



# CHALLENGES OF THE MANAGEMENT ADMINISTRATION: CASE STUDY ON THE POLICY OF CONTINUED TRAINING AND EDUCATION IN THE CHAMBER OF DEPUTIES

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## 1 Introduction

The study of the Legislative Power as an entity of the Public Administration is a recent topic in the literature. Only in 1970, with the advent of neoinstitutionalist theories, did the study come to be considered, especially in the United States (POLSBY; SCHIKLER, 2002). In Brazil, the analysis of the legislature as object of study is still incipient. Commonly, this Power is considered as a purely political institution, to the detriment of its administrative-organizational structure.

As a source for such a phenomenon, one must return to the old theories of division of State Powers. It was decided, in the Brazilian case, by the horizontal division of competences, giving rise to the three existing Powers: Executive, Judiciary and Legislative. The division theory of Powers began with Aristotle and was consolidated by Montesquieu. According to the philosopher and politician, each Power has the duty - according to the criterion called formal or subjective - to perform a specific, specific activity (MORAES, 2007).

The typical function of the Executive would be to administer. A of the Judiciary, to judge, and that of the Legislature, to legislate and supervise. There are authors who defend the thesis that the audit activity precedes the legislative one when it comes to the competences of the legislative organs.

However, this model is obsolete in view of the complexity of public administration management, which is why, as Bastos (1975, 98) points out, "the rigid initial scheme, whereby a given function would correspond to a single agency , has been replaced by another, where each

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Power, in a certain way, exercises the three legal functions of the State”.

Thus, each Power began to perform, in addition to its typical function, functions pertinent originally to the other Powers, called atypical.

As Santana (2013) enunciated, although the typical function of the Legislative Power is legal activity, the adjudicative function can be identified, for example, when the Senate processes and judges the President of the Republic for a crime of responsibility and the Ministers of State in crimes of the same nature. It also performs the administrative function by acting, among other activities, in the management of public assets under its responsibility, in the provision of its staff, in the exercise of hierarchical and disciplinary powers over its employees.

Due to the need to extrapolate the restricted view given to the legislative bodies, we observed the development of neoinstitutionalist legislative studies. In this line, Braga and Miranda (2013, p.10):

The neoinstitutionalism of legislative studies is a perspective of analysis focused mainly on the functioning of Congress from its own internal constraints, especially its rules of operation, and it can be understood as the analysis of a game: rules of action and interaction between players; personal goals (preferences) are taken as data; and the knowledge of the rules of the game and the action of the other participants is a presupposition.

## **2 Bureaucratic Administration x Management Administration**

Considering that the Legislative Power must also be studied according to the organizational prism, it is important to insert it in the complex context of changes that has been affecting the entire Public Administration.

Commonly, public power is seen as bureaucratic and conservative, while the private market is seen as a reference for innovative methods. Among the main dysfunctions of the bureaucracy, we can highlight: the internalization of the norms; the excess of formalism; resistance to change; the depersonalization of relationships due to excessive impersonality; standardization of decisions; compliance (RUA, 1997).

Since Margaret Thatcher and Ronald Reagan embarked on their state reform projects in the United Kingdom and the United States, most countries have begun to prepare themselves for more or less profound reorganizations of their state structures, as Costa (1998).

The first attempt to reform the Brazilian state took place in the government of Jânio Quadros and João Goulart (1961 to 1964), when the draft of the Administrative Reform Law was drafted. However, only in 1967, under the government of Castelo Branco, Decree Law no. 200 (BRAZIL, 1967) was published. The main objectives of the decree were planning, decentralization, delegation of competence, coordination and control. The plan failed because, in addition to remaining patrimonialist characteristics, the strategic core of the government was weakened.

Only in 1995, under the government of President Fernando Henrique Cardoso, did the

planned reform of the State, formally originated with the Master Plan for the Reform of the State Apparatus, began. The so-called "New Public Administration" aimed essentially at increasing the state's governance, decentralization of its apparatus and monitoring through regulation and control.

Historically, Public Administration can be divided into three distinct moments, as taught by Professor Bresser-Pereira (2001):

1. Patrimonialist Administration: at this stage, the apparatus of the state functions as an extension of the power of the sovereign. The positions are considered prebendas. As a consequence, corruption and nepotism are inherent in this type of administration. As democracy grows stronger, "patrimonialist administration becomes an unacceptable excrescence" (BRESSER-PEREIRA, 2001, p. 16).

2. Bureaucratic Administration: emerged in the second half of the nineteenth century as a way to combat the corruption and nepotism characteristic of patrimonialist administration. Its principles are: the professionalization, the idea of career, the functional hierarchy, the impersonality and the formalism. Administrative controls aimed at avoiding corruption and nepotism are always a priori. It starts from a previous distrust in public administrators and citizens. Thus, the State turns to itself, losing the notion of its basic mission, which is to serve society.

3. Management: emerges in the second half of the twentieth century as a response to the expansion of the state's economic and social functions to technological development and globalization of the world economy. The efficiency of Public Administration, translated into the need to reduce costs and increase the quality of services, having the citizen as the main beneficiary, then becomes essential. The reform of the State apparatus is predominantly oriented by the values of efficiency and quality in the provision of public services and by the development of a management culture in organizations.

In the Public Management, the strategy returns to the definition of the following objectives: guarantee of autonomy of the administrator in the management of human, material and financial resources; a posteriori control of results; competition within the State itself, where there is the possibility of establishing competition between internal units. At the organizational level, decentralization and the reduction of hierarchical levels become crucial. The emphasis on procedures (means) shifts to outcomes (ends) (BRESSER-PEREIRA, 2001).

According to Rua (1997: 143), the main transformations of the managerial model were "prioritization of the concepts of flexibility, strategic planning and quality, alternating the internal dynamics of public organizations" and the focus of public services to meet the demands and needs of citizens.

Management reform addressed four main dimensions: institutional-legal; human Resources; labor market in the public sector; cultural dimension and management dimension. The sectors of the State were divided into: strategic nucleus; exclusive activities; non-exclusive

services; production of goods and services.

The proposal for the modernization of bureaucratic administration, in terms of human resources, includes the adoption of a policy of professionalization of the public service, that is, a career policy, annual public tenders, permanent continuing education programs and performance evaluation.

This study focuses on the human resource dimension applied in the strategic core sector. The strategic nucleus is the government itself, *lato sensu*. It is the sector responsible for drafting laws and public policies, which includes the Legislative Branch and, consequently, the Chamber of Deputies.

The complex organizational context imposed by globalization and the crisis of the State since 1980 were factors that reinforced the need for change. In accordance with the precepts of Management and considering the importance of the study and implementation of innovative management tools in Public Administration, this study intends to investigate the policy of continuing education programs for employees of the Chamber of Deputies in the performance of its atypical function: to administer.

### **3 The Emergence and Evolution of Government Schools in Brazil**

The first attempts to systematize the activities of training, training and training of public servants in Brazil go back to the reform undertaken by the first Vargas Government (1930-1945) with the creation of the Administrative Department of Public Service (DASP), which was responsible for promoting the readaptation and the improvement of civil servants of the Union. The creation of the body represented a milestone in the task of professionalizing the Brazilian Public Administration, although the effects of the training were partial.

During the military regime, there was expansion and strengthening of indirect administration to the detriment of the organs of direct administration, patrimonialist practices and contracting without public contests prevailed. In 1980, during the period of democratic transition, the Foundation was created the Center for Training of Public Servants (Funcpep), representing an important advance for the training of federal civil servants. Still in the period of redemocratization, the National School of Public Administration (ENAP) appeared in 1986, initially linked to Funcpep.

In the following decade, with the proposal of management reform implemented by the Fernando Henrique Cardoso government, through which it was intended to introduce tools of the corporate world in the Brazilian Public Administration, the participation of government schools became fundamental. In effect, the term "schools of government" appeared for the first time in the Plan of Reform of the State Apparatus (PDRAE) - a document that led to the state reform led by Minister Luís Carlos Bresser Pereira (1995-1998).

In this context, ENAP ceased to be a board of Funcpep and became part of the structure of

the Ministry of Federal Administration and State Reform (MARE). It adopted the concept of "continuing education" and applied it to the training of several segments of employees, taking on their courses to prepare for change. ENAP also strengthened the strategic core of the State, with the resumption of public examinations and initial training for careers. Between 1995 and 1999, he trained 393 public policy and government management experts, and 219 planning and budget analysts. In addition, it began to focus on research related to the improvement of public management (PACHECO, 2000).

Also in relation to this period, it is necessary to register the edition of Constitutional Amendment No. 19/1998, which implemented the administrative reform and established the creation of government schools as a means of training and qualification of public servants, as foreseen in article 30, § 2, of the Federal Constitution (BRASIL, 1988):

§ 2º The Union, the States and the Federal District will maintain schools of government for the formation and improvement of public servants, and participation in the courses is one of the requirements for career promotion, for which purpose, the signing of agreements or contracts between the federated entities.

During the Lula Government, in 2006, the National Policy for Personnel Development (PNDP) was launched, encompassing organs of direct and indirect administration, with the purpose of broadening the results of the training processes and making more effective the offer of courses promoted by the schools of government. As a way of supporting the implementation of the PNDP, the Union Government School System (SEGU) was created, under the coordination of ENAP. Since then, periodic meetings have been held with the purpose of strengthening and institutionalizing the joint action of these schools and thus enhancing the training of federal public servants (FONSECA et al., 2015).

Currently, SEGU is composed of twenty government schools, as defined: National Police Academy (ANP); Center of High Studies of the Attorney General of the National Treasury (CEAE / PGFN); INSS Training and Improvement Center (CFAI / INSS); Center for Training and Improvement of Servers of the Judicial Branch (CEAJUD); School of Advocacy-General of the Union (EAGU); School of Finance Administration (ESAF); School of Intelligence (ESINT / ABIN); National School of Public Administration (ENAP); National School of Statistical Sciences (ENCE / IBGE); National School of Consumer Protection (ENDC); National School of Mediation and Conciliation (ENAM / MJ); National School of Public Health Sérgio Arouca (ENSP); National School of Criminal Services (ESPEN / MJ); Superior School of Public Prosecution of the Union (ESMPU); Joaquim Nabuco Foundation (FUNDAJ); Rio Branco Institute (IRBr / MRE); University Central Bank of Brazil (UniBacen); Serzedello Corrêa Institute (ISC / TCU); Brazilian Legislative Institute (ILB); Center for Training, Training and

### Improvement of the Chamber of Deputies (CEFOR).

The main challenge of these institutions involves quantitative and qualitative aspects. In fact, there is a target audience of more than 600,000 employees who, at some point in their professional lives, can turn to government schools for training and improvement. On the other hand, many of them are responsible for the initial training of several careers, exercising the important role of forming and transmitting specialized knowledge to those approved in open competitions.



Figure 2 – Emergence and Evolution of Government Schools in Brazil.  
source: the authors (2017).

## 4 The Different Schools of Government within the scope of the Federal Public Administration .

Since the creation of the PNDP, the schools of government have become differentiated organizations for the pursuit of educational objectives, short and long term, focused on the practical and specific needs of the Public Administration itself. The training of the server began to be seen as a permanent activity throughout his professional career; and training and development institutions were urged to cooperate and seek joint action through SEGU.

However, if compared, such organizations present strong heterogeneity. The main elements of differentiation of the schools of government are: nature, structure, institutional linkage and form of action for the development of its activities. There are also great distinctions regarding the elements of creation, the position of the school in Public Administration, formal autonomy and relations with stakeholders.

There are schools that have emerged from Ordinary Laws, such as the National School of Public Administration (ENAP) and the National Police Academy (ANP). others come from Resolutions, such as the Serzedello Corrêa Institute (ISC / TCU) and the Brazilian Legislative Institute (ILB); of Decrees, such as the School of Finance Administration (ESAF) and the National School of Statistical Sciences (ENCE / IBGE); of the extinct Decree-Law, only the Rio Branco Institute (IRBr / MRE); of the Bureau Act, such as the Center for Training, Training and Improvement of the Chamber of Deputies (CEFOR); (EAGU) and the National School of Criminal Services (ESPEN / MJ).

The hierarchy of the legal instrument for the creation of schools is important for understanding the level of stability of institutions, as it indicates the ease with which they can be modified or extinguished. This is the content of the excerpt below:

Changes in standards of schools created by ordinary law must be the subject of legislative processes involving at least the head of the executive branch and, as the case may be, both houses of the legislature. On the other hand, the schools created by the carrier, may be extinguished or modified by administrative Act of Minister of State, or even, in the event of delegation, by public servants (FONSECA et al., 2015, p. 36).

Government schools also occupy different positions in the public administration, depending on their function, legal nature, sphere of power, organ of linking and territorial scope. In this sense, as noted in table 1, there are schools directly subordinated to a maintainer organization and others with greater managerial autonomy. There are schools linked to the executive, legislative and judicial powers. There are also those headquartered in different regions of the country.

**Frame 1 – Comparative of the Schools of Government Members of SEGU.**

School	Maintainer	Organ of Binding.	Power	Entity Type.	Legal nature.	Role of the School in the Structure of Public Administration.
<b>ANP</b>	Federal Police Department (DPF)	Ministry of Justice (MJ)	Executive	Direct administration.	Executive Power branch.	Unit of formation and development of people.
<b>CEAE/PGFN</b>	Attorney General of the National Treasury. (PGFN)	Ministry of Finance (MJ)	Executive	Direct administratio	Executive Power branc	Unit of development, articulation and research.
<b>CFAI/INSS</b>	National Institute of Social Security (INSS)	Ministry of Social Security (MPS)	Executive	Indirect Administration.	Autarquia Federal	Direct and immediate assistance to the President of the INSS.
<b>CEAJUD</b>	National Council of Justice (CNJ)	National Council of Justice (CNJ)	Judiciary	Judiciary	Body of Judicial Power	Unit of formation of development of people
<b>EAGU</b>	Advocacy-General of the Union (AGU)	Advocacy-General of the Union (AGU)	Executive	Direct Administration	Senior management body and advisory services to the Executive Branch	Specific singular body
<b>ESAF</b>	Ministry of Finance (MF)	Ministry of Finance (MF)	Executive	Direct Administration	Public Authority of the Executive Branch	Specific singular body
<b>ESINT</b>	Brazilian Intelligence	Office of Institutional	Executive	Direct Administration	Public Authority of	SPOA organizational

	Agency (ABIN)	Security (GSI)			the Executive Branch	unit
<b>ENAP</b>	--	Ministry of Planning, Budget and Management (MPOG)	Executive	Indirect Administration	Public Foundation of private law	Linked entity
<b>ENCE/IBGE</b>	Brazilian Institute of Geography and Statistics (IBGE)	Ministry of Planning, Budget and Management (MPOG)	Executive	Indirect Administration	Public Foundation of Public Law	Specific singular body
<b>ENDC</b>	Justice ministry (MJ)	Justice ministry (MJ)	Justice ministry (MJ)	Direct Administration	Executive Branch Body	Ministerial program action
<b>ENAM/MJ</b>	Secretariat of Judicial Reform (SRJ)	Justice ministry (MJ)	Executive	Direct Administration	Executive Branch Body	Ministerial program action
<b>ENSP</b>	Foundation Oswaldo Cruz (FIOCRUZ)	Ministry of Health (MS)	Executive	Indirect Administration	Public Foundation of Public Law	Technical unit-scientific
<b>ESPEN/MJ</b>	National Penitentiary Department (DEPEN)	Justice ministry (MJ)	Executive	Direct Administration	Public Authority of the Executive Branch	Unit of formation and development of people and research
<b>ESMPU</b>		Attorney General's Office (PGR)	Body of the Federal Public Prosecution Service (MPU)	Body of the Federal Public Prosecutor's Office (MPU)	Autonomous MPU body	Unit of formation and development of people
<b>FUNDAJ</b>		Ministry of Education	Executive	Indirect Administration	Public Private Law Foundation	Linked entity
<b>IRBr/MRE</b>	Ministry of Foreign Affairs	Ministry of Foreign Affairs	Executive	direct Administration	Executive Branch Body	Advisory Body of the Secretary General
<b>UniBacen</b>	Brazilian central bank	Ministry of Finance	Executive	Indirect Administration	Federal Autarchy	People Development Unit
<b>ISC/TCU</b>	court Union accounts	court Union accounts	Legislative	Legislative	Autonomous body linked to the Legislative	Strategic support unit
<b>ILB</b>	federal Senate	federal Senate	Legislative	Legislative	Legislative Branch	Senate supervised body
<b>CEFOR</b>	Chamber of Deputies	Chamber of Deputies	Legislative	Legislative	Legislative Branch	Server recruitment and development unit

Source: the authors (2017).

No less important is the level of autonomy exercised by schools. Many of them are under the command of a maximum leader in the context of the organizational structure; Others are led by someone subordinate to other hierarchical superiors, which paves the way for political and regulatory interference. The degree of autonomy can also be measured by the management capacity of its financial resources. Schools classified as budget units have their own appropriations for accomplishment.

The way of acting and the target audience also reveal a diversified profile among schools. According to a study carried out by Fernandes (2015), the forms of action found included the



provision of technical training (84% of the institutions surveyed), management development (80%), host programs for new servers (74%), distance (68%) and training for careers (65%). See below the Fernandes survey (2015, p.18):

The most common technical activities are the survey of training needs, carried out by 80% of schools, the organization of events (64%) and the development of studies and research (57%). Other activities with relevant participation are: technical advice (43%), publishing and publication (43%), skills mapping (34%), technical cooperation (28%), recruitment and selection (28%) and cultural production (23%).

Academic training also plays an important role, with 46% of the schools offering lato sensu postgraduate courses, 17% master's degrees and 12% graduations, and 3% doctorates.

It is also necessary to observe the relationship of the schools of government with their stakeholders: maintenance organization, liaison body, demanding institutions and control bodies. Overall, as reported by Fonseca et al. (2015), schools maintain a relationship of harmony and alignment with their respective maintainers and liaison bodies. With respect to the control bodies, it is verified that "they are subject to a constant and incisive monitoring of their activities, mainly regarding the accomplishment of contests and management of the extra budgetary resources" (FONSECA et al., 2015, P. 42).

Likewise, the relationship between the demanding institutions and the teaching organizations is positive, since the planning, supply and programming of the courses, as well as the survey of the needs of the target audience, are done in a shared way. In fact, "in many schools, the guidelines are established through deliberative councils or collegial bodies with the participation of various levels and departments of the maintainer institutions and liaison bodies (eg ENCE, ANP, ENSP, ESINT, ENAP and EAGU) FONSECA et al., 2015, p. 43). This makes the majority of schools recognized and valued by their stakeholders.

## **5 Training and Continuing Education in the Chamber of Deputies.**

The locus of this work is the Training, Training and Improvement Center - CEFOR, organ created by the Act of the Mesa nº 69 of May 12, 1997 (BRASIL, 1997). Linked to the Casa Human Resources Directorate, CEFOR is responsible for planning and executing training, training and political literacy related to legislative education, as well as recruiting and selecting people in the Chamber of Deputies (CAMERA OF THE DEPUTIES, 2015a).

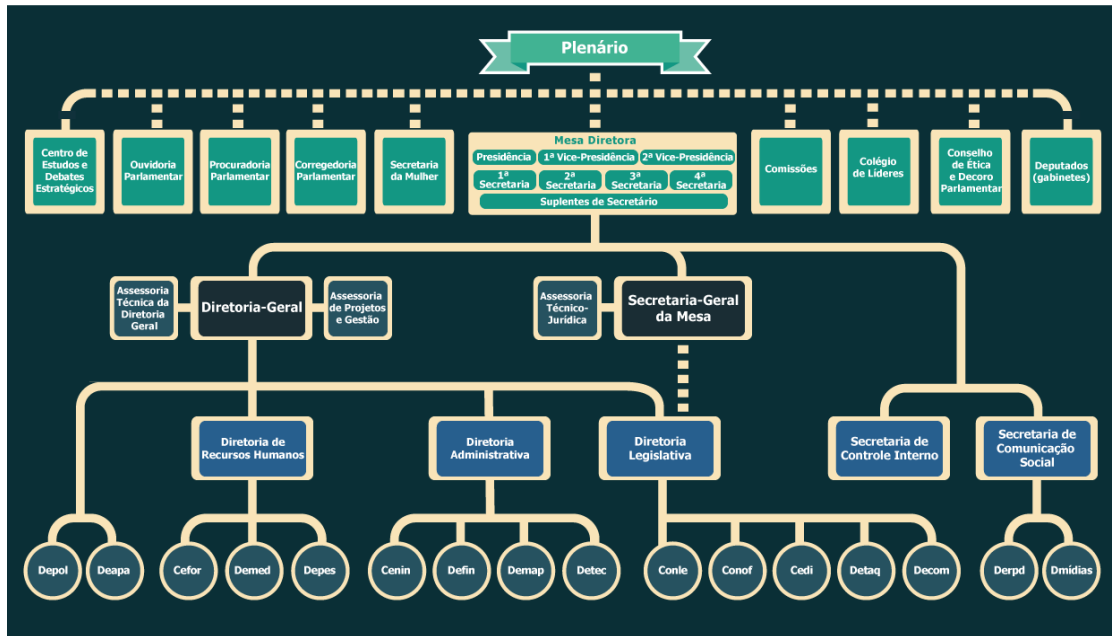


Figure 1 – Organization chart of the Chamber of Deputies.  
Source: Chamber of Deputies (2015b).

The structure of CEFOR is subdivided into five coordinations: Coordination of Recruitment and Selection - CORES; Coordination of Training - COTRE; Coordination of Education for Democracy - COEDE; Postgraduate Coordination - COPOS; Coordination of Technical-Administrative Support – COATA.

A CORES is responsible for planning and monitoring public examinations conducted by the House, conducting psychological assessments of the nominated candidates, recruiting trainees and coordinating activities related to the curricular and vocational internships, as well as planning and executing internal selection recruitment processes for specialization courses and for the performance of a commissioned function (CHAMBER OF DEPUTIES, 2015a).

COTRE carries out the planning of the programs related to the management by competencies, aiming to promote the integral development of the server, as a person and professional, for the improvement of its performance (CHAMBER OF THE DEPUTIES, 2015a).

Currently, COTRE develops a systematic evaluation of the courses carried out at the Center. The sector is responsible for applying an evaluation questionnaire in the groups, consolidating the data obtained and passing it on to the instructors, as a way to stimulate constant improvement. The results can aid in the review and correction of possible failures and implementation of program improvements.

COEDE develops actions "aiming at the political literacy of citizens, through diverse methodologies, integrating practices and values related to political representation and the legislative process in the Chamber of Deputies" (CHAMBER OF THE DEPUTIES, 2015a).

COPOS serves not only the House's employees, but also others interested in legislative know-how. The program is accredited by Ordinance No. 51 of the MEC 2005 and offers

specialization courses and master's degree (CHAMBER OF THE DEPUTIES, 2015a).

Finally, COATA is the unit responsible for "providing all the physical, didactic and instructional service infrastructure necessary for the courses and events promoted by CEFOR" (CHAMBER OF THE DEPUTIES, 2015a).

For this research, the COTRE and COPOS coordinations were considered, since they are responsible for planning and executing the courses and events, mostly for the internal public, that is, for the employees of the Chamber of Deputies, regardless of the type of labor bond, whether or not they are effective servants. The other coordinations support the work of CEFOR or are responsible for activities not directly related to the objective of this study, such as the recruitment and selection of civil servants and the political literacy of citizens, an activity aimed at the external public, and, for these reasons, are not addressed in the research.

As seen, CEFOR is one of SEGU's schools of government, along with the other schools of the Legislative Branch: Serzedello Corrêa Institute (Brazilian Court of Accounts) and Brazilian Legislative Institute (Federal Senate). The main characteristics of CEFOR include: the only school created through an Act of the Board; administrative unit linked to other hierarchical directories, which diminishes its organizational autonomy; competency to teach distance courses, lato sensu and master's degree; an organ directed, mainly, to the internal public; low budgetary autonomy; Headquarters in Brasilia.

## **6 Comparative Data Analysis of CEFOR**

As a case study tool for this research, empirically compared the results obtained in the last five years by the CEFOR, covering the period between 2010 and 2014.

The data were obtained from the Training Management System (SGT), which has been in operation since 2000 and is used by COTRE and COPOS. The system is responsible for recording all events and courses held at CEFOR, containing data of date, instructor, students enrolled, approved, disapproved and withdrawn. The specific choice of the two coordinations is justified by their attributions: both are intended to form internal collaborators, aiming to promote the integral development of the server, both professionally and personally. The other coordinates that are part of the CEFOR structure are not the object of this research, since they carry out planning activities, support for infrastructure and recruitment and selection.

Initially, the data of the courses and events carried out by the two coordinations in the period between 2010 and 2014 were collected. As a way of making this research feasible, five criteria were selected for the comparative analysis: the total number of events and courses performed; the total number of subscribers; the number of approved; the number of disapproved; the number of dropouts. It is necessary to register that, in 2014, the result of 174 enrolled students was not verified due to the non completion of certain courses, since these courses were not finalized within that year, making it impossible to launch their results in the SGT system.

Based on the analyzed data, a decrease in the number of courses and events carried out in the organ during the years delimited for this research was observed. The total number of enrollees also decreased, with 2011 being the year in which more people registered to participate in the courses and events, totaling 10,840 participants. The number of approved, however, had a proportional increase, as shown in Table 1. The number of reprobates, proportionally, remained constant over the years. On average, 8% of those enrolled failed courses and events. The number of dropouts showed a significant decrease. In 2010, 15% of participants dropped out of programs before completion. As early as 2014, dropping dropped to 6%.

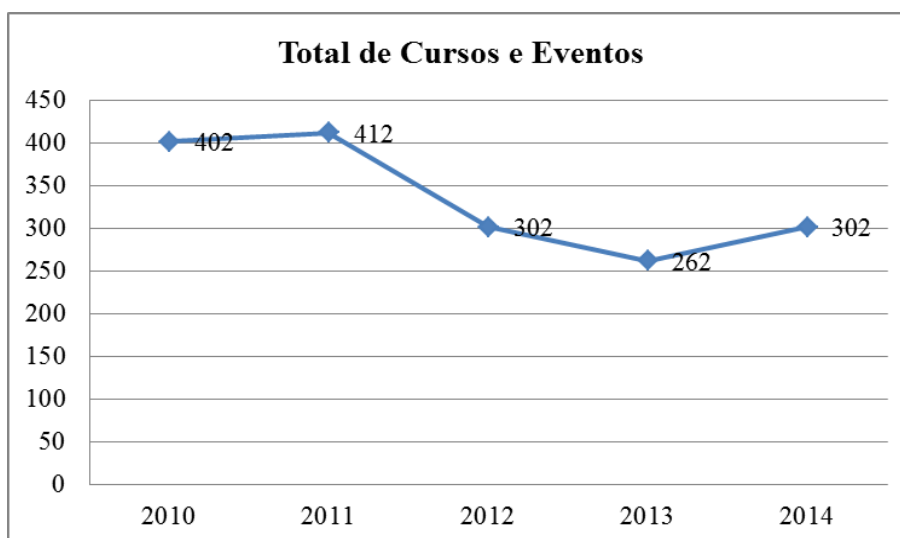
**Table 1** – Consolidated data for the period 2010 and 2014.

Item.	Year				
	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>
<b>TOTAL Courses and Events.</b>	402	412	302	262	302
<b>Subscribers</b>	8822	10840	7332	4017	6787
<b>Approved</b>	6775	8603	6125	3044	5714
<b>Disapproved</b>	750	895	540	453	523
<b>Dropouts</b>	1297	1342	667	520	376

Source: the authors (2017).

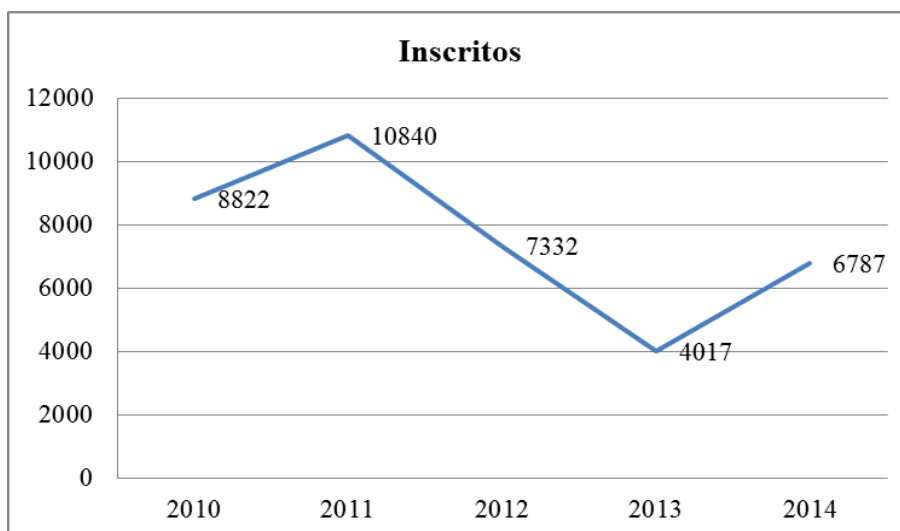
It should be noted that the great majority of the courses and events offered by CEFOR do not have formal evaluation as a method of gauging students' results, with frequency being the only criterion for approving or disapproving a student. A minimum frequency of 75% of the workload is required for the participant to be considered fit. Some specific programs, such as graduate programs offered by COPOS, have a formal evaluation system.

If the student reaches less than the required hourly load, he is considered to have failed, but not to drop out. Dropouts are those who, during the course or event, leave the class. In these cases, the student may be restricted in his name and can not enroll again in another event for 365 days, as regulated by Act No. 41/2000 (BRASIL, 2000). However, should it formalize and justify its withdrawal to the CEFOR Director, it may be released from the restriction. The release is not at the discretion of the Director. The justification form must also be signed by the immediate supervisor of the employee as a condition to be accepted. Otherwise it is not considered.



**Graph 1** – Variation of the "Total Course and Event".  
Source: the authors (2017).

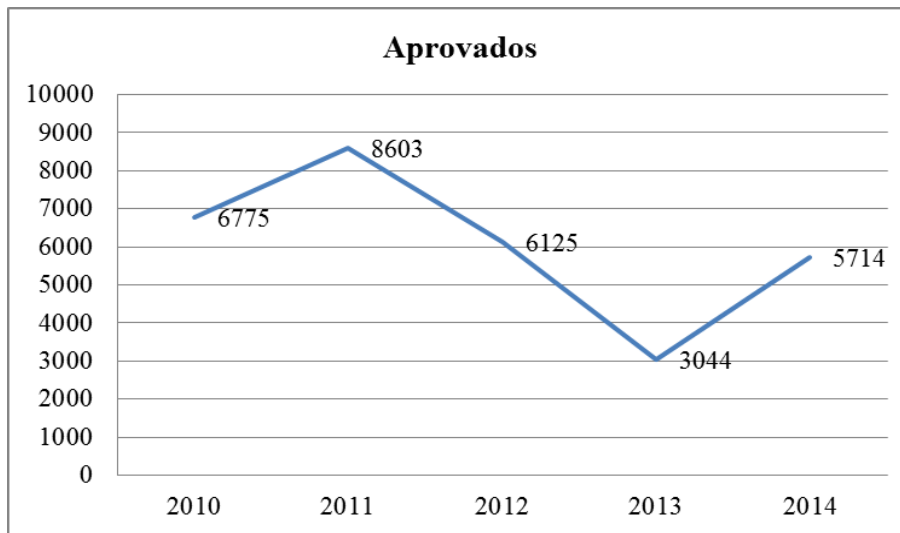
The criterion "total of courses and events" showed a decrease over the analyzed period, as shown in Chart 1. However, this isolated data can not indicate if there was a qualitative increase or decrease in the courses and events offered and by CEFOR itself responsible for the training and continuing education of the employees of the Chamber of Deputies. Such data may be associated with other factors, such as room availability, instructor availability, and course length.



**Graph 2** – Variation of the "Subscribers".  
Source: the authors (2017).

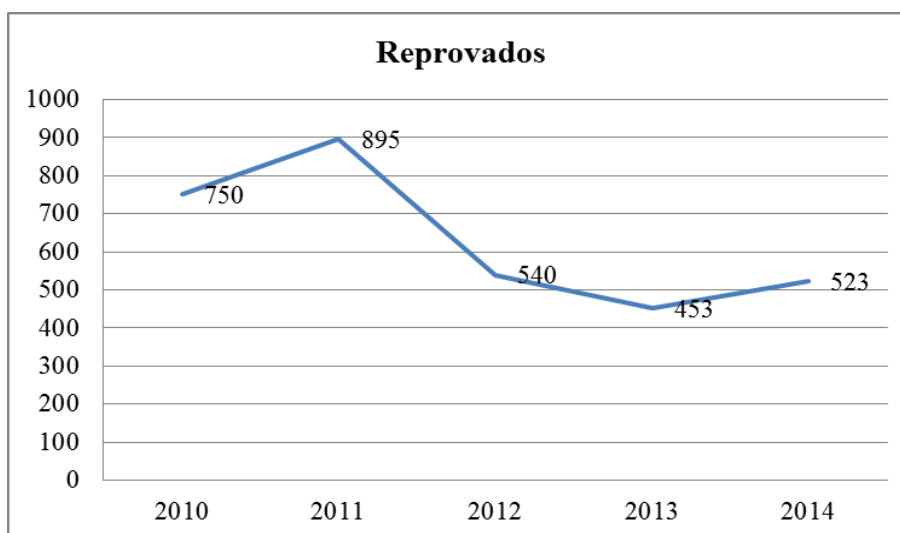
The second criterion studied, "enrolled", also showed a decrease in the period. This fact can be directly related to criterion 1, since the decrease in the offer of courses and events causes the number of enrollees to fall. It should be noted that CEFOR has its own physical structure and is therefore limited to the number of rooms and, consequently, to the seats available to students. All these factors may interfere in the variation of the criteria evaluated so far.

Regarding the physical structure of CEFOR, an annex located in Brasilia and near the seat of the Chamber of Deputies, there are currently eleven classrooms available, three of which are computer rooms with computers for practical classes and an auditorium with a capacity of up to 122 people. The size of the rooms is different, the smaller of them holds up to thirteen places and the largest up to fifty. All the administrative structure that composes the school is in the same building, which facilitates the communication between the different coordinations.



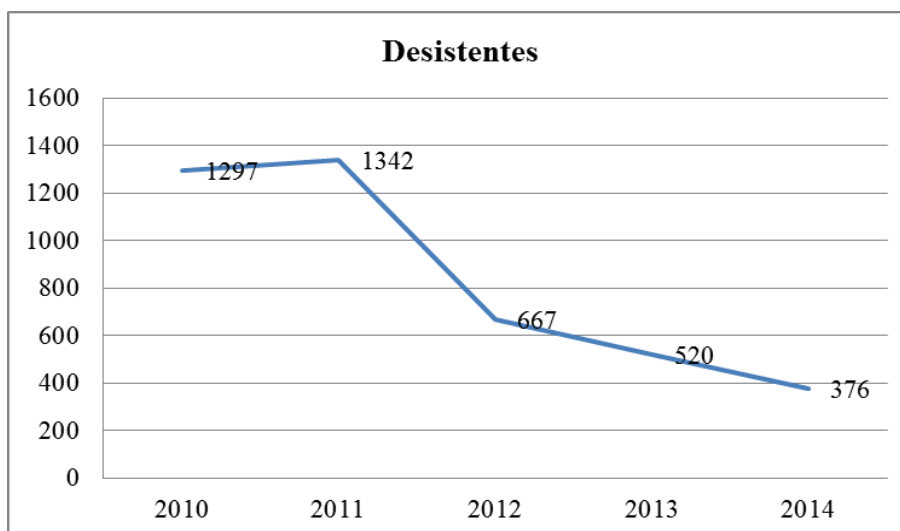
**Graph 3** – Variation of the criterion "Approved".  
Source: the authors (2017).

The criterion "approved", when analyzed proportionally, is not bound to physical and temporal limitations. It is worth evaluating the percentage variation that the criterion suffered over time, comparing the number of students approved with the number of enrolled students. In 2010, 77% of the students were considered fit; in 2011, 79%; in 2012, 84%; in 2013, 76%; in 2014, 84%. These data show a qualitative evolution, unlike the previous two, since they prove that more students finished the programs successfully. The reasons that lead the students to stay or withdraw from the course are diverse, such as availability of time, identification with the subject or with the instructor, need for the service, authorization of immediate leadership.



**Graph 4** – Variation of criterion "Disapproved"  
Source: the authors (2017).

The "disapproved" criterion, also analyzed proportionally, did not show significant variation over the period, remaining on average 8%. In 2011 alone, the number increased more than the average of the others, 11%. In 2010, 9% of the students were considered to have failed; in 2011, 8%; in 2012, 7%; in 2013, 11%; in 2014, 8%.



**Graph 5** – Variation of the criterion "Dropouts"  
Source: prepared by the authors.

Finally, the criterion "dropouts", also analyzed proportionally, presented a negative percentage variation, which is qualitatively positive for the institution, since it shows that the number of dropouts dropped over time and, therefore, suggests that the students had more interest in studying. In 2010, 15% of the students dropped out of the programs during their duration; in 2011, 12%; in 2012, 9%; in 2013, 13%; in 2014, 6%.

## 7 Conclusion

The Center for Training, Training and Improvement (CEFOR) is the body of the Chamber of Deputies responsible for planning and executing training, training and political literacy related to legislative education, as well as recruiting and selecting people (CAMERA OF THE DEPUTIES, 2015a). The Center was created in 1997 after the implementation of the Brazilian management reform plan, the PDRAE, which prioritized state governance, that is, the administrative capacity to govern effectively, effectively and efficiently. the care of citizens.

This study aimed to quantify the evolution of CEFOR between 2010 and 2014, totaling five years of study. As a focus for this research, two coordinations were selected: COTRE and COPOS, since the other units that are part of the CEFOR structure are not directly related to the training of internal collaborators. Five criteria were selected to perform the comparative analysis: the total number of events and courses performed; the total number of subscribers; the number of approved; the number of disapproved; and the number of dropouts.

Based on the analyzed data, a decrease in the number of courses and events carried out in the organ during the years delimited for this research was observed. The total number of participants also declined. The number of approved, however, had a proportional increase. The number of reprobates, proportionally, has remained constant over the years. On the other hand, the number of dropouts showed a significant decrease over the period.

The data collected, if analyzed in isolation, are not sufficient to conclude that the CEFOR presented an improvement or worsening qualitative in the period. Other variables need to be analyzed in order to have a concrete assessment. Among the factors that can influence the results of the school, there is the availability of classrooms, instructors and the duration of the courses. If, hypothetically, The courses of a given year had a longer time duration, consequently the availability of physical space would be reduced and the total number of courses would decrease.

As seen, the only evaluation criterion, for courses and events held by COTRE, is exclusively the frequency of students. They are required to have a minimum of 75% frequency to be considered "approved". Therefore, there are only three possible scenarios: student that attended the minimum frequency is considered "approved"; student who did not attend the minimum attendance is considered "failed"; student who, for personal reasons, gave up the course during its performance is considered "desist".

It is suggested from the study that a possible way for CEFOR to develop its activities with quality and efficiency would be to invest in the evaluation and revision of existing courses. Many programs are continuous and, therefore, have already trained a large portion of the employees of the Chamber of Deputies. This makes the demand for these programs fall gradually over time. As an alternative, the reformulation of the course plan would be ideal to re-adjust the program to the possible demands of the students or also to create thematic and in-depth modules on a certain theme.



Another proposal involves the planning part of the courses. Currently, there is a model where CEFOR itself is responsible for scheduling the courses and events that will occur, carrying out all its planning and executing it. A new model could involve the other organs of the House, so the real needs of training and development would be raised and, from this data, the courses would be elaborated, meeting latent and specific demands. There are already initiatives in this sense in the body, however, does not cover most programs. Existing initiatives usually start from specific bodies, for specific clienteles of employees, and are closed courses for those who do not work in that demanding unit.

The role of CEFOR in these cases is to organize the course and provide the infrastructure conditions for it to occur. From a new model, CEFOR itself would enable its team to verify in the House the unmet needs of training. Such action would qualitatively boost the services provided by the Chamber of Deputies, besides being a motivator for the employees.

In addition, it is suggested to include formal evaluation mechanisms, such as tests and assignments, in all programs. This fact could increase students' participation, involvement and sense of responsibility. Income and personal achievement could increase as the evaluation mechanism changes. For this, the frequency would no longer be the only vector of evaluation and would become only one of them, as already occurs in some of the courses offered.

In the same sense, the penalty imposed by the students' withdrawal could be reviewed. The restriction imposed by Table Act No. 41/2000 (BRASIL, 2000) does not guarantee the commitment of the enrollees, even by the option of submitting a simple justification form that abrogates the restriction. As it is difficult to create a value judgment of personal reasons alleged in the justification, the Board of CEFOR has acted in order to attend all lawsuits.

A possible alternative to decrease the number of dropouts would be the reimbursement to the Chamber of Deputies in the cases of withdrawal, disconnection or disapproval, as occurs with the COPOS graduate courses. The cases of reimbursement of these courses are regulated by Administrative Rule no. 149/2005 of the General Board of Directors (BRASIL, 2005). Reimbursement is expected to be an effective way of increasing student engagement, even if the value is only symbolic.

The questionnaires applied by COTRE analyze the following aspects: self-assessment of the student, course planning and educator. One proposal to enrich the evaluation process would be the application of the questionnaires to the dropping students, identifying the causes that motivated them to abandon the programs during their accomplishment. It is assumed that, in addition to personal factors, dropouts may be associated with structural factors of course implementation.

It can be seen from the studies and conclusions that CEFOR plays an important role in the Chamber of Deputies, training and training its employees, as well as carrying out activities such as the political literacy of citizens and the recruitment and selection of people. The creation

of the body in 1997 coincides with the context of management reform formally initiated with the PDRAE in 1995. However, the Center still has characteristics typical of bureaucracy. Hierarchisation, centralization of decision-making and project definition, and the lack of autonomy of its employees distract from the paradigms proposed by the managerial perspective. Improvements are suggested as a way to boost the quality and efficiency of the school, in addition to increasing the value of the server.

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