The Cultural Values of Public managers of Bahia: a comparative analysis between Bahia and Developed and Developing Countries
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Abstract
This article evaluates the perception of the public managers of the State of Bahia with regard to the cultural values and it compares these perceptions with managers of Canada, France, Morocco, Mexico, Chile, Guinea and Cameroon. It is assumed that the cultural values influence the behavior of individuals and the way they perceive their roles. It is important to determine how they perform their activities (Schein, 2004; Thévenet, 1993; Hofstede, 2003). It is also assumed that the comprehension of culture is made easier by the process of comparison (Proulx, 2003; Dupuis & Davel, 2005, Dupuis, 2008). The methodology used is constituted by the use of a closed questionnaire to the public managers of the State of Bahia. As to the compared analysis, this work uses the data published by Proulx (2008). The handling of the data was through descriptive statistics. The results indicate that the managers of Bahia give priority to the administrative rules and the relation between the public position and the world of politics. The results also indicate that in some aspects, the public administration of Bahia has evolved towards the profile described by the new managerial public administration. There exist similarities in some aspects between the managers of Bahia and the managers of countries such as Canada, France and developing countries.

Key words: organizational culture, managers, public administration.

INTRODUCTION
The public manager has gained since the 1990s fundamental importance within the processes of state reforms all over the world. The administrative reforms began to demand different manager profiles from those that had existed until then in public administrations. From process and resource controllers, the necessities arose for managers to create results endowing different abilities that included flexibility, autonomy, and accountability. Unlike the necessity to control the internal process, it was expected that the managers had more autonomy to take decisions, and as a counterpart should be obliged to give account of their decisions. (Bresser Perreira, 1998, 2008; Abrúcio, 2007). In Brazil as well as in other countries at that time, a scientific production was started that sought not only to identify the adequate profiles for the new functions proposed by the management reforms, but also describe the profiles that were thought suitable for this purpose (Mazouz 2008; Câmara, 2003; Bergue, 2008). Therefore, discussing aspects related to management and mainly the role of the managers and the way they should act in order to face the daily challenges, became an important task. Due to the importance that the public managers hold today and considering that their values and perceptions influence their practices, this paper proposes the following goals: a) identify the values shared by the public managers of the State of Bahia and b) identify how these managers position themselves as to their peers in other countries. To reach these goals this work starts with this introduction; then it discusses the profile of the public managers today and the concept of cultural values; next comes a description of the methodology, followed by the analysis of data and at last the final considerations.

The Public manager and the Organizational Culture: Values and Behaviors
The state has an array of activities that is a lot larger than the one of private companies. The scope of actions, methods of work and results are some of the differences between the activities of the private sector and the public sector, although many try to equate them looking for similarities and thus determine that the ways to administer public organizations and private organizations are similar. However, it does not seem true that these activities are not even similar, far from being alike. Bourgault

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(2006) emphasizes some aspects that make the activities of management in both sectors totally different. According to him:

“the actual conditions of the organizations” (complexity of the issues, financing, term limits, rate of unionization, rigidity, obligation of transparency, multiple controls, limited legal capacity, monopoly, etc) the environment (proximity of the politician, numerous conflicting pressures, public expectations, plurality of partners and actors) and the goals (goals of general interest, obligation to achieve at all costs the goals of the law) differ to such an extent that the kind of expected performance of each type of manager would vary and that the good decisions and behaviors of a manager of the private sector would be catastrophic within the public sector (Bourgault 2006 p.1)

If the activities of the public sector and of the private sector are not alike, different must also be the ways to manage these activities (Câmara, 2009). In this sense the public manager must be distinguished from his peer in the private sector. On the other hand, from the year 1995 on, especially in Brazil, the public manager gains evidence in the setting of public management insofar that the processes of reform began to require from the organizational actors performances that are distinct from those that they had performed within a bureaucratic and self-absorbed organization until that moment. In this sense the processes of reform encourage the forthcoming of new profiles of managers in the search of expected outcomes of the management reform. The administrative reform proposed in Brazil in 1995 through the Master Plan for the Reform of the State Apparatus (PDRAE) (Mare, 1995) presupposed that the public organizations should greatly alter the focus of the performance. From a function exclusively focused on the control of their activities, it was expected that these organizations would start valuing the administration for results (Mare, 1995; Mazouz, 2008; Proulx, 2008) in which the scope of the actions by the managers would be more important than the quality of the controls exercised on the operation of each activity, aware that with this new vision, more flexibility is given to the managers. But on the other hand, the manager is expected to show a counterpart in results as well as in accountability (Bresser Pereira, 2008). This change could be perceived in the vision of change proposed by Mazouz (2008) by designing the necessary changes within the new vision of public administration. For him the table of change would be the following one:

Insert Table 1 Here

When you analyze the view of this author you will soon perceive the importance that the manager gains within the process of the state reform. And nowadays this new profile is becoming more and more important for the management of public organizations. In this view, the concern about the services rendered to users, the evaluation of these services, the division of power, the risk taking for the decisions made, must start and be part of the everyday life of the new public managers. This is actually a cultural change in the way it was expected from the managers, new values and behaviors that are appropriate for these new challenges. So he states: Proulx (2003) emphasizes that “this facet of the modernization of public administrations continues as a consequence of a fundamental transformation of the public organizations to increase their effectiveness, efficiency and adaptability as well as their capacity to innovate. “ Above all this is a cultural transformation more than simply a structural one which adds to the importance of analyzing this dimension” (Proulx, 2003 p.40).

It is possible to think that the cultural change about which Proulx (2003) and Mazouz (2008) talk, turns out to be an important factor for the success of the larger change within the administrative function in the public sector and consequently for the success of the management reform itself. And in this sense, the PDRAE highlights among the proposed changes, the need for change in the dimension of management. The actions implemented from the management reform in the public sector had as goal the transformation of the manner how to administer the public organizations as is apparent from their goals. Among these goals, as a necessary element in the way it is prescribed in the PDRAE (1995), stands out the cultural change as an important dimension to be transformed. The PDRAE highlights:

The actual reform of the state apparatus happens in the dimension of management. It is there where the public administration becomes more effective and efficient. It is there where the necessary cultural changes occur. It is there where the management practices really happen. It is there where the indicators of performance define themselves, where personnel is trained and encouraged, where flexible strategies for the achieving of established goals are developed(Mare 199 5 p.54).
It is in this context of changes that the public managers gain importance. Their actions will depend on their new profile or as thought by Mare (1995): if the cultural change in the profile of the managers happened, the changes in public administration would be ensured to the extent that all the changes in the organizations depend on the action of the individuals (Marini 1996). In this sense, the question that arises is the following: what is the profile of modern managers? Which values are important so that they are able to fulfill their activities in search of a management for results, for example, Bourgault (2006) mentions a questionnaire to be given to any public manager comparing him/her with his/her peers in the private sector.” Did you apply well the law? To the best possible? In the interest of the user? Of the beneficiaries? Of the citizens? Of the State? With the best possible efficiency? (Bourgault 2006 p.2). These questions can be the beginning of a thought about the role of the public manager and about which values should guide his/her behavior.

The theme organizational culture gained evidence from the 1980ies on and despite several approaches that talk about this construct, it was included in the research agenda because according to evidence, culture can determine the reason for the behavior of individuals in the organizations. There are various factors that can justify this rise of the topic as indicates Aktouf (1990, p.44): a) the failure of the human relation model and the motivation; b) the failure of the “rational model” and the “scientific” behavior of the organizations, and c) eventually the desire to see emerge “champions” and “ambassadors” from all over the company arising in each one of them the pursuit for a self-ideal in the organization and across the organization, that is in its “quality”. The organizational culture has different approaches and forms of perception. Furthermore it carries various elements such as artifacts, values, symbols, myths, and language among other forms of how to conceive it. We could mention the dimensions of culture proposed by Schein (2004).

The work of Sainsaulieu (1977) for example allows to include as cultural elements values, ideologies, myths and rules. It is also possible to perceive in this work how the processes of cultural learning and the role that the attempt to construct organizational myths has to modify the forms of domination in the job occur. Other authors include the symbols and cultural meanings into the concept of culture or at least understand that these elements are important in the comprehension of culture like it is the case for Dupuis (1994) who states that any comprehension of culture must necessarily be weighed based on the practices of the actors, the meaning that these practices engender and the context in which they occur.

Anyway it is understood that culture, mainly as to values, would have the capacity to orient the behavior of individuals. These would be the elements of reference (Thévenet, 1993) that would permit the individuals to make one decision and not the other one (Hofstede, 2003). For McSeeney (2002) Hofstede understands the values as a broad tendency to prefer certain statements of business and not others and that these elements are the center of culture. Values, according to Thévenet (1993), would have the primary role to interpret what happens and present a set of reactions or elements to build them. Anyway the values would be responsible for the definition of behavior. Individuals behave according to their beliefs. Their choices are affected by these values or references.

In this work another approach done on culture derives from the notion that cultural values are more precisely made prominent when the individuals are confronted with other cultures. According to this approach, culture would be revealed more adequately when cultures are placed in relation with other cultures, Thus it would be difficult for an individual belonging to any culture reveal precisely his/her own cultural values.

Therefore, more revealing would be the moment when these individuals relate to other peoples and the differences come forth showing what each one values. Lamelet (2003) describes in his work how the employees of an urban cleaning company tried to reveal themselves as members of a specific community when confronted with the members of the board and other members belonging to the organization. According to this author it is this confrontation that permits to reveal the cultural differences between those employees and the others while reinforcing the values of each one. In the same line of thought, we have the works of Dupuis and Davel (2004), Dupuis (2008), Davel, Dupuis and Chanlat (2008) and Proulx (2003, 2008) that study culture based on the relationship that they establish among several different cultures. This discussion makes quite a sense as far as the process of cultural learning is concerned, as described by Sainsaulieu (1977) that causes individuals to become involved in
such a way with their cultural values that their ability to reflect more critically on these cultural values is limited. In this sense, this work seeks to compare the findings about the public managers of Bahia with managers of other countries.

**METHODOLOGY**

This work is classified as exploratory in that it seeks to know more deeply the perceptions of individuals belonging to a specific group. It is also a quantitative approach as the data which were obtained by means of the questionnaire, were handled using statistical methods. The closed questionnaire was obtained based on the questionnaire used by Proulx (2003, 2008) to identify the perceptions of public managers in several countries. From the original one in French, the questionnaire was translated into Portuguese by use of the method of reversed translation, in which various translators do the translation into Portuguese and then other individuals translate it back into French in the intent to check the permanence of the original meaning of the text. In this specific case, three people translated the text into Portuguese and then other people translated it back into French. The text was then submitted to the author in order to check the permanence of the meaning. After that, the questionnaire was sent by electronic mail to all the individuals who hold chief management jobs in the government of the State of Bahia and who are career people in Fiscal Auditing (AFs) and specialists in public policies and government management (EPPGGS). The questionnaire was made available through a link that each respondent could access and answer without the need for identification. It consisted of 45 closed statements where each person had the option to answer according to his/her rate of agreement. Each statement could be evaluated as follows: totally disagree with the statement, highly disagree with the statement, neutral as to the statement, highly agree with the statement, totally agree with the statement. The data were processed through statistical methods where the intent was to evaluate the rate of awareness by the managers with the statements that were presented. For this the software SPSS 18.5 was used. Another processing of the data was to analyze how much the identified profile of the managers of Bahia matches the profile of other managers in other countries such as Canada, France, Mexico, Morocco, Chile, Guinea and Cameroon. Here, after identifying the profile, the profile of the manager of Bahia was compared with the profile of other managers based on the data made available by Proulx (2003, 2008). The use of the questionnaire was authorized formally by its author. In this specific case, some comparisons will be made with the public management of Quebec since it is the object of the study by the author of this research as well as there has been access to data of this province that made the analysis possible.

**In search of the profile and the values that guide public managers.**

a) **Sample demographics**

The sample used has a total of 82 individuals. Among them 21 are female and 61 are male which equals 25.61 % of women and 74.39 % of men. 37 are specialists in public policies and government management and 45 are fiscal auditors. Furthermore, all the individuals have superior education; 57 have a specialization and 12 hold a master’s degree. None of them holds a doctorate and only 13 have only an under graduation. Of the total respondents, 48, approximately 58.54 %, work in the state capital city, Salvador, 10, or 12.20 %, work in the second largest city of Bahia, Feira de Santana, and the rest works in several other cities of the state making up a total of 21 individuals. As to their age, the majority are between 36 and 55 years of age; 13 being between 36 and 40, 15 between 41 and 45, 19 between 46 and 50 and 10 between 51 and 55 years old. What calls the attention in this sample is the male participation compared to the female participation. The public administration of Bahia seems to still reflect a problem of female participation in public and private functions. Usually women are still a minority in most of the positions in society. Unlike in other countries, such as Canada, and especially in the Quebec Province where female participation is significant, in Bahia male participation still predominates. In Quebec, 56 % of the civil servants are of the female sex, half of the secretaries of state are women and the number of women in parliament has been increasing significantly after the 70ies, after the *peaceful revolution* (Secrétariat du Conseil Trésor -SCT, 2007).
b) Data analyses

Below is the description of the table with the data obtained in the field research as well as the data concerning the research carried out by Proulx (2003, 2008) from the Ecole Nationale d’Administration Publique du Quebec (National School of Public Administration of Quebec). The analyses seek first to investigate the scores obtained from the public managers in Bahia. When necessary the analyses of the differences between samples of the AFs and EPPGGs are carried out followed by the analyses of these scores with those obtained in other nations. Table 1 describes the data.

Insert Table 2 Here

1- When the respective roles of the members of a work unit become complex, detailed prescriptions of functions bring a useful clarification.

When the first statement is put, the average answer for the entire group is 4.16 which represents a degree of high agreement, between highly agreeing and totally agreeing with the statement. This answer allows to understand the sense of control and limitation of the act ions of the members of the organization.

The new public manager is seen as somebody who stands out for his ability to delegate and innovate (Junquilho 2004, Proulx (2003, 2008), Mazouz 2008). It is known that to the extent that there exist numerous rules and details of functions, the capacity and possibility of innovation are also limited. While other nations have similar levels of answers, you can still continue stating that the new public management needs to advance towards autonomy for subordinates.

2. To establish effective relationships, it is often necessary to break the hierarchic line.

The delegation of public organizations was a much discussed theme within the process of reform. Based on the assumption that when hierarchical lines were reduced, it would allow to improve the performance of the organizations in that employees would have fewer superiors of whom they depended to fulfill their tasks and this would lead to a higher speed in the practice. However, the perception of the employees is that the upkeep of authority is a natural process and must be maintained. They do not believe that it is necessary to “break” the hierarchy so that the results are adequate. When analyzed in comparison with managers in other locations, the perception of the managers of Bahia is very similar to the one of their peers in other nations, being closer to the perception of the managers of Canada.

5- The public manager is first and foremost responsible for the respect of the administrative rules.

It is interesting to note how the public managers of this research see themselves as truly responsible for the compliance with formal rules. When you think of the concept of the management reform proposed by the PDRAE (Mare 1995) the result transcended the need for a strict compliance with the rules.

This does not mean deceive the rules or do illegal activities, but escape faster from the rigors that hamper the performance of activities in public management (Bresser Pereira, 1998; Junquilho, 2004; Mazouz, 2008). The result of 4.46, which means a high degree of agreement with the statement, indicates also the concern of managers about the rules as can be verified in the discussion by Bergue (2008). These results are strengthened when compared to those of their peers in other nations. Canadian and French managers reveal that they can envision different ways to perform their tasks. In the specific case of Quebec, the laws themselves encourage the autonomy in the pursuit of results coupled to a system of evaluation and control that values a lot more the outcome of results than the legal enforcing of the rules (SCT, 2002). In the case of Bahia, the results are very close to other nations that are less developed such as Mexico, Chile, Marrocos, Guinea Bissau and Cameroon.

6- The individual productivity of the public managers is generally inferior to the one of those who hold a chief position in the private sector.

Despite a relatively low level of agreement which leads to thought, there is a proximity of result once again with less developed nations. The result is superior to Canada, France, Mexico and Chile and a little lower than Marrocos, Guinea Bissau and Cameroon. This statement includes the perception that the private manager is able to achieve his/her results more efficiently than the public manager. Although they are different in the conception of services and goals as already described by Mintberg and Bourgault (2006), this does not mean that their results should be inferior. On the contrary, alternatives should be
sought so that the results in the public sector are higher because the impact of their activities is a lot greater than the one in the private sector. In the public sector the result of social well-being is sought. We come back to the questions proposed by Bourgault (2006) in the beginning of this text. Thus, even with the differences between one manager and the other, nothing impedes that the public managers achieve their results in an efficient and effective way.

7- It is convenient to avoid at any cost a structure of organization that could result in some subordinates having two direct superiors.

The data show that the public managers in Bahia value the verticalization of the management processes. Unlike their peers in Canada and France who already conceive the possibility of working with a more horizontalized management, the managers of Bahia seem to understand that subordination to one manager is important. The data also show that even when analyzing the figures of the EPPGG and auditor groups, the averages of the answers are very similar and furthermore present a p-value of $0.263 > \alpha = 5 \%$ showing that the two jobs have similar perceptions about this aspect. Proulx (2008) defends that the underlying issue to these answers is the hierarchical structure and the one that defines who should have the power over whom. According to him though, the questions that are related in some way to relations of power and authority are normally evaluated in a stronger way by the Latin-American countries or countries with a history of recent authoritarianism, which might be partly true for the case of Bahia.

9- A hierarchical structure is especially necessary for everyone to know who detains the authority over whom.

Again the index of agreement of the respondents to issues about hierarchy and power is relatively high. It is important to register that, despite the changes that society goes through; it still looks like remnants of very old models in which the social relationships establish themselves on the master-servant base. Anyway the distance for the more developed countries such as Canada and France is relatively short and the managers of Bahia end up close to the other less developed countries. When you compare the answers for the groups of EPPGGs and auditors you can perceive that $p$-value ($Sig) = 0.062 > 5 \%$ but $p$-value ($Sig$ 2-tailed) $= 0.01 < \alpha = 5 \%$ which indicates that the levels of agreement of these two groups have quite different averages, i.e. the answers are influenced by the position of the respondents. This statement 9 and prior statement 7 confront the perspective proposed by Mazouz (2008) and Lemay (2008) and Denis, Langley and Roudeau (2008) as far as the managers should start thinking in more collaborative ways of management as well as learn the process of delegating and sharing the process of decision making.

12- For the managers, interpersonal relationships within their work unit are a main concern.

Despite an intense movement of valorization of people in public organizations nowadays, and it can be said that this was quite strong at the beginning of the reform (Marini, 1996; Mare 1995), the perception that personal relations occupy an important part of the managers’ work does not seem very present, yet. Thévenet (1993) and Hofstede (2003) state that the rules represent the guide for the action, but if the managers do not strongly valorize personal relationships, it will be difficult to think of a steady valorization of people in public organizations.

In comparison with the other nations, the similarity of the managers of Bahia with those of countries that are still developing is frequent, even if coming close to France. The comparison between the groups of managers, divided in EPPGGs and auditors also reveals more important information. The $p$-value $Sig = 0.038 < \alpha = 5 \%$ reveals that there exist significant differences between the samples for positions. And indeed, the auditors have a greater level of agreement than the EPPGGs. In this case, the auditors have levels of agreement with the statement higher than the managers of France and very close to the managers of Canada. It is possible to infer that the auditors have passed, since the year 1995, through intensive processes of internal and external training in the area of human resources, which can have contributed to a more adequate view with the statement. Moreover, the evaluation of performance of these individuals contemplates the “personal relationships” which somehow forces them to be alert to this issue.
13- Public management has a dominant part of routines.

This statement preoccupies in a certain way. Abandon the bureaucratic model focused on internal routines to think of more autonomous, creative and flexible activities as far as the results could be evaluated as a management assumption (Bresser Pereira 1998, Junquihlo 2004). The data state that managers also perceive that the routines are an integral part of their daily activities. When you refer to the new public management, or the new profile or values of the new managers, creativity, autonomy and innovation are important aspects in their new scenario (Mazouz 2008). Furthermore when comparing these scores with those of other countries, it can be seen how the case of Bahia still reflects very conservative postures as to the activities performed by the managers. The result is practically twice the one of Canada and France inclusive Chile and Mexico. For this statement there is no significant difference for the positions of auditors and EPPGGs since the p-value = 0.501 > α = 5%.

14- It is essential to elaborate detailed plans for the subordinates to know what they have to do.

The level of agreement with the statement is greater than the area of “neutral as to the statement” despite being very close to it. This result starts to signal a certain possibility of “freedom” for the subordinates of these managers. If you think of creativity and autonomy it is important to think of autonomy and delegation for the collaborators. In this sense, the data can signal that the public managers of Bahia are heading towards a situation that is closer to the profile of a manager desired by the proposals of the management reform. Again, however, it can be observed that the group of auditors has a more restricted perception concerning this question. This means that they still tend to see the subordinates as individuals that cannot have degrees of greater autonomy yet. The average for the group of auditors is 3.78 and p-value (Sig) = 0.016 < α = 5 %, showing that between groups, the statement has levels of different agreements. Comparatively, those of Bahia have a better view than all the other countries here mentioned. Finally it is important to register how the managers come close to controlling behaviors. There still exist remnants of bureaucratic values permeating the managers’ perceptions (Junquihlo, 2004).

16- It is important that public managers have accurate answers to the majority of questions that their subordinates might come up with concerning their work.

It is noticeable that the necessity to have a very superior capacity than their subordinates still remains in the minds of managers. The latest management models recommended by the organizational development understand that work must be perceived by individuals as additional activities in which the gaps of some can and must be filled by the abilities of the others. The idea of the “boss” as god cannot subsist. And unfortunately the profile of the managers of Bahia still keeps a perception linked to the profiles that have been criticized since a long time. It is in this sense that Proulx (2008, p.86) states his critic “more the relation of formal authority is important, more we step away from the modern principles of management “. Here another question is raised by Denis, Langley and Rouleau (2008) when they discuss the need for the new leadership in the public sector to seek what these authors call “collaborative leadership “ in substitution of the former traditional model of bureaucracy. For this question, the problem once more influences the level of agreement. While auditors reinforce the hierarchical relationship, the EPPGGs continue to perceive that it is possible to minimize the controls upon the subordinates as well as understand that the superiors do no longer need to be semi-gods (Aktouf 1994) having answers and abilities to solve all the problems of their subordinates. The p-value of Sig = 0.01 < α = 5% confirms the differences between the groups. It is possible to verify that the scores of the managers of Bahia come close to the scores of Canada and France, staying far from the scores of the other countries.

20- It is essential to have people engage themselves in informal channels.

This issue is linked to previous ones and relates to the theme of formality and informality. The level of agreement is relatively low as far as the managers perceive that the informal channels are less important than the formal channels of management. Thus, insofar the previous answers value formalities, this statement 20 only reflects other situations of the same nature. There are no significant differences between the position of EPPGG and Auditor, since p-value = 0.09 > α = 5%. The answers of the
managers of Bahia are equivalent to practically all the answers given by the managers of all the other countries with a slight difference for those of Canada.

23- For an efficient public manager the production of quality services is at the heart of his/her concern.

For this statement the level of agreement has a high average, even superior to the countries such as Canada and France which surprisingly show the lowest averages of the countries here reported. Even with all the hierarchical rigor and the questions that arise as to management, the managers of Bahia realize that quality service is a key concern. There are no significant differences between the positions. This shows an opportunity for action. If values influence behaviors (Thévenet, 1993; Hofstede 2003) this aspect can be taken into consideration by the government to improve even more the services rendered to society.

26- The public manager must show innovation in his work.

The data report that managers perceive as necessary the capacity to innovate in organizations. It is no news that creativity is a key issue for the development of organizations and this can be seen in the process of communication by the Bahia government since the beginning of the reforms. Currently, the government is involved in forming a group of managers that are not only able to design new management technologies, but also spread them quickly in all the public organizations of the State. However, what is also evaluated in this statement, is what has been, in a certain way, evaluated in previous issues.

The manager should be the guide, mentor, but he cannot be mistaken for something immortal or somebody who has unlimited capacity and therefore it is necessary to return to the discourse by Denis, Langley and Rouleau (2008) who call for collective leadership and not try to “show individually an innovative capacity”.

30- Through their professional activity the public managers perform an important political role in society.

This question reflects an interesting aspect that seems to permeate many of the Brazilian public organizations, i.e. public managers consider themselves to be by nature political entities. The answers given by the managers represent the confirmation of this perception. According to them, there exists a political role that has to be performed by public managers and maybe it is because of this thought that the majority of governments, when they take over, substitute the former managers by new ones that are thought to be more suitable for the position; a technical position which often becomes a “political currency” during election time. 56.8 % of the people interviewed are in the positions for approximately four years or less, which coincides with the period in which the new government took over the commands of the State. It is regrettable that Public Administration is towed by political winds.

This discussion about politics and administration is not new, but it continues to be the subject of interesting debates (Câmara, 2009). Lemay (2008) understands that this political relationship, politician and manager, is healthy for society and that the discourse of separation between politics and administration would only be good for the technocrats who want to see bureaucracy survive in the process of reforms. For this author it is essential that politicians and managers be close.

In the same way Mazouz (2008) sees in the association between the politician and the manager a possibility to enhance the actions of the State as long as everybody knows and limits themselves to do what is of their competence. However, this does not seem to be the case for the Brazilian public administration at least in this case and in the many that are known in the country. Another good example is the case of the managers of Quebec (Canada). For them, politics is unavoidable within administration, but politicians are aware of the limits that are imposed on them. (Proulx & Bière 2005). They define projects, budgets, but public administration is free to choose how to do things the best way possible. Moreover, it is possible to think of something very interesting in the Quebec process. There you have the position of the public manager or administrator with a specific career, formal processes of hiring and promotion, with legal limits so that the politicians do not interfere in the process.
If managers consider themselves political entities, it also seems difficult to establish limits for the political action within public administration. In the case of the position analysis, significant differences are not perceived as to this issue. EPPGGS and Auditors perceive in the same way the alleged political role of their jobs. However, it is necessary to consider alternatives that minimize the de-structuring of public administration every time changes occur in the command of government. It is interesting to observe that in the case of managers there exist in their career plan limitations to occupy vacancies in higher positions. In this case, only career auditors can be managers. Notwithstanding, this does not impede that changes occur within the body of managers due to political changes. In the case of Quebec, there exist evaluation and selection processes done by institutions that are external to the organizations that need to fill some management position. From the process conducted by universities, the Secretaries of State must select the future manager among the list of candidates that were approved in the selection process. This is an important step that the Brazilian public administration could start implanting so to be more efficient and professional (Abruício 2007).

35- Most public managers seem to be more motivated in obtaining power than in achieving goals.

This statement reflects the perception of what managers most value in their management process. The obtained score indicates a concern as far as an important part of the managers perceive that public managers, more than getting results for society and its citizens, are concerned with obtaining power. EPPGGS and Auditors have similar views. There are no significant differences in the answers as to position. The comparison with other countries emphasizes the negative side of the managers of Bahia. They are above the Canadians and the French managers in a position close to the developing countries.

36- To administer interpersonal relationships is the most demanding part of the public manager’s daily work.

Proulx (2008, p.87) states that “interpersonal relationships are the variable of which the importance is the less tangible among all the other measures”. This situation is well perceived by the managers of Bahia. Approximately 3.85 is the score for this statement. Although it does not reach higher levels of agreement, it is a little better than the score of France, but it is inferior to the score reached by Canada. It is also higher than the other countries. The comparison between the group EPPGGS and Auditors permits to verify significant differences between the levels of agreement. The result of p-value (Sig 2 tailed) = 0.001 < α = 5% indicates this truth. The auditors are inclined to agree with this statement, even if in the previous issue, they show a higher tendency for personal relationships and in this one, they are quite distant from the EPPGGS.

37- Nowadays there seems to exist a crisis of authority in the public administration.

When you talk about authority crisis, the countries where formal rules are more valued seem to complain more about an authority crisis. It can be right to say that the formality of the rules makes possible to see in the planned changes of the management reform ways of breaking hierarchy. It is evident that this process leads one to think that there exists an established crisis. For Bahia there is a perception which tends to agree with the statement that there indeed exists a crisis of authority. Of course, if the assumption of these managers is the formal rule, actions that do not consider the enforcement of the law are seen as inadequate and an affront to authority. There are no significant differences between the positions of EPPGG and Auditor. The comparison with other countries permits to see that Bahia distances itself from less developed countries, being very close to Canada and France.

38- The public manager is first and above all the gear of an administrative system.

Recalling the concept of Bresser Pereira (1998) and Mazouz (2008) in the beginning of this work, it is possible to see that these authors consider a manager far from being “a gear of a management system” or even as somebody who “has to know the law perfectly in order to be effective”. Effectiveness is not controlled by laws when it comes to creativity and innovation and most importantly, management for results. In this new context, the role of the manager is completely modified. From a gear, or more from a part of a bureaucratic system, the manager takes on an active role in the performance of the activities of the State as a subject who chooses among the best options for the
common good. The manager’s freedom is not associated with the lack of control, but to the possibility of making the best choices for which he/she will be charged (Bresser Pereira 2008). It is interesting to note that the Auditors perceive more strongly that they are just part of a gear. The EPPGGs see themselves less involved in this set of management rules that can make their actions nonviable. An explanation for this divergence can be the nature of the activities. This can confirm the perception by David, Dupuis and Chanlat (2008) when they state that there exist various cultural scales: national, professional, industrial and local. The auditors work with regulations and pre-defined activities, which reduces a lot the making of decisions in a discretionary way. In comparison with the mentioned countries, Bahia locates once more under the levels of Canada and France, coming close to the other countries of Table 1.

40- Public administrations are filled with people who have divergent interests and no common targets.

A last issue refers to the relationship that managers perceive between the civil servants and their connections with the organizations. For the public managers of Bahia, there is a situation where public administration suffers from the lack of convergence of its managers. For the group that was studied, the score of agreement with the statement is 3.91, a score above Canada and France and again close to developing countries such as Mexico and Chile, its partners in development processes. The analysis of the answers between the positions shows that the position influences the level of agreement. The EPPGGs are more critical regarding their statement. The p-value Sig 2-tailed = 0.040 < α = 5% reveals such a difference between the positions.

FINAL CONSIDERATIONS

After describing results collected from the questionnaires, we have to emphasize some issues. Firstly, the link between the managers of Bahia and the ones from other countries allows to infer that in some aspects the first approach of profiles comes close to the profiles of managers in developed countries such as Canada and France and in other aspects to managers of less developed places. It means that unlike some researchers state, the public managers in Brazil can already discern values that are close to the ideas of the new public management, a situation already experienced by managers in countries like Canada and France, despite lining up in many aspects with managers of less developed regions as seen in table 1. It is important to point out that the findings in this work confirm the persistence of some cultural values present in public administrations as described by Junquillo (2004), but on the other hand signals change even if limited to this studied group. Some issues related to interpersonal relationships have begun to gain space in the perceptions of public managers; not in the pejorative sense as generally highlighted in works where managers always try to value more personal relationships to facilitate the performance of their duties, but in the sense recommended by the new public management: the result of many investments in management development courses, for example. It can be said that the dimensions more present in this questionnaire are the hierarchical relations associated to the relations of power and authority, the interpersonal relationships and the management systems.

Even if it is possible to verify some aspects of change as to the profiles highlighted by the new public administration, managers are still strongly linked to the upkeep of rigid hierarchies, direct control over the employees and a connection with the world of politics without restrictions to the actions of politicians on public management as described by Proulx and Bière (2005), Lemay (2008) and Mazouz (2008). For the goals of this work, the data here analyzed show that in some aspects it is possible to verify a process of an ongoing change to the extent that managers begin to have perceptions that are different from the ones that existed prior to the State reform and that were fought since the change was necessary for the advance of both, the reforms and the new management technologies that were implanted in the public administration from that moment on. It is possible to verify that personal relationships take different dimensions and the concern about the quality of the services starts to be part of the values of these managers. On the other hand, some important preoccupations still remain. The managers are still highly involved in administrative issues such as the intense valorization of rules, the assumption that routines are an important part of the work and the high valorization of hierarchical rules.

If within the proportions of the new public management creativity, innovation and autonomy are integral parts of this new context, the public administration of Bahia is still heading in slow steps towards
these new values that should guide the behavior of managers. Moreover, it can be noted that political actions still have an important dimension in the context of public administration, not in the sense of the professional politician, but in the view of the managers themselves. Here it is not the action of the politician upon public administration, but the view that the manager has about a political role to perform.

In this sense, seeking boundaries between the actual politician and public management seems to be a difficult challenge. However, establishing public manager staff appointed by means of civil service examinations conducted by organizations that are external to the organization concerned, with strict restrictions that politicians or superiors can only make appointments from this selection process, would be a step towards the professionalization of public administration (Abrúcio, 2007). It is also interesting to observe that some perceptions of the public manager here studied are common (EPPGGs and Auditors) whereas other perceptions are quite different, which suggests that other factors exist which influence the perceptions of individuals even if they belong to the same State and the same organization. Another important observation is the fact that gender (male and female) does not cause important changes in the perception of the people that were studied. With the exception of statements 12, 13, 30 and 36, all the other ones do not suffer any variation because of gender. In this case, what surprises are the differences in statement 30 where women perceive in a very higher extent the political role played by managers. This work, thus, encourages to find out which factors enable the EPPGGs and Auditors to differ highly on some perceptions here analyzed.

When researchers carry out a cultural analysis of the public sector, they normally reinforce the negative aspects of the Brazilian historical-cultural process with emphasis on the impossibility of changes in the values of individuals (Junquillo 2004; Dupuis & Davel 2004, Davel, Dantas & Vargas 2008). However, the few signs presented in this sample signal that changes in values (Hofstede, 2003) or in the references (Thévenet, 1993) are possible. This can indicate important changes in the public administration of Bahia and by extension in the Brazilian administration.

This work has as main limitations: 1) the fact of not having access to the original database of the analysis done by Proulx (2003, 2008) which could have permitted deeper analyses of the results; 2) the fact of having worked with a limited sample, even though representative as far as the people that answered have an adequate level of understanding to answer the questions and 3) the fact of having to work with quantitative data and not go ahead in qualitative analysis which would permit to understand the causes that support the answers given by the respondents.

For these reasons further research should be carried out to get a more significant sample including managers from all over the country in order to have a more faithful picture of the managers’ perceptions throughout the nation, thus allowing to infer which values are more prevalent today in public organizations.

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Câmara, L. M. (2009). O cargo público de livre provimento na organização pública federal brasileira: uma
introdução ao estudo da organização da direção pública na perspectiva de estudos organizacionais. Revista de Administração Pública, 43(3), 635-659


Figures and Tables

Table 1: the changes of perspective in the new public administration

<table>
<thead>
<tr>
<th>Former civil service</th>
<th>New civil service GPR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legal and administrative sub determination</td>
<td>Personal involvement of civil servants</td>
</tr>
<tr>
<td>Sub bureaucratization of structures, functions and mandates of service</td>
<td>Participation in decision making</td>
</tr>
<tr>
<td>Protocol culture, blind obedience, execution of services without questioning</td>
<td>The management and service delivery</td>
</tr>
<tr>
<td>Influence of politicians and senior public managers</td>
<td>Evaluation of services rendered</td>
</tr>
<tr>
<td>Concentration of absolute power</td>
<td>Division of power</td>
</tr>
<tr>
<td>Widespread distrust</td>
<td>Take risks and make decisions</td>
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<tr>
<td></td>
<td>Take initiatives of organizational innovations</td>
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<td></td>
<td>Fair division of advantages perceived in the public organization</td>
</tr>
</tbody>
</table>

Source: adapted from Mazouz (2008).

Table 2- levels of compliance by the managers.

<table>
<thead>
<tr>
<th>Questions</th>
<th>Brazi</th>
<th>Canada</th>
<th>France</th>
<th>exico</th>
<th>hile</th>
<th>Marrocos</th>
<th>Guinea</th>
<th>Cameroon</th>
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</thead>
<tbody>
<tr>
<td>1- When the respective roles of the members of a work unit become complex, detailed prescriptions of functions bring a useful clarification.</td>
<td>4,16</td>
<td>.01</td>
<td>.48</td>
<td>.16</td>
<td>.43</td>
<td>.4</td>
<td>.67</td>
<td>64</td>
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<td>2 To establish effective relationships it is often necessary to break the hierarchic line.</td>
<td>2,87</td>
<td>.86</td>
<td>.14</td>
<td>.51</td>
<td>.54</td>
<td>.20</td>
<td>.63</td>
<td>69</td>
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<tr>
<td>5- The public manager is first and foremost responsible for the respect of the administrative rules.</td>
<td>4,46</td>
<td>.89</td>
<td>.30</td>
<td>.15</td>
<td>.80</td>
<td>.51</td>
<td>.78</td>
<td>23</td>
</tr>
<tr>
<td>6- The individual productivity of the public managers is generally inferior to the one of those who hold a chief position in the private sector.</td>
<td>2,48</td>
<td>.07</td>
<td>.11</td>
<td>.19</td>
<td>.36</td>
<td>.70</td>
<td>.68</td>
<td>92</td>
</tr>
<tr>
<td>7- It is convenient to avoid at any cost a structure of organization that could result in some subordinates having two direct superiors.</td>
<td>4,07</td>
<td>.63</td>
<td>.61</td>
<td>.05</td>
<td>.33</td>
<td>.44</td>
<td>.48</td>
<td>38</td>
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<tr>
<td>9- A hierarchical structure is especially necessary for everyone to know who detains the authority over whom.</td>
<td>3,66</td>
<td>.12</td>
<td>.36</td>
<td>.74</td>
<td>.2</td>
<td>.23</td>
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<td>39</td>
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<td>12- For the managers, interpersonal relationships within their work unit are a main concern.</td>
<td>3,82 ,17 ,98 ,19 ,66 ,6 ,23</td>
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<td>13- Public management has a dominant part of routines</td>
<td>4,02 ,74 ,9 ,65 ,19 ,58 ,58</td>
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<td>14- It is essential to elaborate detailed plans for the subordinates to know what they have to do.</td>
<td>3,46 ,55 ,72 ,45 ,21 ,56 ,44</td>
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<td>16- It is important that public managers have accurate answers to the majority of questions that their subordinates might come up with concerning their work.</td>
<td>3,80 ,56 ,86 ,44 ,21 ,56 ,59</td>
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<td>20- It is essential to have people engage themselves in informal channels.</td>
<td>2,89 ,32 ,76 ,26 ,63 ,25 ,74</td>
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<td>23- For an efficient public manager the production of quality services is at the heart of his/her concern.</td>
<td>4,29 ,99 ,89 ,34 ,30 ,51 ,42</td>
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<td>26- The public manager must show innovation in his/her work.</td>
<td>4,07 ,09 ,96 ,78 ,67 ,75 ,66</td>
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<td>30- Through their professional activity the public managers perform an important political role in society.</td>
<td>4,09 ,01 ,25 ,26 ,69 ,60 ,81</td>
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<td>35- Most public managers seem to be more motivated in obtaining power than in achieving goals</td>
<td>3,34 ,70 ,47 ,65 ,33 ,93 ,48</td>
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<td>36- To administer interpersonal relationships is the most demanding part of the public manager’s daily work.</td>
<td>3,85 ,12 ,80 ,18 ,39 ,38 ,62</td>
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<td>37- Nowadays there seems to exist a crisis of authority in public administration.</td>
<td>3,54 ,20 ,10 ,94 ,33 ,22 ,21</td>
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<td>38- The public manager is first and above all the gear of an administrative system.</td>
<td>3,95 ,00 ,77 ,04 ,17 ,99 ,38</td>
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<th></th>
<th>Knowing perfectly the Law is the basis of efficiency of a public manager.</th>
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<td>39</td>
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<td>40</td>
<td>Public administrations are filled with people who have divergent interests and no common targets.</td>
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Source elaborated by the author of the field research and by Proulx (2008).