A challenge to build the professional profile of the public manager in Perú
[Un desafío para construir el perfil profesional del gestor público en Perú]

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Resumen

El objetivo de la investigación fue analizar el perfil del gestor público en Perú. Metodología: Enfoque cualitativo, estudio de caso. La población estuvo conformada por 6 participantes quienes son gestores públicos del sector educación de diversas instancias jerárquicas, quienes aceptaron participar voluntariamente. Se aplicó una entrevista con preguntas abiertas a profundidad. Los resultados: los participantes expresan que el líder gestor público que gestiona debe mantener comunicación y consenso con argumentación haciendo la reflexión del desempeño laboral para logro de objetivo y de eficiencia. Asimismo, en su mayoría los gestores indicaron que no son evaluados a través de instrumentos o rubricas de evaluación desempeño. Sin embargo, lo que se percibe periódicamente que se evalúa el cumplimiento de compromisos y metas a lograr anualmente. Por otro lado, se comparten la idea de que la retroalimentación es importante para identificar, resolver algunas situaciones de trabajo que limitan la gestión. Se concluye que el perfil de gestor público de altos cargos pedagógicos en el sector educativo, carecen de una evaluación con instrumentos validados. Ante esta situación es necesario socializar las rubricas de evaluación con los gestores. Cabe señalar que, en la práctica se percibe que el desempeño laboral está siendo evaluados por metas y objetivos. Los especialistas pedagógicos sostienen la necesidad de fortalecer las competencias generales en el campo laboral, no sólo al inicio de su ingreso y al final de su designación, sino hacerlo en forma continua poniendo énfasis en sostener una gestión altamente competente que eleven la calidad de los servicios que presta en sector educativo.

Palabras clave: Perfil del gestor público, desempeño, competencias, evaluación.

Abstract

The objective of the research was to analyze the profile of the public manager in Peru. Methodology: Qualitative approach, case study. The population consisted of 6 participants who are public managers in the education sector from different hierarchical levels, who agreed to participate voluntarily. An interview with in-depth open-ended questions was conducted. The results: the participants expressed that the public manager leader who manages must maintain communication and consensus with argumentation, reflecting on work performance to achieve objectives and efficiency. Likewise, most managers indicated that they are not evaluated through performance evaluation instruments or rubrics. However, what is perceived periodically is that the fulfillment of commitments and goals to be achieved annually is evaluated. On the other hand, they share the idea that feedback is important to identify and solve some work situations that limit management. It is concluded that the profile of public managers of high pedagogical positions in the educational sector lacks an evaluation with validated instruments. In view of this situation, it is necessary to socialize the evaluation rubrics with the managers. It should be noted that, in practice, it is perceived that job performance is being evaluated by goals and objectives. Pedagogical specialists maintain the need to strengthen general competencies in the labor field, not only at the beginning of their entry and at the end of their appointment, but to do so continuously, with emphasis on sustaining a highly competent management that raises the quality of the services provided in the educational sector.

Keywords: Public manager profile, performance, competencies, evaluation.

1. Introduction

Currently, education is a priority in the global development agenda, being a fundamental aspect for the development of a country (World Bank, 2018). For the Organization for Economic Cooperation and Development (OECD, 2015) established a different paradigm for public management, characterized by focusing on the effects of efficiency, effectiveness and better provider; update centralized and hierarchical systems with decentralized management environments. Among public regulations, the package of objectives, selections and movements that includes a country that allows it to remedy social problems (Robles, 2013). In this sense, some studies express that the training process of public servants in education, lack skills in educational management in competencies, skills and attitudes to raise the effectiveness and efficiency of the services provided in public management (Gomez and Arango, 2012).

Thus, education specialists, as part of their activities, accompany and monitor teachers to generate spaces for reflection on the skills and mastery they show during the teaching process (Ávila, Hernández, Del Rocío, & Zambrano, 2016). The characteristics of the profile of the public manager have capabilities and traits that an individual has, this assumes that he/she can be designated tasks according to the competencies required to perform as a manager (Hawes & Corvalán, 2005). Therefore, the public manager is a leader who has the pedagogical and management tools and experiences to meet the requirements of the educational model in force in a country.

As for the management by processes are the set of knowledge, standards and particular tools with the intention of allowing the first level concept to be concretized and refers to the fact that identifying the principles applied to the control of the system is not a clean task, due to the fact that they are immersed in what is known as organizational intelligence, which allows the employer to live and develop and can respond comprehensively to the demanding situations of the environment (Perez, 2010). Undoubtedly, the monitoring, evaluation and management of information, refers to the computer system that an entity has and that involves its operation in computer networks and programs specially designed for the proper functioning of all areas (Chávez, 2010). Finally, the monitoring and evaluation scheme focuses on political objectives and the evaluation of their consequences (Martínez, 2013). This is how the State promotes a civil service that comprehensively fosters the improvement of static and realistic standards (Servir, 2018).

In this sense, in Peru, through the results obtained in the test of the international program for the evaluation of students PISA (2018), it was evidenced the existence of a great deficit in school performance, ranking among the last countries at the regional level. Faced with this situation, the Ministry of Education takes into account as a strategic objective of the National Education Project to 2021, to implement support programs and pedagogical assistance for in-service teachers and managers through education experts. So, strategic planning is referred to an understanding plan in which management collects the numerous company options it has adopted (Sainz, 2012). It should be noted that the annual plans of institutional operational elaboration, are the executive instrument that allows the execution of the numerous institutional strategies, on this it is certain what will be the annual goals of each objective, in addition to all the activities and obligations that are vital to carry out for the success of the goods to offer (Presidency of Council of Ministers, PCM, 2017).

This is the fundamental reason for ensuring that the general competencies of the pedagogical specialists of the Regional Directorate of Lima (DRELM) and pedagogical specialists of the Local Education Management Unit (UGEL) established in the Functions Organization Manual (MOF) of the Ministry of Education can, establish the programming, coordination and execution of research, training, supervision, monitoring and accompaniment actions in Regular Basic Education (EBR)

giving account to the director of Pedagogical Management on their results (Dirección Regional de Educación Lima Metropolitana, 2011).

According to the case of admission to management positions in Regular Basic Education schools are established in the Teacher Reform Law No. 29944 (2012) and its amendments. In this scenario, the lack of an adequate selection and evaluation regarding the profile of those who occupy positions of public education managers could influence the effects obtained in the directors, teachers and students in their charge, being necessary to comply with the various general competencies as they are of utmost importance to achieve the improvement of learning in students that will be evidenced in the short and long term in the results of national and international evaluations. In important that the competencies and skills of a manager responds to the identification of a threat or strength and the evaluation will be addressed depending on the experience in an effective but not necessarily efficient manner caused by its adaptive mode (Lopez, 2015), (De la Garza and Barredo, 2018).

In summary, competencies can be understood as observable behaviors in work performance that allow an individual to act effectively. Their emergence and permanence in knowledge, desire and ability to achieve their goals, reasons why it is worth considering that subjects produce effective performances if they know how and if they can predict the effect of their actions. With the above described, the integration of cognitive and affective aspects related to work behavior is observed (Luyo, 2012). Likewise, the need for self-assessment of competencies in managers is raised (Benítez, Muñoz, Inmaculada & Ramos, 2013 and Mareque & De Prada, 2018). In the same line of thought, competencies allow not only to combine knowledge, skills and attitudes, but also a motivation that develops gradually throughout the educational process. Teachers and Educational Directors are in charge of this arduous task of modeling and coaching students' performance to help them develop the required competencies.

According, to the most common ranking of competencies by authors in the educational field is that of basic competencies (those necessary to correctly manage society and the workplace), generic competencies (those common in some occupations that are acquired through a systematic learning process), and competencies specific to an occupation and with high specialization, the latter two types are essential to master such professional competencies (Lopez and Parra, 2017).

Indeed, general competencies are common to all professions and, in turn, are made up of three types of competencies: (a) instrumental, they comprise analysis and synthesis, organization and planning, as well as management and information skills; (b) personal, they include teamwork skills, interpersonal relationship management skills and ethical commitment; and (c) systemic, they comprise creativity, leadership, autonomous learning and adaptation to new situations, among other competencies (Ruiz et al., 2017).For its part a holistic approach to the creation of competency models. Holistic management model. Competence points to the need to assess managerial competence holistically, that is, to assess three basic pillars. Knowledge capacity, application skills and social maturity of each manager. Using the holistic model of competence we can avoid the situation when we select managers who are underqualified, thus making their work incompetent (Porvaznik, 2013).

It should be noted, that developing the skills of public employees is important in order to continuously improve and adapt the competencies of the workforce important in order to continuously improve and adapt the competencies of the workforce and human capital. Competency based management and the use of common job profiles. These are the tools for advanced strategic guidance. Enterprise-based management influences all key areas of human resource management: planning, recruitment, training, development and mobility. Thus, the competency framework would help governments to identify competency gaps and strategies to fill them (OECD, 2015).

With what has been expressed, it can be asserted that there are countries that have already implemented the labor competencies framework (OECD, 2018). Who in view of this experience have recommended implementing the competency management framework. A competency-based management could help the Slovak central government to ensure the merit principle in recruitment and selection arrangements, while standardizing the structure of job descriptions in ministries, which is easier to promote mobility. The idea is to establish at least minimum standards and then use competency tests to complement this assessment for a better quality of the selection process. In the systemic skills, leadership stands out because of the ability to establish dreams, the potential to negotiate and solve problems correctly. Likewise, for each organization it is very essential that leaders use their information and specifically their skills to lead those in charge to acquire the established desires and improve their productivity (Reyes, 2016, Toledo, 2018).

Finally, the implementation of the competency framework in public managers in the education sector, requires a central reform. Like any other change it can be difficult for implementation and commitment of all employees. But the benefits in countries that have already implemented the competency management framework demonstrate this (Trujillo,2014). It is essential that public managers recognize their strengths and weaknesses regarding their competencies as managers so that they can be aware of maintaining continuous training in the competency management model to strengthen their leadership capacity and management skills to raise the quality standards of the services they offer within the education system.

2. Methodology

The study had a qualitative approach, basic type, case study design. The population consisted of 6 participants with inclusion criteria which were: (a) public managers appointed in the public competition for access to positions directors and specialists in education of UGEL and DRE of regular basic education RSG N° 279-2016-Minedu in accordance with Law N° 29944, Law of Teacher Reform, (b) work experience in the Metropolitan Lima Region, (c) have an age range of 40-60 years, (d) have a degree of education at least postgraduate, (e) only those who agreed to sign the informed consent and perform specialist and managerial functions were considered as interviewees. The coding for the 6 educational managers was as follows: 2 educational managers of the Regional Directorate of Metropolitan Lima (Code: GD1 and GD2), 2 educational managers of the Local Educational Management Unit 02 (Code: GU1 and GU2) and 2 managers of flagship schools (Code: GC1 and GC2).

To collect the data from the observation of the study categories, the interview was used as a qualitative research technique and it is prepared on the idea of a set of open questions elaborated in relation to the categories proposed in the categorization matrix of the research, which were applied to the pedagogical managers of the Regional Directorate of Metropolitan Lima and the Local Educational Management Unit 02, as well as to the principals of flagship schools of Metropolitan Lima.
The theoretical framework and the reality of the results of the Program for International Student Assessment (PISA 2018) were analyzed, the categorization matrix was elaborated from which the interview script was obtained with the questions required to conduct the interviews for the analysis of the research, which has been validated by expert methodologists who verified that they comply with objectivity.

Table 1
Categorization matrix

Subcategories	Indicators	Questions
Instrumental competences Solanes, Núñez and Rodríguez (2008, p.74) refer that it is related to performance and evaluation of educational consequences, self-confidence and motivation of the worker to acquire the proposed responsibilities or objectives.	Job performance	1. How would you rate your performance in doing your job? Describe it yourself. 2. Is your performance evaluated by your superior, how often? 3. Do you receive feedback on your appraisal, how? 4. In what way do you establish systems to optimize the use of resources? 5. Do you consider that you achieve the institutional objectives or goals? In what way? 6. What are your strengths and weaknesses in work organization? What would you do to overcome them?
	Management skills	7. How do you handle adverse situations as part of maintaining your job performance?
Systemic competencies Solanes, Núñez and Rodríguez (2008, p. 74) state that leadership represents a systemic competence, because it develops the capacity to establish dreams, the potential to negotiate and solve problems correctly.	Leadership	8. What characteristics do you think you should have as a leader? Will transformational leadership be effective? 9. How do you make it possible for other workers to accept your ideas or proposals? Will it be important to coordinate and reach agreements to get the job done?

In a second stage of the research, we made arrangements to request appointments with public managers of the Regional Directorate of Metropolitan Lima, who repeatedly could not due to their time and work in the field, finally achieving the acceptance and signing of informed consents to interview two of them, even in other places closer to their home, in the same way we made arrangements with the head of the AGEBRE area of the Local Management Unit 02, having immediate response of acceptance, however, we went several times due to events to carry out the interviews. Finally, the respective contacts were made to be able to interview the directors of emblematic schools in Metropolitan Lima who were initially somewhat tense, but then an atmosphere of empathy was generated between the researcher and the interviewee, coinciding in the interest of offering points of view that strengthen the study of the research, with a duration of about 20 minutes in its execution.

At the end of the interviews, the transcription of the recorded audios and written material collected in the field was carried out for the systematization of the interviews based on the objective set and the preconfigured coding. Subsequently, the respective analysis was made comparing the a priori categories against the analyzed phrases and to identify the emerging categories, to finally obtain the results based on what was developed throughout the development of the research.

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	Resolving capacity	10. What work activities give you satisfaction? 11. Do you concentrate easily in the execution of planned activities?
Interpersonal competencies Solanes, Núñez and Rodríguez (2008) suggest that they are associated with the ability to work in groups, act with empathy, touch and listen, with No are unusual objectives of those responsible.	Interpersonal relationships	12.How is the relationship with other colleagues?
	Teamwork	13. What considerations do you contemplate during teamwork? 14.How is communication during teamwork?

In order to provide the results of the research work, an exhaustive analysis was made of all the information collected, which was processed and contrasted with the data obtained from the analysis of the interviews conducted with the education specialists.

3. Results

The 6 educational managers of the Regional Directorate of Metropolitan Lima, Educational Management Unit and principals of flagship schools answered the following questions:
1. as a leader what peculiarities do you think you should have? *The educational managers of the DRELM maintain that: "Be visionary, have principles, decisive, able to bring people together"; "Be communicative and organizer".* (GD1, GD2).

For their part, UGEL pedagogical managers indicated: "*To be assertive, charismatic, sympathetic, participative and involved"; "To be a person capable of communicating, capable of having a horizontal treatment towards others, having a vision towards the future, projecting, considering each member of the team as a very important factor.*" (GU1, GU2).

In turn, pedagogical managers of emblematic schools stated: "*Knowing how to listen to others, having empathy and going along with the rules", "Having social skills to work as a team taking into account the institutional objectives, being democratic*" (GC1, GC2). (GC1, GC2).

2. As a leader, how do you ensure that ideas or proposals are accepted by your staff? The pedagogical managers of the DRELM maintain that: "*We must reach consensus when there are opposing ideas, making an evaluation consistent with the purpose we want to achieve. "Persuading, sustaining ideas, refuting and reflecting on what has been expressed*." (GD1, GD2).

For their part, the UGEL pedagogical managers indicated: "*Making use of dialogue and communication, here we talk a lot, so through dialogue and communication we come up with proposals with support to be accepted by the majority"; "Making use of arguments, when I put forward an idea or proposal, I refute it, if there are people who refute it with other ideas and argue it, I know how to understand*" (GU1, GU2). (GU1, GU2).

In turn, principals of emblematic schools stated: "*Avoid imposing, use the power to convince by arguing the reasons for a situation. It is hard because there are specific situations that occur and*

it has been a little difficult to make it understood, but things are clear from the first day, discounts, tardiness, tolerances and permits, including the management staff" (GC1, GC2). (GC1, GC2).

3. In what period of time is your performance evaluated by your superior? The pedagogical managers of the DRELM maintain that, "*We are certainly not evaluated, we only fulfill our responsibilities according to our goals to be achieved." "We are not evaluated for our performance with an evaluation instrument, however, I perceive that we are evaluated through observation*" (GD1, GD2).

For their part, the UGEL pedagogical managers indicated: "*We will be evaluated at the end of our appointment, which through a public competition we assume for three years, which will be fulfilled next year according to the norm, this evaluation will be by our immediate superior boss", "Every year we are evaluated, a self-evaluation of goals to be achieved is carried out. Subsequently we will be evaluated with the use of a rubric, considering the evidence of everything developed*" (GU1, GU2).

In turn, principals of flagship schools stated: "*Continuously, through the UGEL pedagogical managers when they visit our educational institution, observing the good practices we develop to achieve learning", "We lack an evaluation or monitoring sheet for our performance as pedagogical managers, but we do receive supervisory visits from UGEL pedagogical managers*" (GC1, GC2).

4. After a performance evaluation, do you receive any feedback, and if so, how? The pedagogical managers of the DRELM state that: "*We are given guidance on how to perform our work, for this purpose several work meetings are held". "We are not given any feedback, I have an intuition that I must be doing well, there is no evaluation tool to evaluate us, even though it is possible that the short time is a reason"* (GD1, GD2).

For their part, the UGEL pedagogical managers indicated, "*We are the ones who evaluate each activity we develop, we fulfill the Annual Work Plan (PAT) with various actions that are budgeted or not, as well as we prepare a report and establish new goals to achieve next year." "We carry out a co-evaluation as a team at the end of the year based on the goals established for each of the actions that we have outlined, giving us feedback as a team based on the weaknesses that were located for next year's improvement*" (GU1, GU2).

In relation to the principals of flagship schools, they indicate that: "*We receive feedback on our performance through training, workshops, etc." "We do not necessarily receive feedback from the Ugel, I think it is necessary for us to evaluate ourselves every day, apart from the fact that we are being monitored to improve our performance*" (GC1, GC2).

5. Regarding the economic or human resources for which you are responsible: *How do you establish systems of optimal use? The pedagogical managers of the DRELM maintain that: "Delimiting the purposes established for each action to be developed and organizing all available resources for its execution", "We have organized ourselves taking into account the size of the teaching population of each Ugel that each one of us is in charge of and with that the resources are allocated, although most of the time they are not enough*". (GD1, GD2).

For their part, the UGEL pedagogical managers indicated: "*In relation to the budgets allocated for each area, these are given in relation to the established objectives. In such a way that we coordinate the distribution of economic and human resources in each of the different teacher training workshops that are executed, prioritizing the most important needs." "I only count on financial resources for each of the activities already established to develop, however, it is necessary to optimize all the material economic resource that arrives for the workshops with the teachers since we account for everything used by means of a report.*" (GU1, GU2).

In relation to the directors of emblematic schools, they indicate that: "*Currently, we only count as economic resources the income from garage rent, which is taken to be able to execute diverse pedagogical activities with the students. Regarding human resources, we are still in the process, since we count on Sutep bases in the teaching staff." "The economic resources are oriented entirely to the benefit of the students, concretizing in the achievement of their learning. Thus, we are currently executing a model project of the United Nations with optimal results in the improvement of oral competencies, which is being consolidated day by day.*" (GC1, GC2).

4. Discussion

The study showed that the professional profile of the public manager in the education sector requires ongoing evaluation and feedback to strengthen educational management skills during the exercise of their performance, this action is not only efficient representation, but, to achieve the objectives, management skills that strengthen the organization, teamwork, empowerment and empathy are needed. In this sense, the interviewees distinguish that they fulfill their objectives most of the time by personal decision, invigorating with self-financed training spaces to be efficient. These findings coincide with Aliaga (2016), who argues that the development of systemic competencies allows optimizing the work of educational managers, with the possibility of coordinating and deploying ideas that propose and exercise transformational leadership.

The public manager achieves the competencies of the profile with a rotation in a specific area of the public sector and these are based on economic theories of labor supply and demand (Grissom, Viano and Selin, 2016). It is indisputable, that various factors that restrict improvement, that produce negative impressions, that influence managers when they make decisions to leave or persist (e.g. loneliness, inadequacy and uncontrollability), unsatisfied perspectives and extraordinary and stressful events that trigger the actual decision, come into play.

In relation to the feedback on the evaluation, those consulted share that the importance of evaluation and feedback, allows to underpin the management coherent to the strengths and to work on the improvements of the weaknesses found during the evaluation, however, there are certain visions which are not given and the worker is on his own. Giving rise that the consequence obtained differs with Martinez (2013) when he pointed out the importance of an outline of search and evaluation that focuses on political objectives and the evaluation of its results, in the same way he disagrees with Porvaznik (2013) who raised the need to evaluate the managerial competence in an integral way, that is, to evaluate three basic pillars, the knowledge capacity, application skills and social maturity of each manager or specialist.

Consequently, using the holistic model of competence we manage to obviate the situation when we select managers who are unsuitable, therefore, their work is incompetent. In turn, performance and evaluations in the educational field have a direct correspondence with the self-confidence of the educator or public sector personnel, as well as the stimulation of the worker (Solanes, Núñez and Rodríguez, 2008). Therefore, it is necessary, in terms of instrumental competencies, to train and permanently update pedagogical specialists in the management skills required by the position. It is also necessary to accompany and evaluate them in a constructive manner, providing them with timely feedback.

As for the optimal benefit systems of economic or human resources, they are determined according to the objectives, the existing resources are constituted, prevailing the benefits directed

to the students to optimize their competences. In this regard, human capital is essential for the achievement of objectives and competencies.

It is undeniable, that holistic managerial competence is inescapable that the performance appraisals of managers in public sectors consent to identify management actions that benefit encumbrar the competencies of students and the quality of educational services within the organization (Skorkova, 2016). In this sense, managers need to fortify their competencies within the organization benefiting teamwork, empowerment and empathy at work. It should be noted that in order to excel in different situations, it is necessary to react calmly and to comply with the respective rules and laws. They also indicate that consensus must be reached when opposing ideas are presented, through dialogue. Likewise, the numerous instruments help to optimize the management and reaction skills of the members in charge in the face of setbacks, such as the technique for management distinguished as know-how, whose control admits facing management policies and techniques (Gómez, Kanashiro and Reynaga, 2017).

The public manager in the education sector sustains that the monitoring and follow-up of its work performance is distinguished to evaluate the resolutive capacity for the realization of periodic activities. Likewise, that evaluations demand feedback to highlight management conditions that may arise during their work performance.

Finally, the Programs of execution of professional performance evaluation to public educational managers fortifies the professional profile of the high pedagogical positions in the sector; offering them continuous learning training from the different autonomous organizations internationally endorsed, this with the purpose that the pedagogical specialists manage to deploy better in their labor field, and in the same way to evaluate their general competences according to their labor performance with validated instruments not only at the beginning of their entrance and at the end of their nomination, but to do it with greater emphasis in the process during the time of their nomination. Management programs should be defined at the different levels of management. Administrative management and pedagogical management should not be intercepted, as this generates the difficulty of delay in the fulfillment of the objectives, responsibilities and goals established. As for interpersonal relations, it is essential to treasure the communication in the team, empathy, communication, respect and receptivity is cardinal to develop an assertive teamwork within the organization benefiting the work environment.

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