is this data available?

FIGURE 2. Focus group script

Fonte: Elaborado pelos autores (2020).

dated by the chief advisors. For the purposes of registration and formalization, the descriptions were consolidated in reports of qualitative results and the descriptions of the TSE areas were adjusted with generic terms for replication within the TREs.

Once the descriptions of the areas were elaborated according to research carried out in the TSE's organizational units, the research process was applied to the TREs - the second phase of data collection. It should be noted that TSE Resolution No. 22,138/2005 establishes that the organizational structures of the Regional Electoral Courts must keep symmetry of competences with those of the Superior Electoral Court. Thus, the TREs participated in a training session with the goal of getting to know the research process and accompanying the collective interview sessions for the composition of the descriptions of the TSE's areas. In this context, participants had, therefore, the opportunity to participate in the research process underway at the TSE, which would guarantee a greater chance of learning the necessary skills for data collection.

After receiving the generalized descriptions, each TRE, supported via the distance education platform, conducted the same data collection process carried out at the TSE, in order to prepare the descriptions of their areas by replicating the reference material made available and suggesting adaptations according to their reality and organizational structure.

The third phase of data collection referred to the identification of the activities performed by the electoral zones, structures that do not have symmetry with any TSE unit. From the analysis of the mental models put together by representatives of the registries, whose objective was to preliminarily identify the activities performed, collective sessions of face-to-face focus groups were held with the participation of a representative of a registry from each Brazilian state for the consolidation of the activities and the elaboration of the description of the area of registries. Due to the volume of information, the process was continued at a distance through virtual meetings until a single description of the notary activities was elaborated, which were organized in thematic categories to facilitate the understanding of the activities.

4. Analysis of the Results

This chapter presents the results obtained from the data collection process carried out for the construction of the delivery bank for electoral justice.

In the first phase of data collection that took place at the TSE, 158 mental models were analyzed and 285 face-to-face meetings were held with the units' servers to obtain 156 descriptions of TSE areas, 2,032 deliveries were obtained and 57 qualitative reports were prepared. From this result, 107 area descriptions were

made available as a reference for the TREs to replicate the methodology, of which 1699 area descriptions were obtained. Finally, with regard to electoral registries — the third phase of data collection — 80 notary activities were identified, obtained by holding 2 days of face-to-face meetings, 6 videoconferences and the analysis of 12 mental models received.

As far as the TREs are concerned, the activities identified demanded an extensive post-categorical content analysis, since, after receiving the descriptions of the TREs' areas, it was found necessary to match them with the material made available as a reference. In this way, an analysis process of the material received from the TREs was carried out, in which different situations were found, as shown in Figure 3.

CAPTION		WHAT DOES IT MEAN?	FORWARDING
1.	Original TSE structure and coding	TRE used the activity/delivery in its description, without changing its original format.	It corresponds to the activity/delivery from the reference delivery bank.
2.	Changes or adaptations of the name of the activity/delivery	TRE used the original activity/delivery in its description, but made changes to the titles.	
3.	Activities split within the same area description	TRE made a different activity/delivery split than the one proposed in the reference activity/delivery bank.	It has no correspondence with activity/delivery from the reference delivery bank, requiring a content analysis.
4.	New activities listed by the TREs	TRE pointed out in its description a new activity/delivery, that is not contained in the reference bank.	
5.	Activities split between descriptions of different areas	An original activity/delivery raised in the TSE in a single area, is done in the TRE in different areas, thus generating the breakdown of a single activity into others.	
6.	New activities – creation by joining activities	Several activities/original deliveries raised in the TSE are made in the TRE as a single activity that generates a single delivery, with the need to join them.	

FIGURE 3. Situations identified in the descriptions of areas of the TREs

Source: Prepared by authors (2020).

The activities described at the end of the research process described in the previous section and that had correspondence at the TSE (situations 1 and 2) went through a post categorical analysis and were then grouped into service categories, defined according to the name of the coordination and advisory offices of the Superior Electoral Court (TSE), for initiating the construction of the single bank for delivery of the Electoral Justice. The service categories are used to classify deliveries from the same unit into their own category, based on the similarity of the theme. Thus, it is possible for units to have one or multiple service categories. However, it is relevant to mention that the service categories are not linked to the structure of the TSE, so that the organization carried out can encompass different existing structures in the Electoral Justice as well as restructurings that may occur in the bodies.

Besides the categories related to the TSE's units, a category called "Transversals" was created, contemplating deliveries that are made, in general, by all the body's units and another category called "Notary Offices", grouping the notary activities not carried out by the TSE. Thus, for the organization of the database, a thematic categorization was carried out in which the 2,112 electoral justice activities considered so far were grouped into service categories (Figure 4).

Besides the deliveries that correspond to the TSE (situations 1 and 2), the Regional Electoral Courts identified activities that were not covered by the descriptions contained in the reference materials, in addition to others that, due to differences between the organization charts of the bodies, it was not possible to adjust to organizational realities based on the TSE reference deliveries (situations 3 to 6).

As for the activities that demanded a content analysis, those identified in situation 4 — new activities listed by the TREs — were subjected to analysis by TSE servers in order to identify if, in fact, such activities were not included in the reference delivery bank. As a result, it was observed that, in general, there was disagreement on how to describe the activities, since they are also performed by the Regional Electoral Court.

In all, 8,167 activities were not included in the first version of the delivery bank produced (Figure 5), verifying the need for a new step in the research for improvement of the descriptions of the deliveries already identified in order to better represent the activities performed by the entire electoral justice.

REFERENCE	SERVICE CATEGORIES	
Department of Personnel Management	Health Care Assistance	Education and Development
	Personnel	Technical and Legal
Department of Justice	Judgements and Resolutions	Processing
	Party Registration, Filing and Distribution	
Department of Administration	Administrative Management Support	Application of Contractual Penalties
	Bidding	Acquisitions
	Engineering and Architecture	Budget and Financial Execution
	Material and Assets	General Services
Department of Information Technology	Planning and Management	IT Management
	Electoral Systems	Corporate Solutions
	IT Infrastructure	Electoral Technology
Registry of the Court	Office of the Electoral Management	Office of the Director-General
	Strategic and Socio-environmental Management	Legal Advisory
Internal Control Secretariat	Management Monitoring and Guidance	
	Audit	
Department for Planning, Budget, Finance and Accounting	Finance and Accounting	Budget for Mandatory Expenses and Costs
	Planning and Budgeting	
Department of Security and Transportation	Institutional Security	
	Transportation and Organic Security	
Department of Information Management	Cultural Center for Electoral Justice	Library, Legislation and Museum
	Publishing	Document Management
	Jurisprudence	
Presidency	Presidency	Legal Services
	Electoral Judicial Education	Examination of Electoral and Party Accounts
General Electoral Inspectorate	Judicial Affairs	Register Inspection
	Supervision and Guidance	
Presidential Secretariat	Parliamentary Articulation	International Affairs
	Ceremonial	Organizational Communication
	Identification Management	Advisory and support to the Presidency
	Advisory to Plenary	Advisory and Support to Substitute Ministers
	Ombudsman's office	Electronic Judicial Process
Secretariats Offices	Offices	
–	Transversals	
–	Registry Offices	

FIGURA 4. Service categories

Source: Prepared by authors (2020).

REFERÊNCIA	QUANTIDADE DE ENTREGAS SEM CORRESPONDÊNCIA
Department of Personnel Management	1.599
Department of Justice	685
Department of Administration	1.887
Department of Information Technology	1.173
Internal Control Secretariat	320
Department for Planning, Budget, Finance and Accounting	219
Department of Security and Transportation	66
Department of Information Management	276
General Electoral Inspectorate	649
Presidential Secretariat	
Registry of the Court	1.293
Presidency	
Total	**8.167**

FIGURA 5. UNMATCHED DELIVERIES AT THE TSE

Source: Prepared by authors (2020).

5. Final Considerations

The objective of this article is to present the construction of a single base of finalistic activities for electoral justice, considering the context of the Superior Electoral Court (TSE) and the 27 Regional Electoral Courts (TREs) and their registry offices. Bearing in mind that, for a better use of public resources it is necessary to manage the workforce, with greater control of its results and productivity, we sought to identify the activities developed by human resources in electoral justice for the production of an input to assist in improving the management of the workforce.

To obtain objective and measurable data for the sizing of the workforce, the construction of a delivery bank that contemplates the activities carried out by the various units of a body is the initial step for the effective management of the workforce. In this way, the delivery bank is composed of the description of all activities and deliveries performed and has the following describing elements: service category, activity, workflow, delivery and source. These last two elements of the area description — delivery and source — are relevant information to enable the objective measurement of the production of each unit.

In this sense, maximum effort was made to replicate the activities performed by the main sample (TSE) in the TREs in order to build a single bank of the electoral

justice's finalistic deliveries, verifying the alignment among the body's deliveries, as established normatively. However, even though the attributions of the units are similar, it was found that different aspects interfere in the way the activities are carried out, such as the organizational structures, the size of the bodies and even the leadership and management style of each unit. In this way, it was possible to initiate the construction of a single bank of electoral justice deliveries, however it was soon noted that there was a need to carry out further steps of analysis of the data obtained so as to improve the descriptions of the activities identified, in order to better represent the attributions of the units of the electoral justice bodies.

From a management point of view, the construction of an overview of the activities of the electoral justice was verified, a common base for the elaboration of management policy and measurement of results. Thus, the identification of the activities performed by the electoral justice workforce is the key to the adoption of effective management mechanisms in the public sector. As methodological contributions, it is possible to point out the development of a method for identifying deliveries in public organizations, both in finalistic and middle areas.

Finally, in line with the quest for improved governance of people management, it is proposed as research agenda the continuation of the analysis of the activities identified by the electoral justice bodies, in addition to categorization of the results in finalistic and support deliveries through content analysis for the survey of possible automations of work processes.

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