

How Brazilian Institutions for the Education and Training of Civil Servants Are Dealing with Values, Ethics and Governance

by

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The achievement of political rectitude in Brazil's political and administrative system is nowadays a top priority. Corruption, lack of transparency, scant accountability and the weak application of rule of law endanger democracy and the respect for citizens' rights.

On the other hand, Brazil shows a sound and relevant group of institutions devoted to the education and training of public servants, such as, among others, the National School of Public Administration, the Ministry of Finance School, the Ministry of Foreign Affairs Institute, the Audit Court Institute, The Judicial Court School, as well as several institutions belonging to both the federal states and the local authorities.

The proposed paper will show the results of field research made by the authors in order to assess how these organizations convey and promote the public service values related to democracy, citizenship, social responsibility, ethical behaviour, and how they reconcile the promoted values with their own institutional values and management practices (funding, marketing, human resources, recruitment).

In addition, the research tries to assess the institutions' view in relation to the economy of education's main alternative; namely, if they see education as a way of preparing for the work market or, from another perspective, if they consider human education as a whole and as a part of a wide social project.

The research universe is composed of ten national government schools, ten federal state institutions, three local public service schools and one non-governmental school.

1. Introduction

Nowadays, ensuring political rectitude in Brazil's political and administrative system is a top priority concern. Corruption, lack of transparency, scant accountability and the weak application of the rule of law endanger democracy and the respect for citizens' rights.

On the other hand, Brazil has a sound and notable group of institutions devoted to the education and training of civil servants including, among others, the National School of Public Administration, the Ministry of Finance School, the Ministry of Foreign Affairs Institute, the Federal Accounts Tribunal

Institute, The Judicial Court School, as well as several institutions belonging to both the federal, state and local authorities.

This paper presents the results of field research conducted by the authors in order to assess how these organizations convey and promote public service values related to democracy, citizenship, social responsibility and ethical behavior, and how they conciliate the values promoted with their own institutional values and management practices (funding, marketing, human resources, recruitment).

The research also attempts to assess the viewpoint of institutions in relation to the main Education Economy alternative, namely, if they see education as a way of preparing for the labor market or, taken from another angle, if they consider human education as a whole and as part of a broader social project.

The research universe is composed of three national government schools, two federal state institutions, one local civil service school and one non-governmental school. Table 1 shows the names and main characteristics of institutions analyzed for this study.

This survey was conducted during the period from December 2005 to February 2006.

2. Characteristics of institutions researched

Table 1. Institutions included in the survey - main characteristics

Acronym	Name	Government Level	Target public	
			Number	Nature
ENAP	National School of Public Administration (<i>Fundação Escola Nacional de Administração Pública</i>)	Federal	22 250	Civil servants related to public policy direction, advising and management.
ESAF	Higher School of Revenue Administration (<i>Escola Superior de Administração Fazendária</i>)	Federal	3 500	Civil servants of the Ministry of Finance.
ISC-TCU	Federal Accounts Tribunal - Serzedelo Corrêa Institute (<i>Tribunal de Contas da União – Instituto Serzedelo Correa</i>)	Federal	5 000	TCU analysts and technicians. Also, other civil servants working in fields of interest related to the TCU competences.
FDRH	Human Resources Development Foundation (<i>Fundação do Desenvolvimento dos Recursos Humanos – RS</i>)	State (State of Rio Grande do Sul)	736 433	Senior, middle and operational officers, as well as senior and strategic managers of the State Government.
FJP	João Pinheiro Foundation (<i>Fundação João Pinheiro - Minas Gerais</i>)	State (State of Minas Gerais)	5 000	Middle and operational officers, as well as senior and strategic managers of the State government and High School graduates.
IMAP	Municipal Institute of Public Administration (<i>Instituto Municipal de Administração Pública</i>)	Local (City of Curitiba, Paraná)	25 000	Civil servants of the City of Curitiba (Capital of the State of Paraná).
IBAM	Brazilian Institute of Municipal Administration (<i>Instituto Brasileiro de Administração Municipal</i>)	Non-governmental	3 000	Senior and strategic managers, mayors and city councilors, local public policy advisors, as well as NGO heads and technicians

Description of institutions included in the survey

The **National School of Public Administration (ENAP)** is a public foundation linked to the Ministry of Planning, Budgeting and Management. Its main objective is to develop the competences of civil servants to enhance the capacity of government in public policy management. ENAP's target is civil servants with responsibility for the overseeing, assistance and management of public policy. From a universe of approximately 500 000 federal civil servants, ENAP's priority public are the 21 200 servants who occupy positions of trust, some 600 Specialists in Public Policy and Government Administration (EPPGG) and 450 Planning, Auditing and Management Analysts (APO).

The **Higher School of Revenue Administration (ESAF)** is a unit of the Treasury Ministry (MF). ESAF has 10 regional training centers. Its target public includes the 3 500 MF servants.

As is the case with ENAP, some of the courses taught by ESAF are part of the selection process for public office in the area of finance and control. The initial training courses for the careers of Analysts and Technicians in Finance and Control are mandatory, both for the National Treasury Department and for the Federal Attorney-General's Office. The advanced Training Course is also mandatory for promotion in these careers.

The **Serzedelo Corrêa Institute of the Federal Accounts Tribunal (ISC-TCU)** is a unit of the Federal Accounts Tribunal (TCU). Its mission is to promote the ongoing education of the civil servants of the Tribunal, seeking to develop effectiveness in the external control of public administration. ISC performs on demand, particularly in three areas. The first is the area of management, where programs cover the managerial competences required for External Control. The second relates to the basic competences, including courses in IT, Portuguese and other languages, specific management systems (personnel, budget, finances, etc.). The third is related to the technical competences, encompassing the specific content of auditing and fiscal responsibility, among others. ISC-TCU is also responsible for the admission courses for the career in external control.

The **Human Resources Development Foundation (FDRH)** is a public foundation linked to the Department of Administration and Human Resources of the State of Rio Grande do Sul. FDRH operates on three fronts. Firstly, it promotes the training of civil servants and trainees. Secondly, it assists in the area of admission examinations and, thirdly, in the placement of trainees in the public organs in the federal, state and municipal sectors. The potential target public of FDRH includes all the 736 433 state civil servants.

The **João Pinheiro Foundation (FJP)** is a foundation linked to the Government of the State of Minas Gerais (MG). The FJP Government School (**EG/FJP**) is a separate unit of FJP. The School offers undergraduate and graduate courses, as well as ongoing education programs geared to civil servants, community agents, professionals and other people that work in connection with governmental activities. **EG/FJP** offers a Higher Education Course in Public Administration, the scope of which is to train in the formulation, implementation and evaluation of public policy. The course is geared to professionals who, after graduation, will take up a career as Specialists in Public Policy and Government Management.

The **Municipal Institute of Public Administration (IMAP)** is a government corporation linked to the City Hall of the City of Curitiba (PCC), State of Parana. Within its structure, IMAP has the Public Administration School (EAP), which assists in the professional development of the approximately 25 000 municipal civil servants.

The **Brazilian Institute of Municipal Administration (IBAM)** is a non-governmental organization, which works together with the Brazilian municipalities in order to strengthen their capacity to formulate policy, render services and promote local development. IBAM's public consists of higher-level and strategic managers, political agents, (mayors and aldermen), municipal councilors and leaders and

technicians of non-governmental organizations (NGOs). In 2004, approximately 3 000 people participated on the IBAM programs, including both regular students and distance learning alumni.

3. Characterization of the respondents

Ten people filled out the questionnaires (two federal schools that have decentralized units filled out more than one form). The respondents of the research occupy high level positions (50%) or are responsible for the formulation and execution of programs of the schools researched (50%). Forty percent of them hold a Master's degree or PhD, 40% have completed *lato sensu* graduate studies and 20% are graduates. Eighty percent of the respondents worked as public servants for over 20 years. With respect to the length of service in the school researched, the answers varied significantly, as 20% had been in the school for less than two years, 10% between 2 and 5 years, 30% between 5 and 10 years, 20% between 10 and 20 years and 20% for over 20 years.

4. Questions relating to values, ethics and governance

Table 2. Opinion of the respondents on the main role of education

Main role of education	Number of replies	
	Absolute	%
To prepare for the labor market	0	0%
To train human beings for a broader social project	8	80%
Other	2	20%
Total	10	100%

Source: Survey conducted during the period between December 2005 and February 2006

Eighty percent the respondents support that the main role of education is to train people for a broader social project. Two respondents (20%) identified other roles for education: 1) to create critical individuals respectful of civil rights; 2) to develop the competences of civil servants to increase the government's management capacity.

It should be pointed out that discussion in Brazil on the main role of education is strongly influenced by German thinkers. These thinkers are divided up into two main streams: for the first stream, work loses its value as the key sociological category in the confrontation between communicative reason and instrumental reason (Habermas, Offe *apud* Trein, 1991); for the second stream, there is only a crisis in the labor world (Baethge, Markert *apud* Trein, 1991).

This discussion has also influenced the definition of the role of education. And here, too, we can identify two main streams. The first is based on the education economy and sees education as an important production factor. Following this line of thought, the government schools should serve the function of educating the world for the purpose of work. The other stream sees education as being inserted in a broader societal project, *i.e.* training what is known as the *multi-faceted* or *omnilateral* man, which, according to Manacorda (*apud* Frigoto) corresponds to the conquest by man of a full spectrum of abilities, which include the capacity for consumption and enjoyment of the use of all material and spiritual assets, from which the worker has been excluded as a consequence of the division of labor.

The set of responses in the research indicates that the government schools have transcended the discourse of the Education Economy, which was present in the educational scenario in the 1980s and 1990s.

With respect to the values that should be transmitted and promoted in the programs for the training and qualification of civil servants, 41 different replies were identified. As there was no instruction for differentiating values and virtues, the respondents identified both categories. Chart 1 lists the replies obtained.

Chart 1. **Main opinions of the respondents with respect to the values and virtues that should be transmitted and promoted to civil servants**

<ul style="list-style-type: none"> • Coherence of discourse and practice, transparency, no corruption, ethics, accountability • Competence • Commitment to the public interest, to the quality of services rendered, to effectiveness • Knowledge of the institution as a whole • Specific technical knowledge • Knowledge of partnership use and teamworking • Development of a critical vision, working towards improvement • Efficiency, proper performance • Attuned to society • Initiative and autonomy, due respect of rules and guidelines 	<ul style="list-style-type: none"> • Improvement of relationship with the internal and external public of the institution • Opening up to the participation of society • Pro-activity, innovation • Promotion of citizenship • Respect for democracy and human rights • Respect for diversity and responsibility for the social insertion of minorities, tolerance • Respect for the citizen-client • Respect for contracts • Responsibility for the reduction of social inequality • Rights and duties of the civil servant • Social and environmental responsibility • Sustainable development
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Source: Survey conducted during the period between December 2005 and February 2006.

All of the respondents think that the values/virtues listed are transmitted and promoted in programs in the government schools researched. The most common form of promotion according to the respondents is by means of the programmatic content of the courses, programs and events (80%). The second form of promotion (60%) is the approach used by teachers in the classroom. Formal or informal contact with the higher management, academic coordination and professors of the school was mentioned by 40% of the respondents. The replies prove the importance of the choice of programmatic content of the courses and of the professors who teach this content.

Table 3. **Way in which values/virtues are promoted by school**

Manner of promotion of values/virtues	Number of responses(*)	
	Absolute	%
By the professor's approach in the classroom	6	60%
By the programmatic content of the courses, programs and events	8	80%
By the teaching methodology used in courses, programs and events	3	30%
In events (seminars, round tables, symposia, etc.) especially programmed for the promotion of values	3	30%
By formal or informal contact of the students with the higher management, academic coordination and professors	4	40%
By the teaching materials used in the courses, programs and events	3	30%
Total of respondents	10	

Source : Survey conducted during the period between December 2005 and February 2006

The research also sought to identify how the respondents reconcile the values transmitted with their own values and institutional management practices (financing, marketing, human resources, recruitment). The answers revealed the following:

- Three respondents (30%) stated that there was no need to reconcile their personal values with the institutional values and practices, since there was no conflict.
- Two respondents (20%) failed to answer the question, leading one to believe that either the conflict does not exist, or if it does exist it is unknown or explanation is avoided.
- Five respondents (50%) revealed the need to reconcile personal and institutional values.

The following aspects are worthy of note: divergences between personal values and institutional values were rare; two respondents revealed conflicts with respect to selection of professors in the schools.

In the strategies used to reconcile personal and institutional values, there is a certain limit, both on the part of higher management and the program formulators and executors, mainly in the schools linked to the government spheres at federal and state level, as revealed in the following answers:

- “Sometimes we have to resolve conflicts, registering what is not correct to our mind, but always taking into consideration the limit of our acceptance in relation to the change in institutional value, said limits being at a level that does not prejudice ethical educational principles”. (Higher Management)
- “The governability of a technician is low in certain circumstances. The options consisted of transmitting values in informal contacts with the students and seeking to introduce themes and professors who are more in line with our values, in the opportunities that arose, in addition to promoting internal meetings of the team and suggesting events for debate on national questions”. (Formulator and executor of educational programs)
- “Proceeding with a resumption of institutional values and, together with the Higher Management of the school, perform a review, in-depth study and understanding of the processes involved in the aforesaid contradiction, with a view to broadening individual values”. (Formulator and executor of educational programs)

All participants stated that they used dialogue, negotiation, debate and internal alliances as strategies to settle conflicts.

In an attempt to group the replies together, we prepared Table 4, which classifies the answers according to the categories of virtues and values, in line with the interpretation of the authors.

Table 4. **Virtues and values that should be transmitted and promoted among Brazilian civil servant according to the interpretation of the authors**

Virtues	Values
Commitment to serve society	Respect for the rights of each citizen and society in general
Critical and systemic vision	Social and environmental responsibility
Initiative	Familiarity with and respect for laws
Autonomy of ideas	Respect for diversities in beliefs, religions, age, social class, race and gender
Innovation	Citizenship
Democratic form of thinking and acting	Ethics

Source: Survey conducted during the period between December 2005 and February 2006.

The values interrelate, as do the virtues. For example, it is impossible to respect the rights of each citizen and society as a whole without being aware of and respecting the laws. However, knowing and respecting the laws means a lot more than just faithfully (or blindly) following legal precepts. The civil servants need to know and understand, for example, which were the pressure groups that were present in the legislative process and identify if the provisions are benefiting society as a whole (the public interest) or if only one segment of society is being privileged (private interest).

Respect for diversity would be made easier if the civil servants cultivate a democratic way of thinking and acting. They would also be favored by an autonomy of ideas, understood here as the attitude of maintaining one's beliefs and ideologies at the service of society, irrespective of the political/party positions prevailing at the moment. The critical and systemic vision favors respect for diversity and, consequently, ethics and citizenship.

References

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