



TRANSPARENCY OF THE LEGISLATIVE BRANCH: INSTRUMENTS USED BY THE SENATE AND FEDERAL CHAMBER OMBUDSMAN'S OFFICES

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Abstract: the article proposes the creation of transparency indicators for parliamentary ombudsmen from the mapping of the transparency instruments included in the Law on Access to Information (LAI, Law No. 12527/2011) and the User Defense Code (Law No. 13460/2017). The study suggests an adaptation of the indicators of the Legislative Branch Transparency Index, a methodology produced by the Federal Senate, for a greater comprehensiveness of parliamentary ombudsman's office activity. Besides, it exposes the results of applying the index at the ombudsman's offices of the Chamber of Deputies and Federal Senate, tracing a comparison between them and proposing future assessments that have as object matters the state and municipal parliaments.

Keywords: Public ombudsman's office; Transparency; Participation; Public Communication; Legislative Branch.

1 Introduction

Access to information - a human right consecrated to modern democracies - is a value strategically displayed by the public administration and a permanent manifest of entities from the Brazilian society. The importance of this right in the current framework of the country is linked to the memory of the period when Brazil was commanded by the military, who, based on the Regulation of the Safeguard of Confidential Affairs - Decree No. 79099/1969 (CANHADAS, 2018, p. 104), rendered the opacity and censorship key elements for maintaining power. The re-democratization in the 1980s enabled the construction of a participative agenda, amplified the diversity of actors in negotiation with the State, and allowed the adhesion to initiatives such as the Open Government Partnership (OGP), a pact signed in 2011 for the dissemination of public data and information.

The right to information contained in the Constitution of 1988 was materialized in the Law on Access to Information (LAI, Federal Law No. 12527/2011), allying to the notion of transparency which, within the scope of public institutions, means guaranteeing visibility to the political and administrative acts and actions. Besides rendering the public power more visible,

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the idea of transparency also imposes that the citizen be able to exercise social control and influence political decisions (ALMADA, 2016, p. 55). By this interpretative key, it is understood that a government agency may be evaluated as more transparent the more it guarantees publicity to the data and administrative acts and promotes the accounting of the actions performed by public agents, explaining, for example, why a given activity was undertaken and what effects it had. Transparency also guides towards the "effective popular participation in the public deliberation on the socially desired interests" (MOURA, 2019, p. 105), thus being understood as a principle from which two other subprinciples derive besides publicity: motivation and participation (MARTINS JÚNIOR, 2010, p. 39).

Transparency is the shared clarification of the Public Administration acts so to allow citizen supervision and the participation of the citizen in the discourses of the decision-making process, and is represented by the concepts of accessibility, communication, and accounting (MESSA, 2019, p. 125).

Social participation assumes the creation of mechanisms for access, interaction, and influence on the decision power (CARPENTIER, 2017). This premise justifies the opening of means of communication that enable the manifestation of the individual with public institutions. In this sense, the ombudsman's office is a communication channel through which the public service user (a definition that includes the citizen and the foreigner) has access to the public administration, interacts with it, and attempts to influence the directors of the institutions. "As ombudsman's offices are created and the right to access to information is implemented, the information reaches the citizens and begin to flow in both directions, which are necessary for the accomplishment of democracy" (COMPARATO, 2016, p. 46). The communicative process that is enabled through the ombudsman's office may contribute to democratizing the public space upon allowing the change of information: the individual informs the State about the assessment they make regarding the public services, and the State responds to the citizen by providing them knowledge for operating in public life. This is how public ombudsman's offices endeavor "to influence the quality of the provision of public services and equalize the relationships between citizens and public administration at once" (CARDOSO, 2010, p. 216).

Unlike other participative institutions such as policy councils and municipal master plans (AVRITZER, 2008), in which the consultations and deliberations always aim at collective achievements, in the public ombudsman's office, the participation may have a double reach. At first, the objective manifestation enables individual rights because it guarantees treatment "in a private and individualized manner" to the demands of each manifesting person (LÜCHMANN et al., 2019, p. 158). But, later, the solutions presented in the analysis of each manifestation may repercuss in an overall manner because the government agency has the duty to adopt measures and promote improvements in the service provision, as Federal Law No. 13460 prescribes (BRAZIL, 2017). In contributing to improving the public administration, the consequences of

the ombudsman's office activity go beyond the individual scope and reach the collectivity:

Article 13. The ombudsman's offices will have as core duties, without prejudice of others established in specific regulations:

I - to promote the participation of the user in the public administration, in cooperation with other user defense entities;

II - to monitor the provision of services, aiming to guarantee its effectiveness;

III - to propose improvements to the provision of services;

IV - to aid in preventing and correcting acts and procedures incompatible with the principles established in this Law;

V - to propose the adoption of measures for the defense of the user's rights, in compliance with the determinations of this Law;

VI - to receive, analyze, and refer the manifestations to the competent authorities, monitoring the treatment and effective conclusion of the user manifestations before the agency or entity they are linked to; and

VII - promote the adoption of mediation and conciliation between the user and the government agency or entity, without prejudice of other competent agencies (BRAZIL, 2017).

Therefore, it is necessary to assess if the ombudsman's offices fulfill their duties. One of the mechanisms for verifying compliance with norms and duties of public agencies is the creation of public power assessment indices. It is possible to admit criteria and indicators from which the society, especially journalists, researchers, and social organizations promoting the social control of the public administration, may ascertain, for example, which agencies comply with the public transparency laws.

Transparency indices are social control tools and point out ways for administration agencies that intend to open up to public visibility and social participation. However, for society to be able to participate in public administration effectively, besides access to data and information, knowledge on the way things work in bureaucracy is also important. It is necessary to inform the citizen about what an ombudsman's office is, for example, what are the rules that determine its action, who is the servant or director responsible for guaranteeing that it works, and how the manifestation of society will be considered for decision-making purposes.

This article presents an assessment of the transparency level of the ombudsman's offices of the federal legislative branch. The applied methodology is an adaptation of the Legislative Branch Transparency Index (BRAZIL, 2015) that considers four dimensions of transparency: legislative, administrative, social participation and control, and adherence to the LAI (Law on Access to Information).

The indicators for observing the parliamentary ombudsman's offices were created based on legal regulations that govern public ombudsman's office activity, and the application of the Index was carried out from the observation of the parliamentary ombudsman's office webpages on the respective websites and the analysis of the management reports of the ombudsman's offices published in 2020.

The intention of this work is not to exhaust the possibilities for assessing the objective and subjective elements that compose the transparency of a public ombudsman's office. Rather,

from the adaptation of the Legislative Branch Transparency Index to the specificities of public ombudsman's offices, to offer an instrument to measure the transparency level as per the presented dimensions and compare the obtained results. The intention is that, in the future, the same indicators may be applied to the ombudsman's offices of the state and municipal legislative houses.

2. The ombudsman's office in the federal legislative branch: foundation and context

Despite being compared to the Swedish ombudsman (FORNAZARO, 2019, p. 80), to which the role of supervising the public power with powers similar to those bequeathed constitutionally to the Brazilian Prosecution Office is attributed (LYRA, 2004), the public ombudsman's office only has influence within the scope of the institution it is linked to, being a communication channel between the public power and society. It is an integral area of the Public Administration, hierarchically linked to the directors of public agencies, and functions from the physical and personnel structure of the institutions. Therefore, according to this delimitation, the parliamentary ombudsman's office handles the manifestations related to the services provided by the legislative houses, makes proposals to the Directing Board and the action of the parliament servants, being also understood "as a complement to the institutes for citizen protection and public administration control" (QUINTÃO, CUNHA, 2018, p. 131).

In the face of this organizational constitution, the public ombudsman's offices comply with the rules and operating conditions of the public sector, conforming "as intra-agency spaces, with the assignment of exercising an internal control" (GOMES, 2016, p. 23). Therefore, they are responsible for exercising the supervision of actions performed by the agencies to which they are linked, with "the defense and promotion of the citizen rights only within the administrative scope" being incumbent upon them (LYRA, 2016, p. 104). Within the scope of the legislative houses, such guidelines are contained in resolutions, standing rules, and institutional documents such as the Open Parliament Guide (BRAZIL, 2020), which provides for the creation of ombudsman's offices and follows the commitments to transparency settled in the Open Government Partnership (OGP).

Relative to the choice of the assignee responsible for the ombudsman's office of the legislative houses, the appointment of members of parliament predominates (MORENO, 2017, p. 168). However, at least two situations escape this rule: when servants are appointed to exercise the position (the case of the state legislature of Mato Grosso) and when society may appoint names to compose the list to be voted by the legislative house (as occurs in the state of Paraíba). In the case of the federal legislative branch, the Senate and Federal Chamber presidents are responsible for choosing the senator or deputy who will occupy the position of parliamentary ombudsman, a prerogative contained in the respective standing rules.

Chart 1 – The ombudsman's offices in the standing rules of the Chamber and Senate

Chamber of Deputies	Federal Senate
Article 21-B. The Parliamentary Ombudsman's Office is composed of a General Ombudsman and two Substitute Ombudsmen designated among the members of the House by the Chamber President every two years, at the beginning of the legislative session, with renewal in the subsequent period being prohibited.	Article 1 - The Federal Senate Ombudsman's Office is created, constituted by a General Ombudsman designated by the Senate President among the House members, at the beginning of the first and third legislative sessions of each legislature, for a two-year term of office, with renewal in the subsequent period being prohibited.

Source: Standing Rules of the Chamber of Deputies (BRAZIL, 2020, p. 23) and Standing Rules of the Federal Senate (BRAZIL, 2019, p. 238).

Even though they have been created to promote the defense of public service users' rights and amplify access to information, the ombudsman's offices act more as internal control agencies, and the ombudsmen are commonly accused for being dependent on those who appoint them (BEZERRA, 2010, p. 70-71). "Such characteristics debilitated the public ombudsman's offices, compromising the construction of their institutional identity and depriving them of the credibility enjoyed by rights defenders chosen by independent agencies" (LYRA, 2016, p. 105).

However, albeit relevant, the criticism of the institutional configuration does not eliminate the transformative nature of the exercise of the duties of ombudsman's offices. "They constitute a valuable instrument for public managers, who have at their disposal a very useful tool for knowing how governmental programs arrive at the citizen" (COMPARATO, 2016, p. 51). The management report of the Chamber ombudsman's office (BRAZIL, 2020), for example, contains the number and type of manifestations submitted by citizens and a brief description of the main complaints and the actions performed to answer the demands. In turn, although it does not reveal the proposals of the ombudsman's office to solve the manifestations, the report from the Senate (BRAZIL, 2020) also presents the number and type of the demands and most demanded subjects. The results of the activity of the ombudsman's offices, compiled in the reports, have the potential to influence the decisions of political representatives and the servants who compose the workforce responsible for the implementation of public policies and conducting the administrative services in the legislative houses.

Access to the ombudsman's office of the Chamber of Deputies may be in person, by phone call (*Disque-Câmara*), through an electronic message management system on the website of the legislative house, via toll-free call (0800), or through letters addressed to the parliament headquarters. The "Contact Us" available on the website home page is the online form through which one may send messages that are analyzed and answered by the parliamentary ombudsman's office.

Through the "Contact Us", it is possible to submit the following demands: request for information, which enables sending "request for legislative or administrative information produced by the Chamber of Deputies or under its guard"; manifestation about the "standing

regarding political or legislative facts, such as bills in progress"; suggestion of ideas or proposals to improve the work of the Chamber; talk to your deputy, with direct forwarding of the message to the deputy chosen by the citizen; bank of "ideas for the submission of bills"; compliment, for the manifestation of "satisfaction with the activities, products, and/or services of the Chamber"; filing of a report of "indications of illegality or abuse of power, including regarding the misuse of public resources"; and complaint about "irregularities or non-functioning of activities, products, and/or services of this House".

Upon contacting the ombudsman's office through the Contact Us, the citizen fills out a registration and receives a protocol number to monitor the manifestation. The system has two important characteristics for exercising the right to communication. It allows the user to decide if the manifestation will have a confidential nature or if it may be disclosed by the legislative house media. Complying with the requirement for the participation of public service users established by the law (BRAZIL, 2017), the management reports of the parliamentary ombudsman's office are published on the institutional website, and, on the Access to Information link, it is possible to access the "Charter of services to the citizen".

The Chamber ombudsman's office demonstrates having a robust structure for access by and interaction with the user. However, Coutinho (2014, p. 29) pointed out that it "offers scarce possibilities of participation in the legislative process and has contributed little to influence the parliamentary legislative routine". In the 2019 report, for example, the ombudsman's office informed the registration of 68 suggestions but did not reveal, as Law No. 13460 demands, "the adopted measures" (BRAZIL, 2017). The improvements contained in the report are informed in an overall manner, not linked to the received suggestions.

The Parliamentary Ombudsman's Office implemented an analysis routine for demands, especially complaints and suggestions, to promote, together with the House administration, actions with the goal of tackling deficiencies or implementing improvements extracted from the manifestations by the citizens. Besides this traditional channel, the Ombudsman's Office obtained contributions from the assessment of the citizen services, the relationship with civil society organizations, and the interaction with other administrative units of the Chamber (BRAZIL, 2019, p. 34).

The Chamber of Deputies follows the dictates of the law that grants requests for access to information of manifestations referred to the ombudsman's office based on the LAI. Because of this, the requests for access to information are directed to the Citizen Information Service and not the parliamentary ombudsman's office. The Citizen Information Service (SIC) is supervised by the Director-General and coordinated by the Documentation and Information Center director. In this case, although the citizen service channels are integrated into the online platform through the Contact Us interface, the processing occurs in procedures other than those enunciated to the ombudsman's office. Relative to the deadline for responding to the user, for example, the laws that govern the SIC and the ombudsman's office diverge.

Chart 2 – Deadline for response to the messages referred to the SIC and the ombudsman's office

Communication channels	Message	Response deadline	Extension
SIC (Law No. 12527/2011)	Request for access to information.	Up to 20 days	10 days more
Ombudsman's Office (Law No. 13460/2017)	Complaints, reports, suggestions, compliments, and other pronouncements by users who have as subject matter the provision of public services and the conduct of public agents in the provision and supervision of such services.	Up to 30 days	Equal period

Source: Devised based on Federal Law No. 12527/2011 and Federal Law No. 13460/2017.

The Federal Senate also keeps an integrated information management system to follow through with the citizen demands. The system offers the following communication channels: 0800 phone service, online forms, and in-person service. The house ombudsman's office, regulated through an act of the Steering Committee in 2005, was only deployed in 2011. As in the Chamber, the position of General Ombudsman is exercised by a member of parliament chosen by the Senate presidency for a two-year term of office.

The manifestations received by the Public Relationship Service *Alô Senado* are registered and undergo a content analysis. Then, they are classified by type, theme, and specific recipients (e.g., senators, committees, House or Ombudsman's Office agencies). Once classified, the manifestations are handled and, if necessary, sent to the responsible areas for their knowledge. In case they are the competence of the Ombudsman's Office, the agency itself responds to them. Once the phase of collecting information and clarifications with the competent sectors is completed, the response is sent by the Ombudsman's Office to the citizen (BRAZIL, 2017, p. 2).

Unlike the Chamber, the Senate Ombudsman's Office receives, besides the manifestations, requests for information based on the law on access (Federal Law No. 12527/2011). The registration of the message is carried out through an electronic form, but the response is sent to the user by email or letter, as per the user's choice.

No type of identification document is required to register any manifestation with the Federal Senate Ombudsman's Office, but it is important to provide some information such as name and a method of contact so that the registration is not anonymous and the response may be sent. Profile information such as gender, federative unit (UF), age range, and education level are requested by the Ombudsman's Office to feed the management reports and promote social control through popular participation (BRAZIL, 2019, p. 10).

There is no doubt that both Ombudsman's Offices are well-structured from the normative and institutional viewpoint and have systems that aid in the processing of the user manifestations, but the public transparency principle demands much more than just interaction and access to information on the other units and legislative services. It is necessary to assess to

what extent the parliamentary ombudsman's offices are transparent. Do they contemplate the public transparency indicators included in the effective legislation? Do the parliamentary ombudsman's offices disclose the laws that concern the activities and service provision of the ombudsman's office or bring in the annual management reports the measures adopted from the received manifestations? On the web pages of the analyzed ombudsman's offices, is there information on the ombudsman and their institutional action?

3 Indicators of a transparent ombudsman's office

The principle of transparency directs the entire provision of public services, including the ombudsman's office activity. It is fundamental for the full access to information and the participation of society in public administration that the public service user knows the normative/institutional workings of the ombudsman's office so they may control the results and effects of the manifestation that is processed through this communication channel. Because of this, Law No. 13460/2017 determines, for example, the publication of management reports from the ombudsman's office on the institutional websites of public agencies.

The provisions included in the Law on Access to Information (LAI) also concern the action of the public ombudsman's office, which, due to the activity for which it responds, must be included in the disclosure of the "record of competences and organizational structure, addresses, and phone numbers of the respective units and public service hours" (BRAZIL, 2011). Hence, including the ombudsman's office in the institutional organogram and maintaining the service contacts and public service user manifestation contacts updated are transparency indicators.

Like other methodologies that seek to foster transparency in all levels of public administration, the Senate Transparency Index sheds light on the indicators that concern the Brazilian Legislative Branch and may also be applied in the state and municipal spheres. However, despite providing ample coverage to important items of the legislative branch institutional portals, the ombudsman's office only appears in one of the indicators of the subdimension social participation.

Chart 3 – Subdimensions and indicators of the Dimension of Social Participation and Control.

SUBDIMENSION	INDICATOR	REFERENCE
3.1 Popular Participation	3.1.1 Provides a specific mechanism for the population to contribute to the legislative process	Guidelines for Parliamentary Websites, IPU, 2009 (Chapter 4)
3.1 Popular Participation	3.1.2 Provides a specific mechanism for the population to communicate directly with the members of parliament	Guidelines for Parliamentary Websites, IPU, 2009 (Chapter 4.1, 4.2)
3.1 Popular Participation	3.1.3 There is an Ombudsman's Office	Article 10, §2 of the LAI
3.1 Popular Participation	3.1.4 Provides a mechanism for gathering stimulated opinions from the population (surveys, polls)	Article 9, II of the LAI
3.1 Popular Participation	3.1.5 Provides other mechanisms for the population to express its opinion freely and spontaneously (not necessarily directed toward members of parliament or the proposal of legislative issues).	Article 10, §1-3 of the LAI
3.2 Councils	3.2 There is a council with the participation of civil society members	Article 9, II of the LAI

Source: Manual do Índice de Transparência do Poder Legislativo (BRAZIL, 2015, p. 11).

The Legislative Branch Transparency Index was built by the Secretariat of Transparency under the demand by the Council of Transparency and Social Control (BRAZIL, 2013). The indicators that compose the Index were established "after reviewing the Brazilian and international bibliography on theoretical and methodological aspects, accompanied by the study of practices adopted by countless institutions to measure transparency" (BRAZIL, 2015, p. 3). The final index, which may vary from 0 to 1, assesses to what extent each legislative body is transparent. Besides considering the Law on Fiscal Responsibility (LFR) and the Law on Access to Information (LAI) in the construction of the analysis criteria, the transparency assessment methodology proposed by the Senate also addresses the specific aspects of the legislative activity.

From this approach applied to transparency in the Legislative Branch, we identified four dimensions of utmost importance: 1. Legislative Transparency: measures the transparency of the agency regarding the activities typical of the Legislative Branch contained in the Constitution, as well as the activities typical of members of parliament. 2. Administrative Transparency: measures the transparency of the legislative body regarding administrative and financial matters, including aspects addressed by the LFR and some topics in the LAI. 3. Social Participation and Control: measures the openness to the participation of the general society in the activities of the Legislative Branch, as well as the measures adopted for the citizen to be able to exercise social control over the Legislative Branch. 4. Adherence to the LAI: measures the degree of adherence of the assessed agencies to the provisions of the LAI, notably those of mandatory nature (BRAZIL, 2015, p. 5).

In this article, we propose the assessment of the adequacy of the ombudsman's offices to the public transparency parameters. The analysis was performed from the creation of indicators

based on the legislation that concerns public ombudsman's offices, following the dimensions, subdimensions, and the same criteria adopted in the Legislative Branch Transparency Index. The information for assessing the suggested indicators was obtained from the websites of the Senate and Chamber of Deputies.

Chart 4 – Analysis categories of the transparency of the ombudsman's office of the legislative branch

DIMENSION	SUBDIMENSION	INDICATOR
1. Legislative Transparency	1.1 Consultation of the rules	1.1.1 Provides consultation to the rules that address the competence of the ombudsman's office
2. Administrative Transparency	2.1 Human Resources	2.1.1 Provides information on the ombudsman: name and functional occupation
2. Administrative Transparency	2.1 Human Resources	2.1.2 Provides information on the process of choosing the ombudsman and on the term of office prediction
2. Administrative Transparency	2.2 Management	2.2.1 Provides information on the ombudsman's schedule
2. Administrative Transparency	2.3 Administrative Structure	2.3.1 Provides the institutional design of the ombudsman's office and the hierarchical position of the unit in the institutional organogram
2. Administrative Transparency	2.3 Administrative Structure	2.3.2 Discloses the duties of the ombudsman's office activity
2. Administrative Transparency	2.3 Administrative Structure	2.3.3 Discloses the contact information and service hours of the ombudsman's office
2. Administrative Transparency	2.4 Strategic Planning	2.4.1 Publishes the management report of the ombudsman's office
2. Administrative Transparency	2.5 Communication	2.5.1 Discloses news on the ombudsman's office activity
3. Social Participation and Control	3.1 Access	3.1.1 There is an ombudsman's office
3. Social Participation and Control	3.1 Access	3.1.2 Provides other mechanisms for the population to express their opinion freely and spontaneously (such as ombudsman's office user satisfaction survey)
3. Social Participation and Control	3.1 Access	3.2.1 Provides a link to the ombudsman's office on the website home page
3. Social Participation and Control	3.1 Access	3.2.2 Provides a communication channel for submitting manifestations
3. Social Participation and Control	3.1 Access	3.2.3 The identification of the petitioner does not contain demands that render the manifestation infeasible
3. Social Participation and Control	3.2 Control	3.3.1 Provides proof of receipt of the manifestation

3. Social Participation and Control	3.2 Control	3.3.2 Provides the consultation of the processing of the manifestation
3. Social Participation and Control	3.2 Control	3.3.3 Provides information in the management report about the number of manifestations received in the previous year, the reasons for the manifestations, and the analysis of the recurring points
3. Social Participation and Control	3.3 Interaction	3.4.1 Provides a response within the legal deadline
3. Social Participation and Control	3.4 Influence	3.5.1 Provides information in the management report about the measures adopted in the presented solutions
3. Social Participation and Control	3.4 Influence	3.5.2 The ombudsman's action is monitored and assessed by a User Council
4. Adherence to the AIL	4.1 Fostering of the transparency culture	4.1.1 Provides on its web page didactic material aimed towards the general population about ombudsman's offices
4. Adherence to the AIL	4.2 Right to access to information	4.2.2 Provides orientation on its website about the physical and virtual locations where one can manifest oneself
4. Adherence to the AIL	4.2 Right to access to information	4.2.3 Provides information in open data relative to the public data collected due to the duties of the ombudsman's office

Source: Devised by the authors based on the *Manual do Índice de Transparência do Poder Legislativo* (BRAZIL, 2015).

The proposal for creating subdimensions and indicators for building a parliamentary ombudsman's office transparency index takes into account objective aspects of the law on access to information (NO. 12427/2011) and the law on the defense of public service users (No. 13460/2017). The laws tackle, respectively, the access to information and ways for the participation of society in the public administration agencies, with law No. 13460/2017 being responsible for defining concepts, duties, and objectives of public ombudsman's offices in the entire country.

Chart 5 - Referential framework for the creation of ombudsman's office transparency indicators

Subdimension	Indicator	Reference
1.1 Consultation of the rules	1.1.1 Provides consultation to the rules that address the competence of the ombudsman's office	Article 8 Law 12527/2011 I - registration of the competences and organizational structure, addresses, and phone numbers of the respective units and public service hours.
2.1 Human Resources	2.1.1 Provides information on the ombudsman	Article 3 Law 13460/2017 With minimum annual periodicity, each Branch of the Government sphere will publish an overall picture of the public services provided that will specify the agencies or entities responsible for their provision and the administrative authorities to which they are subordinated or linked.
2.1 Human Resources	2.1.2 Provides information on the process of choosing the ombudsman and on the term of office prediction	Article 18, V and Article 20 of Law 13460/2017. The user council may be consulted regarding the appointment of the ombudsman.
2.2 Management	2.2.1 Provides information on the ombudsman's schedule	Article 18, V of Law 13460/2017. Without prejudice to other forms provided in the legislation, the participation of the users in the monitoring of the provision and assessment of the public services will be carried out through user councils. Sole paragraph. User councils are advisory bodies endowed with the following duties: V - monitor and assess the ombudsman's action.
2.3 Administrative Structure	2.3.1 Provides the institutional design of the ombudsman's office and the hierarchical position of the unit in the institutional organogram	Article 8 Law 12527/2011 I - registration of the competences and organizational structure, addresses, and phone numbers of the respective units and public service hours.
2.3 Administrative Structure	2.3.2 Discloses the duties of the ombudsman's office	Article 8 Law 12527/2011 I - registration of the competences and organizational structure, addresses, and phone numbers of the respective units and public service hours.

2.3 Administrative Structure	2.3.3 Discloses the contact information and public service hours of the ombudsman's office	Article 8 Law 12527/2011 I - registration of the competences and organizational structure, addresses, and phone numbers of the respective units and public service hours.
2.4 Strategic Planning	2.4.1 Publishes the management report of the ombudsman's office on the institutional website	Article 15 Law 13460/2017 Sole paragraph. The management report will be: II - made available in full on the Internet.
2.5 Communication	2.5.1 Discloses news on the ombudsman's office activities on the institutional website.	Article 3 of Law 12527/2011 II - disclosure of information of public interest, regardless of requests
3.1 Access	3.1.1 There is an ombudsman's office	Article 10 of Law 13460/2017 The manifestation will be directed to the ombudsman's office of the agency or entity responsible and will contain the identification of the petitioner.
3.1 Access	3.1.2 Provides other mechanisms for the population to express their opinion freely and spontaneously (such as ombudsman's office user satisfaction survey)	Article 23 of Law 13460/2017 The public agencies or entities covered by this Law must assess the services provided.
3.1 Access	3.1.3 Provides a link to the ombudsman's office on the website home page	Article 8 of Law 12527/2011 (LAI) It is the duty of the public agencies and entities to promote, regardless of requests, the disclosure at a location of easy access, within the scope of their competences, of information of collective or general interest produced by them or in their custody.
3.1 Access	3.1.4 Provides a communication channel for submitting manifestations	Article 10 of Law 13460/2017 §4 - The manifestation may be carried out electronically, by conventional correspondence, or verbally, in which case it must be reduced to writing.
3.1 Access	3.1.5 The identification of the petitioner does not contain demands that render the manifestation infeasible	Article 10, §1 of Law No. 12527/2011 (LAI) and Article 9, §1 of Law No. 13460/2017 the identification of the petitioner cannot contain demands that render the request infeasible.
3.2 Control	3.2.1 Provides proof of receipt of the manifestation	Article 10 of Law 13460/2017 II - issuance of proof of receipt of the manifestation

3.2 Control	3.2.2 Provides the consultation to the processing of the manifestation	Article 7, §3 of Law No. 13460/2017 and Article 9 of Law No. 12527/2011 (LAI) mechanisms of consultation by the users of the progress of the requested service and any manifestation/request for information.
3.2 Control	3.2.3 Provides information in the management report about the number of manifestations received in the previous year, the reasons for the manifestations, and the analysis of the recurring points	Article 15 of Law 13460/2017 The management report addressed in item II of the head provision of article 14 must indicate, at least, the following: I - number of manifestations received in the previous year; II - the reasons for the manifestations; III - the analysis of the recurring points
3.3 Interaction	3.3.1 Provides a response within the legal deadline	Article 11 of Law No. 12527/2011 (LAI) and Article 16 of Law No. 13460/2017 Article 11. The government agency or entity must authorize or grant immediate access to the available information. §1 - With it not being possible to grant immediate access in the form provided for in the head article, the agency or entity that receives the request must do so within a deadline not superior to 20 (twenty) days. Article 16. The ombudsman's office will forward the final administrative decision to the user, observing the deadline of thirty days, justifiably extendable only once for an equal period.
3.4 Influence	3.4.1 Provides information in the management report about the measures adopted in the presented solutions	Article 15 of Law 13460/2017 the measures adopted by the public administration in the presented solutions.
3.4 Influence	3.4.2 The ombudsman's action is monitored and assessed by a User Council	Article 18, V of Law 13460/2017. monitor and assess the ombudsman's action.
4.1 Fostering of the transparency culture	4.1.1 Provides on its web page didactic material aimed towards the general population about ombudsman's offices	Article 8, §1, V of Law No. 12527/2017 (LAI). general data for monitoring programs, actions, projects, and works of agencies and entities.

4.2 Right to access to information	4.2.1 Provides orientations on its website about where one may manifest oneself	<p>Article 8, §3, V of Law No. 12527/2017 (LAI) and Article 10, §4 of Law No. 13460/2017.</p> <p>Article 8 - indicate location and instructions that allow the interested person to communicate electronically or by phone with the agency or entity owner of the website.</p> <p>Article 10 - The manifestation may be carried out electronically, by conventional correspondence, or verbally, in which case it must be reduced to writing</p>
4.2 Right to access to information	4.2.3 Provides information in open data relative to the public data collected due to the duties of the ombudsman's office	<p>Article 8, §3 of Law No. 12527/2011 (LAI)</p> <p>enable the recording of reports in various electronic formats, including open and non-proprietary, such as spreadsheets and text, to facilitate the analysis of the information.</p>

Source: Devised by the authors based on the *Manual do Índice de Transparência do Poder Legislativo* (BRAZIL, 2015), Federal Law No. 12527/2011, and Federal Law No. 13460/2017.

According to the methodology of the Legislative Branch Transparency Index, criteria were adopted through which it is possible "to assess if the same indicator serves several distinct aspects, such as, for example, being current, immediately available, comprehensive, of easy access, etc." (BRAZIL, 2015, p. 14).

Chart 6 – Analysis and score assignment criteria

Criterion	Score for each criterion
a) Totality of the information in the face of the possible scope;	1.0 if the assessed indicator complies with the criterion perfectly
b) Readiness with which the information is provided;	0.5 if the assessed indicator complies with the criterion partially
c) Currentness of the available information;	0.0 if the assessed indicator does not comply with the criterion at all
d) Existence of a Historical Series of the information.	<p>0.0 if the assessed indicator does not comply with the criterion at all</p> <p>If the criterion does not apply to the indicator, the assessment will not be made, and that indicator/criterion combination will be disregarded in calculating the index</p>

Source: Manual do Índice de Transparência do Poder Legislativo (BRAZIL, 2015, p. 14).

The General Transparency Index varies from 0 to 1, considering that the closest it is to 1, the greater the transparency level of the agency. The calculation is carried out through the

"simple arithmetic average of a given criterion applied to the indicators that compose the respective dimension" (BRAZIL, 2015, p. 18). Hence, the methodology suggests five transparency levels:

Chart 7 – Categorization of the results in transparency levels.

Index	Transparency level
0.8000 to 1.0000	A
0.6000 to 0.7999	B
0.4000 to 0.5999	C
0.2000 to 0.3999	D
0.0000 to 0.1999	E

Source: Manual do Índice de Transparência do Poder Legislativo (BRAZIL, 2015, p. 19).

To measure the transparency of the parliamentary ombudsman's office, we use the same formula for calculating the Index built by the Senate.

Chart 8 – Summary matrix for the formula for calculating the Legislative Branch Index

	Assessment Criteria				Indices per dimension	
	Totality	Readiness	Currentness	Historical series		
Transparency dimensions	Legislative Transparency	Average of the legislative transparency indicators for the totality criterion	Average of the legislative transparency indicators for the readiness criterion	Average of the legislative transparency indicators for the currentness criterion	Average of the legislative transparency indicators for the historical series criterion	Average of the indices per criterion in dimension Legislative Transparency
	Administrative Transparency	Average of the administrative transparency indicators for the totality criterion	Average of the administrative transparency indicators for the readiness criterion	Average of the administrative transparency indicators for the currentness criterion	Average of the administrative transparency indicators for the historical series criterion	Average of the indices per criterion in dimension Administrative Transparency
	Social Participation and Control	Average of the social participation and control indicators for the totality criterion	Average of the social participation and control indicators for the readiness criterion	Average of the social participation and control indicators for the currentness criterion	Average of the social participation and control indicators for the historical series criterion	Average of the indices per criterion in dimension Social Participation and Control
	Adherence to the AIL	Average of the indicators of adherence to the LAI for the totality criterion	Average of the indicators of adherence to the LAI for the readiness criterion	Average of the indicators of adherence to the LAI for the currentness criterion	Average of the indicators of adherence to the LAI for the historical series criterion	Average of the indices per criterion in dimension Adherence to the LAI
Indices per criterion	Average of the indices per dimension for criterion totality	Average of the indices per dimension for the readiness criterion	Average of the indices per dimension for the currentness criterion	Average of the indices per dimension for the historical series criterion	General Transparency Index = average of the indices per dimension	

Source: Manual do Índice de Transparência do Poder Legislativo (BRAZIL, 2015, p. 19).

4. Analysis of the obtained results

The assessment of the transparency levels of the Chamber and Senate ombudsman's offices was carried out by observing 23 indicators: one regarding Legislative Transparency, eight within the scope of Administrative Transparency, eleven on Social Participation and Control, and three indicators in the dimension Adherence to the LAI. Both ombudsman's offices display transparency level A, but none of them provides information on the ombudsman's schedule. The visibility of the ombudsman's schedule is a necessary condition for users to be able to monitor the actions performed by the ombudsman's office. For example, the Federal University of Mato Grosso (UFMT, 2021) and Petrobras (2021) inform, on their respective websites, the public engagements of the ombudsman. Regarding the monitoring of the ombudsman's office action, the research also identified that none of the websites mentions the existence of the User Council, to which Law No. 13460/2017 attributes the role of monitoring the ombudsman's action and that may also be consulted regarding their appointment. About the access by the citizen to mechanisms for assessing the service provided (BRAZIL, 2017), only the Chamber describes, in the ombudsman's office report, the results of the application of a questionnaire aiming to measure the satisfaction of the user who uses the Contact Us and the *Disque-Câmara* (BRAZIL, 2020, p. 23).

Another important transparency indicator regards the provision of easy access to the ombudsman's office environment on the institutional website. The home page of the Chamber of Deputies (BRAZIL, 2021a) provides a link to the Contact Us form, with there not being a button with the title of Ombudsman's Office. Upon accessing the Contact Us, the user is referred to a page on which there is a form for registering an account to enable contact with the Chamber, but there is also no mention of the ombudsman's office. To access the environment of the Ombudsman's Office of the Chamber of Deputies, it is necessary to click on the Institutional button included on the official page and select the topic Role and Structure. Then, the user must click on Organizational Structure, after which they will have access to the Parliamentary Ombudsman's Office link.

In turn, besides not disclosing the ombudsman's schedule of public engagements, the Senate does not comply with two other ombudsman's office transparency indicators: it does not provide on the website a mechanism for checking the processing of the manifestations, and the management reports do not contain the measures adopted from the received manifestations. However, despite not complying with some indicators, both the Chamber and the Senate provide strategic information for users to inform themselves and be able to monitor the provision of the parliamentary ombudsman's office service.

Chart 9 – Result of the application of the Transparency Index to the Ombudsman's Office of the Chamber of Deputies. DATE: May 13, 2021

Dimension / Subdimension / Indicator			Assessment Criterion				
			a	b	c	d	GENERAL
1. Legislative Transparency	1.1 Consultation of the laws	1.1.1 Provides the consultation to the laws (13460 and the Standing Rules) that address the competence of the ombudsman's office.	1.0	1.0	1.0	NA*	1.00
2. Administrative Transparency	2.1 Human Resources	2.1.1 Provides information on the ombudsman: name and functional occupation.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.1 Human Resources	2.1.2 Provides information on the process of choosing the ombudsman and on the term of office prediction.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.2 Management	2.2.1 Provides information on the ombudsman's schedule.	0.0	0.0	0.0	NA	0.00
2. Administrative Transparency	2.3 Administrative Structure	2.3.1 Provides the institutional design of the ombudsman's office and the hierarchical position of the unit in the institutional organogram.	0.5	0.5	1.0	NA	0.67
2. Administrative Transparency	2.3 Administrative Structure	2.3.2 Discloses the duties of the ombudsman's office activity.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.3 Administrative Structure	2.3.3 Discloses the contact information and service hours of the ombudsman's office.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.4 Strategic Planning	2.4.1 Publishes the management report of the ombudsman's office on the institutional website.	1.0	1.0	1.0	1.0	1.00
2. Administrative Transparency	2.5 Communication	2.5.1 Discloses news on the ombudsman's office activities on the institutional website	NA	1.0	0.5	NA	0.75
3. Social Participation and Control	3.1 Access	3.1.1 There is an ombudsman's office.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.1 Access	3.1.2 Provides other mechanisms for the population to express their opinion freely and spontaneously (such as ombudsman's office user satisfaction survey).	1.0	1.0	NA	NA	1.00

3. Social Participation and Control	3.1 Access	3.1.3 Provides a link to the ombudsman's office on the website home page.	0.0	0.0	NA	NA	0.00
3. Social Participation and Control	3.1 Access	3.1.4 Provides a communication channel for submitting manifestations.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.1 Access	3.1.5 The identification of the petitioner does not contain demands that render the manifestation infeasible	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.2 Control	3.2.1 Provides proof of receipt of the manifestation.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.2 Control	3.2.2 Provides the consultation to the processing situation of the manifestation.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.2 Control	3.2.3 Provides information in the management report about the number of manifestations received in the previous year, the reasons for the manifestations, and the analysis of the recurring points.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.3 Interaction	3.3.1 Provides a response within the legal deadline.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.4 Influence	3.4.1 Provides information in the management report about the measures adopted in the presented solutions.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.4 Influence	3.4.2 The ombudsman's action is monitored and assessed by a User Council.	0.0	0.0	NA	NA	0.00
4. Adherence to the AIL	4.1 Fostering of the transparency culture	4.1.1 Provides on its webpage didactic material aimed towards the general population about ombudsman's offices.	1.0	1.0	NA	NA	1.00
4. Adherence to the AIL	4.2 Right to access to information	4.2.1 Provides orientations on its website about the location where one may manifest oneself.	1.0	1.0	NA	NA	1.00
4. Adherence to the AIL	4.2 Right to access to information	4.2.2 Provides information in open data relative to the public data collected due to the duties of the ombudsman's office.	0.0	0.0	NA	NA	0.00

Dimensions	Assessment Criteria				Index per dimension
	Totality	Readiness	Currentness	Historical series	
Legislative Transparency	1.00	1.00	1.00	NA	1.00
Administrative Transparency	0.79	0.81	0.81	1.00	0.85
Social Participation and Control	0.82	0.82	-	NA	0.82
Adherence to the AIL	0.67	0.67	NA	NA	0.67
Index per Assessment Criterion	0.82	0.82	0.91	1.00	0.83

Source: Devised from the methodology of the Legislative Branch Transparency Index.

Note: * NA - Not applicable.

Chart 10 – Result of the application of the Transparency Index to the Ombudsman's Office of the Senate.
DATE: May 13, 2021

Dimension / Subdimension / Indicator			Assessment Criterion				
			a	b	c	d	GENERAL
1. Legislative Transparency	1.1 Consultation of the laws	1.1.1 Provides the consultation to the laws (13460 and the Standing Rules) that address the competence of the ombudsman's office.	0.5	1.0	1.0	NA	0.83
2. Administrative Transparency	2.1 Human Resources	2.1.1 Provides information on the ombudsman: name and functional occupation.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.1 Human Resources	2.1.2 Provides information on the process of choosing the ombudsman and on the term of office prediction.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.2 Management	2.2.1 Provides information on the ombudsman's schedule.	0.0	0.0	0.0	NA	0.00
2. Administrative Transparency	2.3 Administrative Structure	2.3.1 Provides the institutional design of the ombudsman's office and the hierarchical position of the unit in the institutional organogram.	0.5	0.5	1.0	NA	0.67
2. Administrative Transparency	2.3 Administrative Structure	2.3.2 Discloses the duties of the ombudsman's office activity.	1.0	1.0	1.0	NA	1.00
2. Administrative Transparency	2.3 Administrative Structure	2.3.3 Discloses the contact information and service hours of the ombudsman's office.	1.0	1.0	1.0	NA	1.00

2. Administrative Transparency	2.4 Strategic Planning	2.4.1 Publishes the management report of the ombudsman's office on the institutional website.	1.0	1.0	1.0	1.0	1.00
2. Administrative Transparency	2.5 Communication	2.5.1 Discloses news on the ombudsman's office activities on the institutional website.	NA	0.5	0.5	NA	0.50
3. Social Participation and Control	3.1 Access	3.1.1 There is an ombudsman's office	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.1 Access	3.1.2 Provides other mechanisms for the population to express their opinion freely and spontaneously (such as ombudsman's office user satisfaction survey).	0.0	0.0	NA	NA	
3. Social Participation and Control	3.1 Access	3.1.3 Provides a link to the ombudsman's office on the website home page.	0.0	0.0	NA	NA	0.00
3. Social Participation and Control	3.1 Access	3.1.4 Provides a communication channel for submitting manifestations.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.1 Access	3.1.5 The identification of the petitioner does not contain demands that render the manifestation infeasible.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.2 Control	3.2.1 Provides proof of receipt of the manifestation	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.2 Control	3.2.2 Provides the consultation to the processing situation of the manifestation.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.2 Control	3.2.3 Provides information in the management report about the number of manifestations received in the previous year, the reasons for the manifestations, and the analysis of the recurring points.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.3 Interaction	3.3.1 Provides a response within the legal deadline.	1.0	1.0	NA	NA	1.00
3. Social Participation and Control	3.4 Influence	3.4.1 Provides information in the management report about the measures adopted in the presented solutions.	0.0	0.0	NA	NA	0.00

3. Social Participation and Control	3.4 Influence	3.4.2 The ombudsman's action is monitored and assessed by a User Council.	0.0	0.0	NA	NA	
4. Adherence to the AIL	4.1 Fostering of the transparency culture	4.1.1 Provides on its webpage didactic material aimed towards the general population about ombudsman's offices.	1.0	1.0	NA	NA	1.00
4. Adherence to the AIL	4.2 Right to access to information	4.2.1 Provides orientations on its website about the location where one may manifest oneself.	1.0	1.0	NA	NA	1.00
4. Adherence to the AIL	4.2 Right to access to information	4.2.2 Provides information in open data relative to the public data collected due to the duties of the ombudsman's office.	0.0	0.0	NA	NA	0.00

Dimensions	Assessment Criteria				Index per dimension
	Totality	Readiness	Currentness	Historical series	
Legislative Transparency	0.50	1.00	1.00	NA	0.83
Administrative Transparency	0.79	0.75	0.81	1.00	0.84
Social Participation and Control	0.70	0.70	-	NA	0.70
Adherence to the AIL	1.00	1.00	NA	NA	1.00
Index per Assessment Criterion	0.75	0.86	0.91	1.00	0.84

Source: Devised from the methodology of the Legislative Branch Transparency Index.

The Chamber of Deputies provides the consultation to Law No. 13460/2017 and the standing rules of the House. The Senate mentions aspects of the said rules in the "Charter of Ombudsman's Office Services" and, for not disclosing the full content of such rules, received a score of 0.5 in the measurement of the totality criterion for the indicator related to Legislative Transparency. Regarding the readiness criterion, the Chamber scored fully in this indicator, given that the information is accessible directly through a link available on the webpage of the ombudsman's office under the title "Legislation". A score of 0.5 was attributed to the Senate for the readiness criterion because the information about the laws is dispersed in the text of the Charter of Services, with it being necessary for the user to read this document and extract from it some pieces of information contained in the mentioned legislation.

The two ombudsman's offices are situated in the organogram and provide the composition of positions on the institutional websites; however, access to this information is not

promptly available in the ombudsman's office environment. In the case of the Senate, the user must access the link Institutional, Administrative Structure, and then Parliamentary Ombudsman's Office to obtain information about duties of the Ombudsman's Office and the Coordination of Relationship with the Citizen (BRAZIL, 2021b). The Chamber also provides an institutional organogram in which the parliamentary ombudsman's office is included; however, like the Senate, access to the structure of positions restricted to the ombudsman's office is obtained via a search of the transparency portal.

With the purpose of verifying if the legislative house provides responses and if such responses are submitted within the legal deadline of at most 30 days, manifestations were registered in the electronic systems of the ombudsman's offices of the Chamber and the Senate. In both cases, there were responses within the deadline, which in our opinion signals that there were interactions as determined by the law. The manifestations were submitted to the two ombudsman's offices on October 29, 2020, with the House responding on November 9, 2020, and the Senate on November 11, 2020.

Another indispensable condition for identifying the results on participation and the efficiency of the social control is the access to information on the measures adopted by the legislative houses in the face of the user manifestations. Knowledge of the adopted measures helps in the perception of the influence of the manifestations in the decision-making by public agencies. According to Law No. 13460/2017, this information must be contained in the management report published annually on the institutional website of the government agency. However, despite the express obligation in the said Law, only the Chamber provides in the report text some of the measures adopted by the institution (indicator 3.5.1). The Senate report only discloses statistical information about the registration of manifestations, which is also a legal requirement, described by indicator 3.3.3, located in the subdimension "Control".

Regarding the visibility of the actions undertaken by the parliamentary ombudsman's office, in the subdimension Communication (Administrative Transparency), the Chamber of Deputies scores fully in the readiness criterion but did not obtain a full score relative to currentness because the last news piece was published on March 25, 2021 - forty-nine days before the date of the observation made for this research. The Senate scores 0.5 in both criteria adopted for assessing communication because the news on the ombudsman's office, in addition to not being current, is not readily available in the ombudsman's office environment. For searching, it was necessary to enter the keyword "parliamentary ombudsman's office" in the field *Senado Notícias*, in which case 88 items were found, with the most recent news piece having been published on March 16, 2021, fifty-eight days before the date of observation of the website.

The two ombudsman's offices score fully in indicator Strategic Planning (Administrative Transparency) because they publish management reports yearly on their

respective institutional websites. However, the analysis of the reports published in 2020 by the two legislative Houses reveals that, despite containing the information on the number of manifestations received the previous year, the reasons for the manifestations, and the analysis of the recurring points, an indicator of Social Participation and Control, only the report by the Chamber reveals the measures adopted in the presented solutions, scoring fully in the Influence indicator.

In the field of the right to access to information (Subdimension Adherence to the LAI), both houses provide, on their websites, orientations about the location where the users may manifest themselves, as well as didactic material on their web pages directed toward the population in general about ombudsman's offices (Indicator Fostering of the transparency culture). However, none of the ombudsman's offices discloses in an open format the public data collected due to the activity they perform (Indicator Right to access to information). For example, the Brazilian Open Data Portal presents a list with nine datasets published in open format about the ombudsman's office activity carried out within the scope of the district and federal governments (BRAZILIAN OPEN DATA PORTAL, 2021).

5 Conclusion

The inputs used in this article for creating parliamentary ombudsman's office transparency indicators are included in the laws on access to information and the defense of the participation of the public service user. What we proposed, then, was the consolidation and assessment of the indicators from a methodology created by the Legislative Branch Transparency Index. Moreover, the study recovers the meaning of public transparency, encompassing elements that go beyond publicity and accounting, also considering the duty to promote social participation.

These indicators inform the minimum necessary to create an environment that facilitates the participation of users in the public administration through the public ombudsman's office but do not exhaust by themselves the conditions for the full achievement of this institutional mission. Therefore, the index is limited to the purposes of law and, for this reason, does not encompass the totality of processes and activities undertaken by the ombudsman's offices within the institutions. This means to say that, besides the legal field, there are different actions linked to the institutional practice and not among the indicators predicted in this methodology that identify how transparent ombudsman's offices are. Incorporating other institutional ombudsman's office practices as transparency indicators may be an object of study in the future.

The results of the application of the Index to the ombudsman's offices of the Brazilian parliament thus demonstrate the efficiency of the Senate and Chamber in complying with the legislation, but this does not close the matter fully. Besides, the indicators reveal how much the legislation is omissive relative to the forms of influence of the citizen through ombudsman's

offices. It is only possible to measure the ascendancy of the manifestation on the public decisions if the ombudsman's office includes in the management report the measures adopted in the face of the presented problems. In this sense, the article disrobes the legislation, which is directed more incisively relative to the elements of publicity, motivation, access, and interaction, deviating from more actively orienting on conducts that amplify the influence of the citizen in the decision-making by the public administration.

Anyhow, the Index allows demonstrating that the two ombudsman's offices comply with almost the totality of the transparency requirements included in the LAI and Law No. 13460/2017 and may serve as an instrument in the assessment of the action of the ombudsman's offices of state assemblies and municipal chambers. Both the Senate and the Chamber perform a historically strong role in constructing institutional policies and management tools that help public managers and servants operate in the state and municipal legislatures. In this sense, the extension of the indicators proposed herein comes to meet initiatives - such as booklets, manuals, and events - aiming to share best management practices among the legislative houses.

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