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Public Management and Citizenship

The Model of Service to the Citizen of Bahia

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1. Introduction

1.1. Main Goal

The purpose of this study is to analyze the contents in which the New Public Management emerged in Brazil, and how Bahia's new state philosophy changed the citizens' expectations, with a new customer oriented public service delivery.

The first part covers aspects of the New Public Management that have influenced Brazilian reforms.

In the second part, the conceptual basis of citizenship and how the increasing conscience of its rights by the population are presented, furthermore how they made the government plan action to change.

The third part describes the SAC – Public Service Delivery, a project developed in Bahia, which is based on the principles of citizenship, placing accountability and giving commitment to the changes demanded by the citizens.

2 – The New Public Management

2.1 The Paradigm of Quality in the Performance of the State Device

In all part, in countries developed[1] like Australia, New Zealand, England, United States, Canada, and others in development as Brazil, the public service has passed ample and deep transformations, from an economic order of intensive competition to the exponentially developing technology advance and an increasing demand from the users. This creates a demand for high quality in attendance, and more efficient and desburocratizated services.

However, diverse factors, either from administrative or technical character, are characterized by an inefficient or inadequate functional picture, from either an economic or political scope. These are always present, interposing themselves in the way of the improvement of the performance of the state device and its conditions of governance and governability. In all countries, previous experiences had been seated on a more or less similar base, identified for an inadequate paper of the state, for a fiscal crisis without precedents and, especially in the case of Brazil, for ominous consequence of practical clientelists and patrimonialists and for the perverse effect of the corruption practised for a minority (the population does not agree nor supports these actions), but present in all the instances of power, and that, for its capacity of expansion, finished creating a species of non ethical and antisocial culture, of inverted values, clear in practical and recommendable attitudes little in the middle of ample layers of the society, with immediate and evidents consequences in the quality of the delivered public services.

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(1) The designations “developed” and “developing” economies are intended for statistical convenience and do not necessarily express a judgment about the stage reached by a particular country or area in the development process.

2.2 - State and Market

Trying to explain this state of things, the causal priority was first attributed to the size of the State. The aim of liberal thought, or neoliberal if wanted, was interested in mainly keeping away the idea of the free market and its practical , pernicious effect. Not that the free market in itself locks up all bads of the contemporary societies, but such a concept, when applied in only one direction, or either, benefiting widely only one of the sides, creates, to the long one of the time, an increasing exaggeration of development between the countries, extending inequalities visibly, penalizing vast population layers and condemning entire nations to the dependence and misery.

The free market cannot be so free as the countries that shelter hegemonic markets would like. International rules must be agreed to create regulating mechanisms as much as the speculator financial password that caused instability in peripheral countries, and destroyed its basis of governability**,** as the insatiable headquarters of astronomical profits from great part of the private sector that insists on exempting itself of the co-responsibility in constructing an environment of more solidary and shared social profit. This will also have to be revertedfor the benefit of those who participate in this construction

The State must be at least in the measure of making itself essential, however discrete, efficient and effectiveness to the point to seem almost invisible**.** In other words, the “Minimum State” is the one that has full exercise of the Democratic State of Right, where the organized society is what determines what it wants and what does not want for itself.The State that represents it makes the execution of this will possible in partnership with the forces that compose it. It cannot be, therefore, “minimum” until the resignation of the exercise of its premises of regulator and supervisor of the economic, politics and social order**,** nor omnipotent that suffocates the individual initiatives or places credit , fiscal and customs barriers that make research impracticable, the technological

development, the diversification and expansion of the national production and its equalization to the international competition.

On the other hand, if the public service reached a high degree of efficiency and effectiveness in the developed countries cited above, this does not guarantee to any other country that they will reach the same results. It is known that in all these countries before one policiy of efficient and universal public service could take form**,** a great educational development had to be verified. This required a considerable increase of the work chances and high growth in the application of social policies that had provided a more equitable distribution of the national wealth, raising the per capita income and energizing the production and the economy in a virtuous circle.

It is undeniable that these pre-conditions had been preponderant factor, in the assembly of a structure of shape attendance in those countries. But, in our case, it would be convenient that we always advance in two fronts, constructing simultaneously a political environment**,** economically and socially stable**,** modern and democratic**,** come back toward the overcoming of our clamorous differences, a net of public services of easy, fast access, and ample specter of embracing**,** always endorsed in our history, our peculiar characteristics and values. The successful external models can, and must, serve as illustrators, or as benchmarks, but never as examples to be copied literally without the critical distance.

A politically stable environment in the sense of being endorsed by the popular will, through the choice of its representatives by vote, consists of a cleaned up economy, and theses are factors that offer minimum conditions for the implementation of efficient public policies. Economic growth by itself is not the way to guarantee social progress.

When Brazil went through 70s, a phase of expressive economic development, keeping during many years high and enviable taxes of growth, would have been reasonable to imagine that in this period the social policies evolved in the same

rhythm. The State, which did not plung in crisis, as it was expected to, did not offer any advance in social policies. It was necessary to wait two more decades so that the developing countries started to advance. In the 90s, a new model of administrative reform involving the State, the private sector and the civil society started to take place in Brazil.

2.3 - The Reform of the State

It was under this model of a denominated structural reform that privatizations had gained a great impetus to the side of the decentralization. With the transference of greater power (and responsibility) for the states and cities, and the deregulation that is the assumption of public functions and not state services for the private initiative and non governmental organizations (NGOs). The main used argument to justify such changes in the administrative management of the State was to adjust it to the new demands of the world-wide economy and to the restrictive conditions imposed by the global politics of insertion.

It is known that privatizations bring a high dose of complexity in their execution, which, due to uncertainties about the model to be adopted and still more about the parameters of choice of the companies to be privatized, the formalization of the legal criteria of regulation and subsequent fiscalization and the contractual terms of administration. Many of these privatizations,and all financed by public money through BNDES[2], do not produce the results expected today as, in the case of Brazil, the railroad tracks that, saved into some stretches dedicated to the transport of grains, cement, chemical products and ores, changed into an amount of inoperative scrap iron and ghost stations. It is necessary that the privatizations clearly bring benefit to the citizen-users, allowing them an ampler range of choices to leaving of a bigger competition, so that it can make real sense.

The decentralization, in turn, was effected in a disorderly way, without preparing the states and cities for the change and without offering the conditions to together with the involved communities. Decentralization arguied that the best option of the implementation of tax and budgetary policies are bequeathed by the reform, without giving to them chance to choose it. This would indicate the priorities that would be best for them. This way they had been relegated, in many cases, policies of longer stated period and undisputed benefit for the population involved, as basic sanitation, housing, health and education, in

function of a settlement of accounts, a sudden squeeze of belts that, as we know, penalize always and in first place the poorest ones. Moreover, the decentralization executed without the establishment of a regional rebalance can, instead of benefiting, provoke the stoppage of many cities that keep among themselves great asymmetry in relation to the tax-paying ability.

The deregulation transfers from the State to entities of private law and non governmental organisms the authority to manage public services that do not have exclusively state character, as the ambient questions, the problems of the minor and the adolescent, the diverse programs of professional qualification and insertion in the work market, alternative programs of health, education, attendance to the carriers of deficiency, the aged ones, among others, disencumbering the public sector and liberating it to concentrate itself in those services, said essentials, where the presence and the control of the State are basic.

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(2) BNDES – National Bank for Economic and Social Development created in 1952

2.4 Public Services Modernization

The State of Bahia has been making a great effort to modernize its administration, and has received explicit recognition from international organizations, in relation to its experiences of success. Unfortunally, these organisms are interested only in divulging these few examples, not giving the due and necessary relevance to the main problems, to the real social problems, and that in truth are the ones who make possible to these isolated initiatives as much evidence, for the simple reason to raise the enormous distance clearly between the mainly deficit reality where its population and the lowermost amount of quality services that are offered.

In spite of this, two important steps had been taken towards an agile and efficient administration in the state of Bahia. The first one was the implementation of the SAC – Serviço de Atendimento ao Cidadão, a public service delivery in 1995, which pointed new perspectives in the improvement of the public services offered to the user-citizens, through an innovative space distribution of diverse agencies of federal, state and municipal spheres.These agencies are now gathered in the same place, and the specific training needed for the staff to take care indiscriminately to all in a fast, efficient and respectful way is implemented . As the second step was the effective and intensive use of modern technologies of information and communication materializing the electronic government. Currently, more than 500 public services are available through portals as the Civil Servant Portal (www.portaldoservidor.ba.gov.br), whose purpose is to offer the civil servant. These services were only previously available in the agencies, and in the future will become an e-learning channel. Another example is the portal that effects quotations until the limit of procurement dismissal. In Bahia this is almost US$ 2 thousand, and this is already responsible for an esteem average economy of 25%. The Comprasnet.ba (www.comprasnet.ba.gov.br), stimulates the competition between the suppliers. Besides guaranteeing agility and transparency in the

processes of governmental purchases, it consists in the first stage of installation of the electronic procurement

The infra-structure to give support to these e-government initiatives are contemplated by a project known as Rede Governo [3], that is being implanted to provide connections of high speed between the state public agencies in all the Bahia´s cities and to make possible the digital inclusion and the access to the citizens, suppliers and civil servants to all services and information reffered to the public service.

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(3) Rede Governo means “Net government” and will connect the 417 Bahia´s cities.

2.5 Ethic in the Public Service

Nowadays, an increasing number of private companies, not only in Brazil, but also in the international scene, are more involved with the question of the dignity in the environment of work and the supply of trustworthy products.They think about working with high qualified professionals prepared both technically and ethically when the goal is to grow and to consolidate in a demanding and increasing consumer´s market. And not for the fact of these companies have lost the vision of the financial horizon, but exactly for being aware of new possibilities of economic expansion that now are worried about the satisfaction of its employees and customer-consumers. The attitudes anti-ethics of disrespect to the other, of disrespect to their differences as well as the discriminatory attitudes in relation to the woman, the disabled, or the ethnics groups, make up a strong and indelible negative image of the organization to the eyes of the society.

In the public service, the demand for ethical behavior of servers, in a wider way, comes from the citizens as a whole. The citizens abominate any kind of corruption, although on many occasions dishonest and badly-intentioned politicians are involved, and concerned about themselves in detriment of the interests of the population that elect them.

The public policies lose not only in credibility but also in efficiency when they attack, or it do not defend the elementary rights of the people. The construction of citizenship is not possible without giving majority of respect to human dignity. Real and long-lasting public policies cannot be planned that aim at the social welfare without these being strongly based on ethical values. On the other hand, we must not confuse these wider values that we have with the moral behavior of the individuals in society. While ethics has to do with the behaviors and attitudes of the human being compromised with dignity and social justice in the world, moralism keeps narrow relation with censorship, prejudice, the behavioral control of the other. In the ethics, the respect to the human being is the final objective.

3. The meaning of citizenship

The etymological meaning of citizenship defines the condition of these who live in the city. On the order hand, the term refers to the condition of an individual as a member of a state, a bearer of rights and duties. The association between these two meanings has to do with a deep historical transformation, fundamental in the world of today: the creation of centralized states, imposing on a uniform jurisdiction not only limited to the old villages or medieval cities.

On the European continent, until the beginning of the modern age, the recognition of civil rights and its consecration in constitutions was limited to villages and cities. The individualization of these rights only starts its existence after the growth of the theory of individual natural rights and that of social contract, that are the philosophical bases of liberalism. Anyway, the term "citizen" became synonymous with a free man, bearer of rights and obligations as a individual heading, assured in law.

The creation of the modern state and the capitalist commercial economy represents a great libertarian force, either by expanding the horizons with the emancipation of the individuals from the provincialism that hindered or made difficult the choice of a different profession from the traditional ones, or by imposing a uniform jurisdiction, breaking the will of the feudal owners and giving the inhabitants of the territory, independently of their occupation or socioeconomic condition, the same rights and obligations.

Beyond its sociological aspect, citizenship has its political aspect. In this last sense, citizenship expresses equality in the presence of the law conquered in the great French, English, and North American revolutions, which were later recognized in the rest of world.

The enlargement of the concept of citizenship occurred through practices and concrete political conflicts, whose rationalization, in philosophical terms, would either become meaning less or would need reformulation, even if this

reformulation was a new socialist idea, as in the last century, or with some revision in the same field as the liberal theory.

This enlargement can be understood under two aspects. The first one is the effective incorporation of a practice of a right by the population. This implies the degree of universality with which it is defined. For example, in the case of the right to vote, if it is extended to the whole adult population or only to the literate adults of the masculine sex.

The consideration of this first aspect, which involves the difficult distinction between reasonable discriminations, such as the minors, mentally ill people, for foreigners and others not reasonable like the women and illiterates, indicates that the enlargement of citizenship is one of the main questions of the politics of the modern states.

The second aspect is the question of its content, where the decisive one is the passage of a negative or purely formal formularization to a positive and substantive formularization. Marshall, in its classic Sociology at the Crossroads, and other essays (International Mirador Encyclopedia, 1987, p.2.393; Citizenship, Social Class and Status) affirms:

“I intend to divide the concept of citizenship in three parts or elements, to which I will call civil, social and politician. The civil element is composed by the necessary rights to the individual freedom - freedom of movement, freedom of the press, thought and faith, the right to the property and to conclude valid contracts and the right to justice. The right to justice differs from the others because it is the right to defend and to affirm all the rights in terms of equality with the others and has a procedural guiding. This show us that justice courts are the institutions more intimately associated with the civil laws.

For politician element we must understand the right to participate in the exercise of politician power, as a member or as a voter of the members in institutions as the parliament and advices of local government. The social element refers to

the right to a minimum of economic well-being and security, to the right to to live the life of a civilized human being in according to the standards that prevail in the society. The educational system and the social services are the institutions more intimately linked to the social element".

Still according to Marshall (International Mirador Encyclopedia, 1987, p.2.393), in England, without distorting the historical facts, "it's possible attribute to the period of formation of each one of these rights to a different century - the civil rights to century XVIII, the politicians rights to the XIX and the social rights to the XX".

Seeing the enlargement of the concept of citizenship as a gradual historical process, we perceive that it refers to the transformation of the premodern social structure in the frame of the capitalist economy and the national State modern. It also refers to the recognition of all new rights that can be seen as indispensable to the proper functioning of the modern capitalist economy, and as product of new demands. It is, therefore, at the same time a legal concept also both, a sociological and a politician concept. It describes the formal consecration of certain rights, the politician process to obtain these rights, and the creation of the socioeconomic conditions to practice them.

After their independence when the old federate colonies of the United States, started to have written constitutions, the Statement of Rights acquired the shape of a legal relationship contrary to the State, staying clearly that the individuals were titular of these Rights.

In Brazil, the Constitution of 1824 implemented at a same time, civil rights as well as the politicians rights in a classic process from top to bottom, without almost no fight. In this manner, those rights had not been pursued and conquered by the citizens, but granted by the power. These rights were restricted, because they coexisted with the institution of the slavery. According to Carvalho (1992, p.98), "the existence of the politicians rights without the

previous development of civil ones, and the limits of the power of the State, results in a defective exercise of citizenship politics".

As a result Brazil had an unusual situation, with the implementation of the social rights. The last ones were in the classic project, before the politicians rights. What Carvalho emphasizes is the fact that these rights in Brazil, are a initiative of the State rather than society itself.

For Carvalho, absence of civic spirit is evidenced, one of the inheritances of slavery given that its values had invaded all the social classes. It is registered that the citizenship notion coexisted with slavery, and that, until beginning of the decade of 1930, only about 3% of the population had access to the vote. This situation is still kept today, were part of the population, for its lack of culture and material resources, can hardly be included in the idea of citizenship.

Our social inequality is such that the notion of equality, implicit in the idea of citizenship, does not have means to carry through the population. If we consider that citizens are those who have minimal material resources to be organized, we could conclude that the citizens are the minority.

The increasing conscience of rights by the population and their claims made the Government plan action to change this situation. The Executive decided to remodel the device of the State, especially the services of attendance to the citizen.

Today, the State of the reformed and enterprising Bahia, based in the principles of the citizenship, shows one of the ways to privilege the citizen, indistinctly, through the SAC, a Public Service Delivery to the citizens.

4. Sac – The First Shopping Mall For Public Service Delivery In Brazil

4.1. History

The SAC project emerged when Bahia's state government was concerned with the quality of public service delivered to the citizens. The government was also searching for alternatives to change the public management image.

The public sector had a negative impact on the quality of the service delivery as well as on the performance of the civil servant, because of features such as inefficiency and lack of professional motivation for the civil servants.

This resulted in the total dissatisfaction of citizens (endless lines, contradictory information, difficult access to the services, lack of courtesy, etc...).

This view shows what was characterized by bureaucracy disfunction. The excess of formalism and distant relationship brings as a consequence "an inefficient system, dominated by too many papers and narrow-minded mind professionals, uncapable of making decisions and having a mind of their own" (PRESTES MOTTA; BRESSER PEREIRA, 1988, P.59).

The idea of the SAC emerged from the successful performance of the State Government at a public service stand set up for Bahia's Information Technology Exhibition. It basically consists of a grouping of stands sharing the same space including a common area for support services.

It was especifically designed for both public service delivery and other citizens needs. It was something similar to a Shopping Mall for public services, offering maximum comfort convenience, efficiency and flexibility.

The SAC project was designed in March of 1995, having the State Secretariat for Administration of Bahia as a conductive agency. It was created as a multidisciplinar group that was responsible for conducting process.

The role of the State of Bahia's Governor to assist its citizens by effectively delivering public services was an imperative change for the Public Administration.

To reach the goal of excellency, the proposed model focused on the client citizen and in the commitment of the high level administrative staff.

In the beginning there were some agencies opponent to the project. These agencies complained about availability of human resources and financial resources. To implement the project, Bahia State Government thru State Secretariat of Administration, decided to pay for the costs of implementation for state and federal agencies.

The first SAC unit was implemented on the first of September 1995, with 14 sectors (agencies, public enterprenner, private sector, and federal agencies) in an area measuring 1.340 m^2, and having capacity to serve 600 citizens per day.

4.2. Objective

The SAC was created to improve the quality in the delivery of public services.

As citizen-focused delivery, its targets are to gather in the same room representation offices of local, sub-national and federal public organizations and entities, to facilitate citizens access to several public services by setting up SAC units within strategic neighborhoods, to rationalize time and efforts, to add value to civil servants, and rationalize and integrate public expenses.

This conception asked for an imperative change in the management model traditionally adopted in public service to avoid the excess of formalism and inneficiency.

4.3. Organizational Structure

To coordinate, maintain and develop new units, an Executive Department was created and named CESAC, by ACT # 6,974, of 07.24.96, with a special status within the Secretariat of Administration. CESAC had a certain level of autonomy to sign conventions and has an annual allocated budget for its expenditures. However, this autonomy did not allow the CESAC to produce its own resources, all the collected funds must go to the State Treasury.

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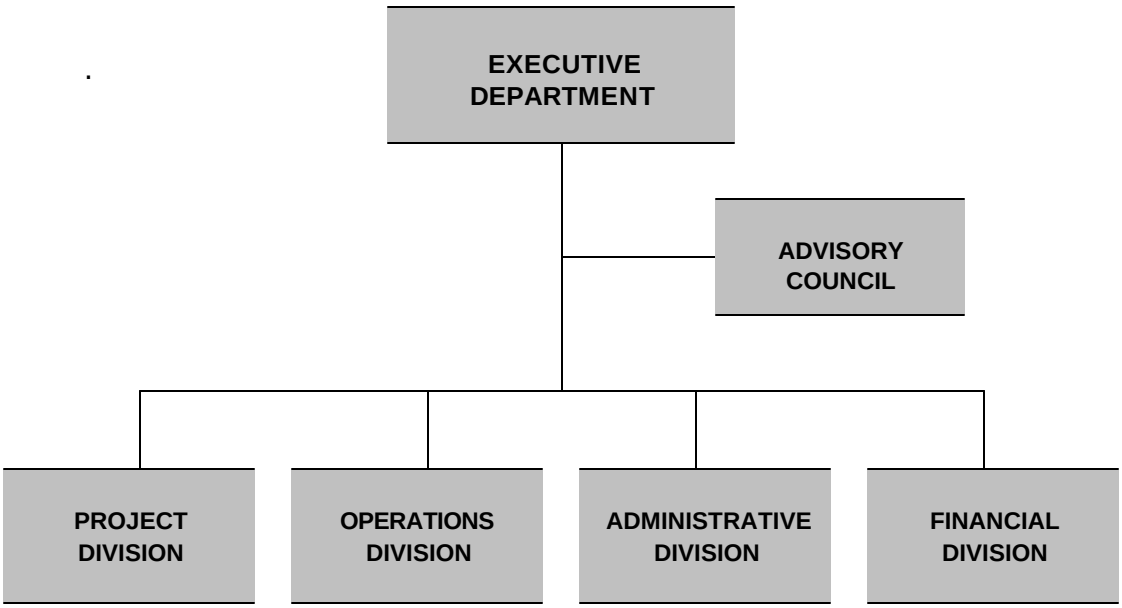
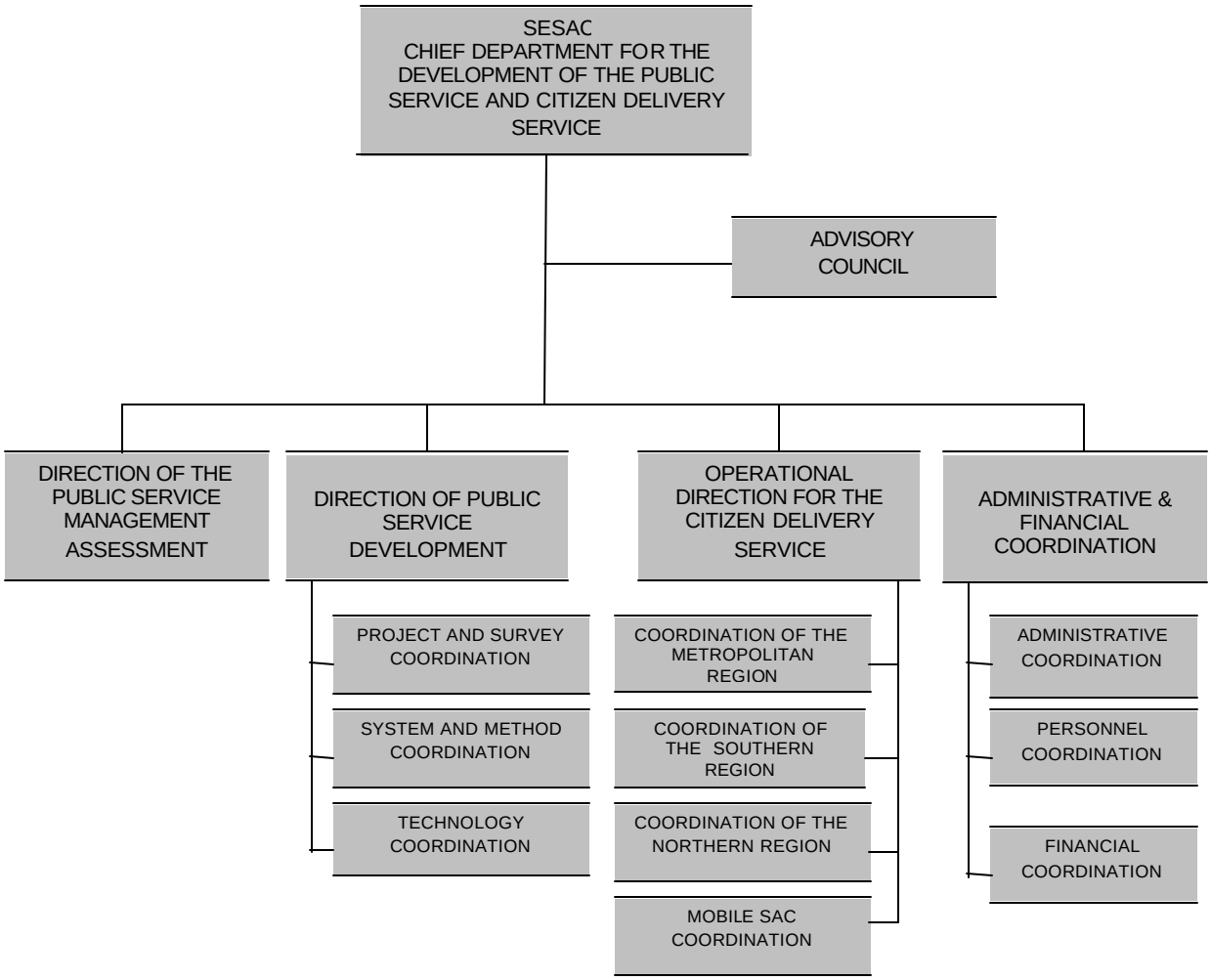


Creation Rule nº 6.974, of 07.24.96

With the implementation of new units and its approval from the citizens, new agencies and entities that didn't belong to any SAC unit asked for technical cooperation to improve the attendance and functioning of their units such as police departments, hospitals etc.

Meeting this new demand, the executive department, or CESAC, passed through restructuring processes and turned up as a Superintendency for the Development of Public Service and Citizen Assistance – SESAC, having a regulation decree # 7,615 of 06.22.1999, in order to plan, promote, coordinate, follow-up, assess, and supervise the public service delivery. SESAC also has to carry out the maintenance and expansion of the SAC units.

NEW STRUCTURE



Creation Rule nº 6.974, of 07.24.96
Structural and Functional Organization Decree nº 7.615, of 06.22.99

The Organizational Structure from SESAC is composed by three departments, one coordination and an advisory council. The advisory council is composed by a representative of each public department partner in the SAC and its president is the chief department of SESAC.

Those functioning units are:

Public Service Management and Assessment - follow up and assess the performance and results obtained by agencies and entities in public service delivery.

Public Service Development – plan, coordinate, execute and supervise the activities of modernization for public service delivering;

Public Service Delivery Operations – responsible for the good functioning, maintenance and overall supervision of the SAC units;

Administrative and Financial Coordination – execute the activities of general administration , financial and accountancy of the superintendency;

Advisory Council – accompany and evaluate the activities developed in the units according to the policies established by SESAC.

SESAC's traditional both bureaucratic and hierarchical organizational structure, stand a flexible formation that brings together all involved partners preserving heterogeneity and positively influencing the improvement of the public services.

4.4. SAC Units

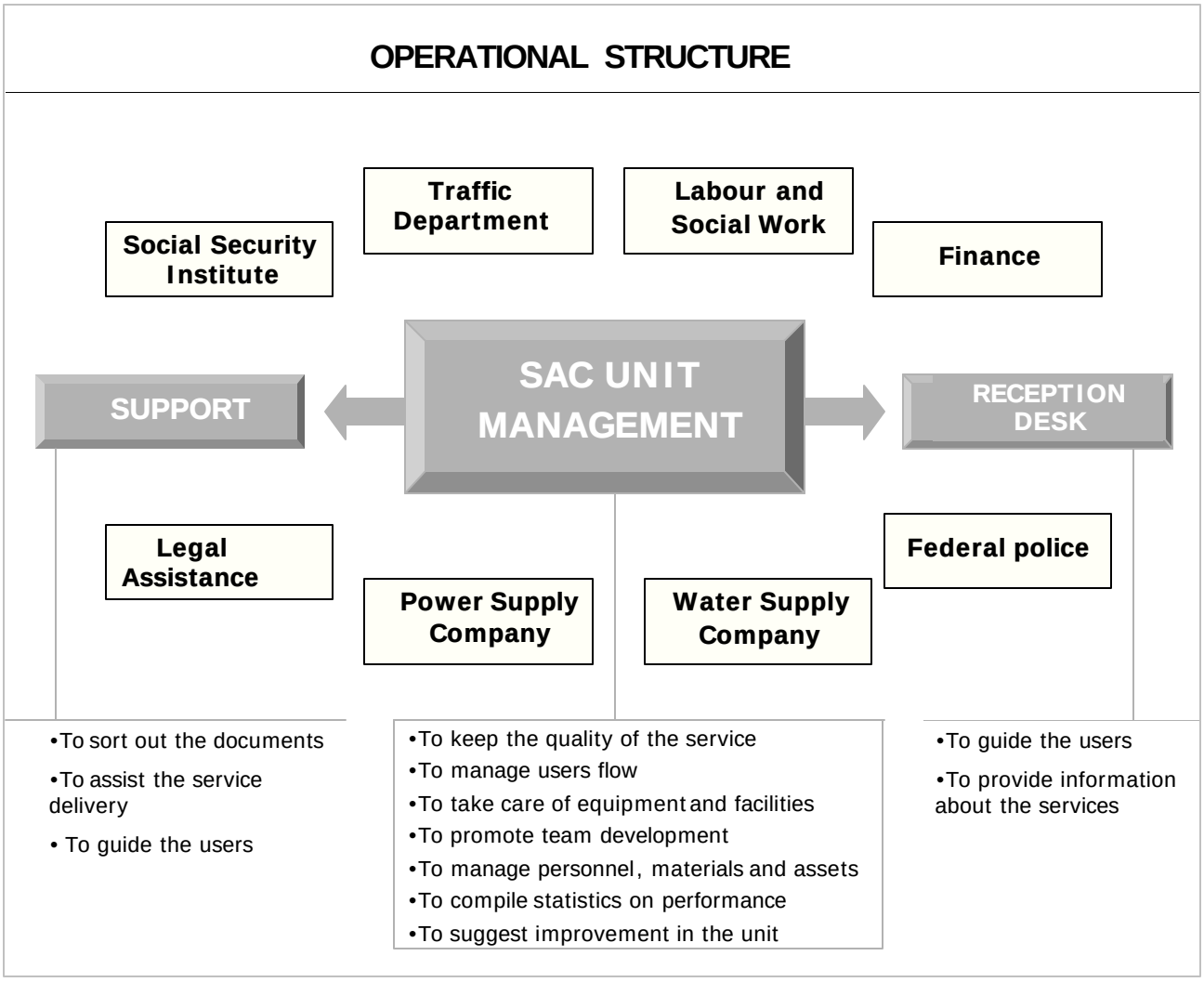
Each SAC unit is directly coordinated by a manager, who is assisted by two or more assistant managers, depending on the size of the unit. The manager is in charge of service quality maintenance, teamwork promotion, facility and equipment maintenance, personnel, material and property management, statistics on performance, and suggestions for improvements in the unit.

The different agencies in the SAC unit report technically to their respective supervisor, in their main agencies, while functionally they report to the unit manager. These two kinds of hierarchy give the matricial way of management to the SAC units.

Thus, the SAC unit works as an autonomous structure. Citizens can get services from different state agencies, and have the possibility to complain and request solutions from the management team.

The unit managers are under the supervision of the Operations Department of SESAC.

For a SAC unit management, the Organization chart is as follows:



With a territory of 567,295 Km2, the state of Bahia has around 13.2 million inhabitants. Twenty two SAC units have been implemented so far, eight in the capital and fourteen in the countryside, in addition to two mobile documents and nine mobile health units that cover the whole territory of the state.

Units Network

Salvador	Size	# Entities	Delivered*	Open Since.
Inst. Do Cacau	Large	21	1.245,126	01/Sep/95
Iguatemi Mall	Large	27	2.195,802	11/Oct/96
Barra Mall	Large	24	1.271,934	25/Oct/96
Periperi	Medium	10	378,093	09/Mar/98
Boca do Rio	Medium	15	494,959	29/Jun/98
Cajazeiras	Medium	14	467,695	11/Dec/98
Liberdade	Small	05	133,442	11/Oct/96
Bus Station	Small	05	226,825	12/Sep/98

Countryside	Size	# Entities	Delivered*	Open Since.
Feira de Santana	Medium	13	645,578	09/May/97
S. Ant. de Jesus	Medim	11	204,632	27/Jun/97
Camaçari	Medium	10	372,020	19/Dec/97
Tex. De Freitas	Medium	12	226,548	12/Aug/98
Lauro de Freitas	Medium	13	381,252	16/Mar/98
Barreiras	Medium	10	222,217	30/Mar/98
Juazeiro	Medium	11	454,455	31/Mar/98
Vit. da Conquista	Small	09	386,755	27/May/98
Jequié	Medium	10	358,211	13/Nov/98
Alagoinhas	Medium	10	194,045	05/Dec/98
Itabuna	Medium	11	296,353	19/Feb/99
Eunápolis	Small	09	221,246	11/Mar/99
Ilhéus	Medium	13	215,508	22/Mar/01
Porto Seguro	Medium	12	137,907	04/May/01
Mobile SAC Unit	Small	05	244,668	

*No. of services delivered in 2001.

The Mobile SAC Documents were created in September of 1996, having the goal of serving all localities in Bahia with the same quality found in fixed units. Mobile units were equipped with air-conditioning, sound system tv set, covered waiting area, and a computer network connected on line to data base.

The Mobile SAC Documents stay for two or three days at each site, providing services that include the issuance of Birth Certificate, ID card, labor ID, and criminal records.

Besides visiting the 417 municipalities already, mobile units come back to attend those with wide demand. Per FUNAI's [4] request, the SAC performs an annual survey in indigenous communities, providing their services.

The Mobile SAC Documents have been critized for not delivering as much documents as fixed units do.

The Mobile Health SAC was created in February 2000 thanks to a partnership between the Department of Public Health and the Department of Administration's Superintendence of Public Service and Citizen Assistance. The Mobile SAC public target is the poor community living in Bahia, although the priority is the same for the Government Program Faz Cidadão, i.e, to concentrate efforts and investments within the 100 poorest communities in the State in order to speedy up their development, thus reducing regional differences.

The Mobile Health SAC stays for two weeks at each community. Each health team works on board three fully encapsulated trucks turned into medical offices They work with four specialities: ophthalmology with eyeglasses assembly, General Clinic, gynecologist with cithology lab and dentistry.

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(4) National Indian Foundation

The PCs in all offices run on network. The automation of processes allows the automatic recording of patients' data, visits and exams, in addition to the technical and administrative control to retrieve and issue electronic reference books. Benefits include: serving patients more efficiently, comfortably, and quickly; referring to data on disease prevention and the adoption of adequate sanitary practices; development and implementation of new action toward preventing, treating and reducing the occurrence of identified diseases; evaluating the patient's diagnostic developments; consolidating a database of health indicators to be accessed by public health organizations, universities and Non Government Organizations.

The Mobile Health SAC project have a difficult administration, in terms of maintenance of specific material used by medical services. The recruitment of the doctors and specialized personnel to travel in the project have been also difficult.

These difficulties, if not overcome, will make the project run the risk of being discontinued.

4.5. Partnerships and Public Services Delivered

The SAC Units have 28 organizations partners delivering their services:

Acronym	Name	Type/Scope
AGERBA	State Agency Regulating Public Services of Power	Sub-national
BAHIATURSA	Bahia Tourism Authority	Sub-national
BRADESCO	Bradesco Bank	Private
BCO DO POVO	Ilhéus City Hall/People's Bank	Local
CEF	Federal Saving Bank	Federal
COELBA	Power Utility Company	Private
DETRAN	Department of Urban Traffic	Sub-national
EGBA	Bahia Print Company	Sub-national
EMBASA	Sewer and Water Utility Company	Sub-national
INSS	Ministry of Social Welfare	Federal
JSM	Military Service Enrolment Council	Local
JUCEB	Bahia Chamber of Commerce	Sub-national
PF	Federal Police	Federal
PMS SEFAZ	Salvador City Hall/Department of Finance	Local
SAEB	Department of Administration	Sub-national
SAJ	Legal Service Delivery	Sub-national
SEAGRI	Department of Agriculture, Irrigation and Land Reform	Sub-national
SEFAZ	Department of Finance	Sub-national
SESP	Secretariat of Public Services	Local
SETRAS	Department of Labor and Social Work	Sub-national
SJDH	Department of Justice and Human Rights	Sub-national
SPU	Federal Patrimony Bureau	Federal
SSP	Department of Public Security	Sub-national
SUCOM	Superintendence for Urban Soil Occupation and Use Control	Sub-national
TCA	Castro Alves Theater Cultural Foundation	Sub-national
TRE	Regional Election Court	Federal
TRT	Regional Labor Court	Federal
URBIS	Bahia Housing and Urban Control Company	Sub-national

To delimit each organization responsabilities and to enable the functioning and maintenance of the mobile and fixed SAC Units, a technical cooperation agreement between the state Secretariat of Administration and each partnership organization is signed.

Those organizations deliver their services with the same quality standard requested by SAC's management, no matter what government level they belong to (local sub-national or federal).

In a SAC unit all agencies and private sector work as a single institution, including private companies managing public services such as the power utility company.

The Secretariat of Administration also established a partnership with the private sector outsourcing some services such as: Call Center, photocopy, training, trucks rental for mobile units and transportation for the people that work in mobile units.

4.6. Human Resources

The whole SAC counts a total of 3.130 persons deployed as follows: 84 in SESAC and 3.046 in SAC UNITS.

The SAC personnel come from the different departments involved as well as from outside recruitment, necessary to fill new vacancies.

The selection of candidates is done through tests. Their purpose is to assess the behavior of candidates under stress, in order to guarantee the quality of their relationship with citizens. This means that the recruitment is mainly based on their capacity to deal with people. Sucessful candidates are interviewed by psychologists who will present the list of candidates they recommend. It is important to emphasize the utmost importance of training, which is developed on a continuous basis.

Human resources assigned to the SAC are given two types of training: interpersonal relationships for twenty hours, and technical training for one to three weeks. Every six months team members attend a refreshing training course of eight hours.

4.7. Financial Resources

The expenses for the implementation of units are under the sole responsability of the State Government, except for equipment and systems used by indirect management agencies and the private sector. Financial resources are allocated to a specific SESAC budget for implementing the SAC programme.

Maintenance and operational expenses, i.e., the operating resources of the units are referred to SESAC, which, in turn, distributes them proportionally, according to the space occupied by each partner.

Communication expenses are quite high. This is due to the need to change the local culture and to the population's expectations of a new public service.

See below some reference costs:

COST OF IMPLEMENTATION OF A SAC UNIT (US$)			
Items Of Cost	Large	Medium	Small
Architecture Design	15,707	10,471	6,283
Building and Furniture	471,204	314,136	188,481
Equipment / Softwares *	104,712	62,827	26,178
Personnel	251,308	175,916	87,958
Training	3,350	2,345	1,173
Uniforms	31,413	21,989	10,995
Advertising	157,068	157,068	157,068
Others	51,738	37,237	23,906
Total	**1,086,500**	**781,989**	**502,042**

COST OF A MOBILE SAC UNIT BY MONTH	
ITEMS OF COST	US$
Truck Rental	10,000
Transportation of employees	4,081
Maintenance	2,592
Electricity	590
Telecommunications	548
Personnel	8,558
Total	**26,369**

COST OF FIXED UNITS BY MONTH					
UNITS	Nº of Partners	AREA (M2)		Number of Attendance	Expenditure US$
		Partners	Total		
Iguatemi	27	1.092,00	1.758,00	210.379	124,157,21
Barra	24	906,08	3.125,48	108.087	95,132,94
Comércio	21	861,06	1.695,00	117.603	48,310,40
Boca do Rio	15	656,46	1.130,00	41.263	59,255,68
Cajazeiras	14	609,38	1.810,00	50.266	24,057,47
Feira de Santana	13	474,12	1.390,50	49.051	40,202,79
Lauro de Freitas	13	481,65	1.035,00	32.175	28,090,43
Teixeira de Freitas	12	401,91	730,00	21.334	26,852,32
Ilhéus	12	345,00	928,42	21.146	15,744,69
Juazeiro	11	408,57	730,00	48.587	26,537,50
Itabuna	11	328,96	683,00	28.355	24,914,01
Stº A. de Jesus	11	287,53	500,00	22.448	24,650,22
Alagoinhas	10	330,85	610,30	22.600	28,030,95
Jequié	10	274,35	490,00	30.849	21,499,94
Periperi	10	273,00	585,00	31.817	20,359,04
Porto Seguro	12	340,00	777,10	16.303	15,614,30
Camaçari	10	299,32	855,00	34.993	15,680,99
Barreiras	10	287,84	504,40	18.900	21,838,72
Eunápolis	9	212,46	475,00	21.565	17,951,04
Vitória da Conquista	9	293,70	571,00	28.436	20,664,10
Liberdade	9	326,07	326,07	12.216	13,556,80
Transbordo	5	178,03	520,00	12.577	11,370,40

* Partners refers to agencies and public sector that deliver their service at SAC units

It is important to note that following the implementation of SAC units several traditional offices in charge of public service delivery were closed.

Although there is no available data to carry out an effective comparison between the costs of the SAC structure and the traditional one, savings produced by the closing of those offices reduced the actual cost of this system. Besides being much more efficient, the SAC structure will cost less to the state treasury, the citizens, and the society as a whole.

4.8. Results

Since the implementation of the first SAC unit in September 1995, nearly 46,351,077 million services were provided.

The Bahia's state project for public service delivering has been recomended national and internationally.

The United Nations Organizations (UNO), has acknowledged the SAC as the benchmarking of public services delivery. (KARABORNI; ANDRADE; GONÇALVES, 1999).

The figure below shows states that implemented public services delivering using know how from SAC, from 1997 thru 2002.

State	Units	Openning
Rio Grande do Norte	Central do Cidadão	07/97
Minas Gerais	Psiu	09/97
São Paulo	Poupa Tempo	10/97
Maranhão	Viva Cidadão	02/98
Amazonas	PAC – Pronto Atendimento ao Cidadão	03/98
Pernambuco	Expresso Cidadão	06/98
Rio Grande do Sul	Central de Serviços ao Cidadão	06/98
Distrito Federal	PACI – Pronto Atendimento ao Cidadão	12/98
Goiás	Vapt Vupt – Serv. Integ. de Atend. do Cidadão	10/99
Sergipe	CEAC – Centro de Atendimento ao Cidadão	07/01
Rio de Janeiro	Rio Simples	10/01
Distrito Federal	NaHora – Serviço Atend. Imediato ao Cidadão	06/02
Mato Grosso do Sul	Central da Cidadania	11/99
Rondônia	Shopping do Cidadão	05/01
Paraná	Centro de Administração Regional	05/01

Source: SESAC

At the international level, missions from different countries have come to Bahia in order to know the project and sign technical cooperation conventions, and to obtain knowledge, and to implement similar projects in their countries.

Portugal signed a technical cooperation convention with the Bahia state government in March 1997, and opened its first unit in April 1999 in Lisbon. Nowadays, they have six Lojas do Cidadão [5] in the country.

In February 2000, a SESAC member joined the United Nations Mission to Cuba to show Bahia's successful Public Service Delivery model to local authorities, and to evaluate the stage of the public services delivery in Havana.

In September 2001, Bahia´s State government signed a convention with the Interamerican Bank to give technical support to Bogotá's local government in projecting units with the same quality standard than SAC.

We also received missions from the World Bank public service division, and countries like China, Belgium, El Salvador, Cape Vert, Trinidad and Tobago, Marrocos.

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(5) Lojas do Cidadão (Citizens'Shop) – Name Given to the units of public service delivery in Portugal

4.9. Follow up and Evaluation

In the SAC project the follow up and evaluation are continuous.
The citizens participation in the system of evaluating the services provided revealed an approval rating of 94.7%.

This high approval rating might be influenced by the difficulty citizens use to have to access the public services before SAC units implementation.

Adjustments of the space distribution among the different departments are periodically made, as well as SAC expansion, with the inclusion of additional services considered necessary for the citizen.

To improve the quality of the most demanded services, a management system was developed and implemented with interactive communication aimed at managing lines, by providing vouchers indicating the estimate time for the service to be rendered, controlling the attendants performance, evaluating the time spent on each process, measuring the customers' satisfaction level, producing statistics on service delivery, allowing users to express their satisfaction regarding the service delivery, getting information about services, necessary documents, units working schedule and taking appointments.

Besides those facilities, the SAC Fácil System[6] allows units and SESAC managers to accomplish the daily movement by accessing the management module at their offices.

To follow up and evalute the SAC Units fulfillment in order to improve services efficiency and quality at a low cost, SESAC uses quality and productivity indicators.

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(6) SAC Fácil System – Easy SAC System – Name given to the system because it made easier to the citizen to use units after its implementation.

The institutional assessment system, uses indicators that reflects the expectation of managers, users, partners agencies and workers. The results obtained allow identifying the deviation, implementing correctives actions and defining standards of performance.

4. Conclusion

In many countries, program to increase the effectiveness and efficiency of public management have had limited success. One reason for this is that they lack the strategies to achieve one of the key goals of reform, namely improving service delivery to the public.

One of the fundamental objectives of the reform of the State apparatus in Brazil, according to the Ministry of the Federal Administration and Reform of the State (1998:11), was the increasing of the administrative capacity of the State, modernizing the public administration, and going back to the search of the efficiency and of the quality in the service to citizens.

Result-oriented management is an important element for improving service delivery, but countries often do not have the structures or processes in place to implement such an approach.

The SAC experience of Bahia appears to be the future of governance in the developing countries, wherein customer satisfaction is accorded the highest priority.

At the first sight, SAC seems to be a gathering agencies sharing the same physical space. But, this organization is a lot more than a simple architectural solution.

Indeed, SAC is an organizational model that has as its focus the citizen and the continuous improvement of its processes. This is what drives the adoption of

new administrative practices, and technology resources to avoid the excess of formalism and inefficiency.

This model lifts up the standard of quality, efficiency, and productivity of public service, as much in the perception of their users as in the conception of their managers and staff responsible for attendance.

The traditional structure of bureaucratic and hierarchical from SESAC stand a flexible formation that brings together all involved partners preserving heterogeneity and positively influencing the improve of the delivery service.

This model reveals that it is possible to live with different forms and different organizational cultures, since the final objective is clear for all.

SAC´s success changed the paradigm of public service in the State of Bahia, and opened ways for the implementation of new solutions to old problems, creating a favourable environment for innovations.

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