Public Administration Education in Brazil: Evolution, Challenges, and Opportunities

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Abstract
Public administration education is provided in Brazil in two modalities: by government schools at all levels and branches of government, and by academic programs at the graduate and undergraduate levels. Education before entering the public service is primarily offered in public and private institutions of higher education at the graduate and undergraduate levels, with the latter predominating. Schools of government provide professional training that concentrates on skill and knowledge development for civil servants; a few offer academic degrees. Training is generally related to the focus of sponsoring agencies, although some schools have more expansive offerings. This paper addresses three questions related to the delivery of public administration education in Brazil: (a) How have the academic and professional training systems evolved? (b) How do their approaches compare? (c) What are the challenges and opportunities that face both modalities educating for public service in Brazil in the future?

Keywords: Brazil, government schools, generic administration programs

With close to 200 million residents and covering nearly half the South American continent, Brazil is the world’s seventh largest economy (CIA, 2013), the most populous country in Latin America, and the fifth most populous country in the world. Colonized by Portugal in the early 16th century, the country attained its independence in 1822 but remained a constitutional monarchy until the military coup of 1889, when it became the Republic of the United States of Brazil. From then until the Revolution of 1930, Brazil was formally a democracy but power...
was concentrated in the hands of wealthy land owners from the country’s more powerful states.

The Revolution brought Getulio Vargas into power as president and then dictator of what is referred to as the New State [Estado Novo]. Vargas believed in extensive government intervention as a way to transform Brazil from a plantation-based economy favoring the few into an industrialized nation that would benefit the many. He saw public sector reform as a critical driver of this transformation (Barros & Passos, 2000; Pizzinatto, 1999). A key initiative to implement reform was the establishment of the Administrative Department of Public Service [Departamento Administrativo do Serviço Público—DASP] in 1938. DASP was tasked with professionalizing Brazil’s civil service through the introduction of a meritocracy system for employee selection and promotion. Previously, government service in Brazil, like in other Latin American countries, was patterned on a patronage system inherited from its days as part of a colonial empire.

To promote a more professional government, DASP provided short-term courses to civil servants in several substantive areas such as budgeting and personnel management (Fischer, 1984). In less than a year, these courses “recorded more than 8,000 enrollments” (Farah, 2010, p. 13). The DASP initiative established the precedent for government involvement in educating for public administration in its broadest sense that encompasses academic education and professional training—the two approaches to educating for public administration covered in this paper. Today, more than 200 schools under the aegis of all branches and levels of government offer professional training. The second type of public administration education in Brazil is provided by more than 90 academic programs at both the graduate and undergraduate levels.

This paper addresses three questions related to the delivery of public administration education in Brazil: (a) How have the academic and professional training systems evolved? (b) How do their approaches compare? (c) What are the challenges and opportunities that face educating for public service in Brazil in the future? The first two sections of the paper describe the evolution of the academic system and the development of Brazil’s government schools. The third section looks at the way both systems approach public administration education. The final section identifies opportunities and challenges to educating for public administration in Brazil and makes recommendations directed at its continued growth.

**Educating for Public Administration: The Academic Approach**

Higher education in Brazil developed much later than in most other Latin American countries, where universities were founded under Spanish rule in the 17th century (Durham, 2003). In Brazil, the first university was not established until 1920, and it was more than a decade later that Brazil experienced significant advances in higher education under Getulio Vargas and the Estado Novo. Education reforms made during the Vargas years covered a wide range of issues, such as professorial appointments and curricula, and they solidified the strong influence
of the federal government on higher education in Brazil that continues today. As mentioned earlier, the major initiative of the Estado Novo specifically affecting public administration education was the creation of DASP.

In the early 1940s, however, efforts to train civil servants moved away from DASP and turned to establishing institutions outside government. The first was the Getulio Vargas Foundation[^3] [Fundação Getúlio Vargas—FGV], a nonprofit higher education institution that was created in 1944 in Rio de Janeiro with assistance from the United Nations (Fischer, 1984). Its goal was to provide management training for the nation’s public and private sectors (Wahrlich, 1967; Fischer, 1984). It conferred no academic degrees.

The first institution to offer an academic degree in public administration in Brazil and in Latin America was the Brazilian School of Public Administration [Escola Brasileira de Administração Pública—EBAP].[^4] It was established at FGV in 1952 with assistance from the United Nations. EBAP conferred a *graduação* [graduation] degree that is equivalent to a bachelor’s degree in the United States. What is called a graduate degree in the United States is referred to as a *pós-graduação* [postgraduation] degree in Brazil.

During the 20-year period of more open government that followed the authoritarian Vargas era, FGV and other academic institutions collaborated with their counterparts in North America, especially those in the United States, to advance public administration education in Brazil. For example, in 1959, Brazil entered into an agreement with the University of Southern California (USC) in which professors from Brazil went to the United States to take doctoral courses, and professors from the United States went to Brazil to provide assistance in areas such as curriculum development. At about the same time, the U.S.-based Ford Foundation became involved in educating for public administration in Brazil, primarily concentrating on ways to integrate policy courses into public administration programs. This was a reflection of what was simultaneously happening in the United States, where there was a growing focus on the importance of understanding policy processes and techniques for students studying public administration (Farah, 2010).

In 1964, a military junta assumed power in Brazil. The new government saw higher education as vital to its overall efforts to increase the nation’s standing as a world power and established the Federal Council of Education. The Council promulgated guidelines for graduate programs across disciplines. Previously, legislation pertaining to graduate-level education had been ambiguous, and graduate-level courses were offered in many inconsistent formats (Parecer 977, 1965).

The first program in public administration at the master’s level was established in 1967 at FGV in Rio de Janeiro. Over the next 20 years, two more master’s programs were created: one at FGV-São Paulo in 1976 and one at the Federal University of Bahia [Universidade Federal da Bahia—UFBA] in 1983. During this same time, dozens of undergraduate programs educating for public administration were also established. By 2011, there were 80 programs educating for
public administration at the undergraduate level (CAPES, 2011)—almost seven times the 12 programs at the master’s level (CAPES, 2011). This picture contrasts with that in the United States, where graduate programs predominate in public administration education. In 2010, there were close to 300 master’s degree programs in public administration and related areas of study in the United States; 128 institutions offered undergraduate degrees.\(^5\)

The predominance of undergraduate programs in Brazil reflects the dominance of undergraduate education across academic fields. For instance, an undergraduate degree in law is the accepted credential for entry into the legal profession along with passing the bar examination.

**Undergraduate Programs**

Today, of the 80 programs at the undergraduate level in Brazil, 21 are housed in tuition-free public universities and 59 in private institutions (CAPES, 2011). Both federal universities and private institutions are subject to the laws and regulations of the federal government with regard to accreditation and the creation, authorization, and recognition of programs (Laus & Morosini, 2005). State and municipal institutions operate under the aegis of their respective governments but are subject to federal laws and standards (Laus & Morosini, 2005).

Public administration at the undergraduate level is offered as a stand-alone program, as part of a generic administration program, or in a combined business administration and public administration program. The federal government establishes the general guidelines for all undergraduate programs including public administration. However, individual programs have discretion in several areas such as the number of courses that must be taken in public administration and the overall curriculum content. For example, some programs with a quantitative focus require students to take statistics, operations research, and similar courses.

Upon graduation from an undergraduate program, students receive a diploma that confers the title of *bachelor* [Bacharelado]. Candidates for the bachelor’s degree must complete a minimum of 3,000 hours and obtain a minimum grade of 60 (out of a possible 100) in all courses to have it count toward the degree.\(^6\) It generally takes from four to five years to earn a bachelor’s degree in public administration. Some institutions allow a maximum of six years for degree completion.

**Graduate Programs**

In 2011, of the 89 administration programs in Brazil at the master’s level, 12 were educating for public administration in eight institutions (CAPES, 2011). Collectively, 762 students were enrolled in the eight institutions (see Table 1). Most programs are relatively small; only two serve more than 100 students, and six have fewer than 50 students. All are housed in public institutions with the exception of the four offered by FGV, a nonprofit organization. Two of the 12 programs are located in the northeast; all others are located in the southeast.
Table 1.
Graduate Programs in Public Administration, Brazil (2011)

<table>
<thead>
<tr>
<th>Institution</th>
<th>Program</th>
<th>Year Established</th>
<th>Number of Students</th>
<th>Type of Degree</th>
<th>CAPES Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universidade Federal do Rio Grande Norte (UFRN)</td>
<td>Public Management</td>
<td>2011</td>
<td>31</td>
<td>P</td>
<td>3</td>
</tr>
<tr>
<td>Universidade Federal da Bahia (UFBA)</td>
<td>Administration emphasis in Public Administration</td>
<td>1983</td>
<td>89</td>
<td>A</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Administration emphasis in Public Administration</td>
<td>1998</td>
<td>31</td>
<td>P</td>
<td>4</td>
</tr>
<tr>
<td>Universidade Federal de Espírito Santo (UFES)</td>
<td>Public Management</td>
<td>2011</td>
<td>25</td>
<td>P</td>
<td>3</td>
</tr>
<tr>
<td>Universidade Federal de Viçosa (UFV)</td>
<td>Administration emphasis in Public Administration</td>
<td>2005</td>
<td>32</td>
<td>A</td>
<td>3</td>
</tr>
<tr>
<td>Universidade Federal de Lavras (UFLA)</td>
<td>Public Administration</td>
<td>2011</td>
<td>30</td>
<td>P</td>
<td>3</td>
</tr>
<tr>
<td>Universidade de Brasília (UNB)</td>
<td>Administration emphasis in Public Administration</td>
<td>1998</td>
<td>91</td>
<td>A</td>
<td>5</td>
</tr>
<tr>
<td>Fundação João Pinheiro (FJP)</td>
<td>Public Administration</td>
<td>1999</td>
<td>36</td>
<td>A</td>
<td>4</td>
</tr>
<tr>
<td>Fundação Getúlio Vargas (FGV)</td>
<td>EBAPE–Rio de Janeiro</td>
<td>1967</td>
<td>147</td>
<td>A</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Administration emphasis in Public Administration</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Public Administration</td>
<td>2011</td>
<td>78</td>
<td>P</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>EAESP–São Paulo</td>
<td>1976</td>
<td>72</td>
<td>A</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Public Administration and Government</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Management and Public Policy</td>
<td>2009</td>
<td>69</td>
<td>P</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>731</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*P = professional degree; A = academic degree.

Source. CAPES (2011); information retrieved from http://geocapes.capes.gov.br

Admission criteria across programs are similar. They include (a) scores on an examination developed by Brazil's National Association of Graduate Programs and Research in Administration Schools (ANPAD) that is similar to the GRE/GMAT in the United States; (b) the ability to present ideas clearly in written format as
demonstrated in a required writing sample describing the applicant's research agenda; and (c) the undergraduate record. Students who get through the screening based on these criteria must pass an interview with professors at the program to which they are applying as the final admissions step.

**Degrees conferred.** The 12 programs educating for public administration at the master’s level confer what is called a *stricto sensu*, one of the two types of post-baccalaureate degrees in Brazil. The other is the *lato sensu* (see Figure 1). Although both degrees require that a student have an undergraduate degree for admission, the *lato sensu* is not officially recognized as an “academic degree” by the Federal Ministry of Education. Candidates for the *lato sensu* must complete 360 hours, at minimum, in coursework. Graduates are awarded “certificates” and may use the title “specialist.”

**Figure 1.**
Graduate Degrees in Brazil

Two types of *stricto sensu* degrees are offered: academic and professional. The academic *stricto sensu* is designed for students who are primarily interested in teaching in higher education institutions and/or conducting research. They must complete 24 credits of coursework, at minimum, and defend a research-based dissertation in front of several professors. One professor must be from outside the student's home institution.

The professional *stricto sensu* focuses on enhancing the qualifications of mid-career professionals. Candidates for a professional *stricto sensu* must also complete 24 credits of coursework, at minimum, but have the choice of submitting and defending a dissertation or submitting another type of written work (e.g., a case study). Of the 12 master’s programs educating for public administration, six confer the academic *stricto sensu* and six the professional degree (see Table 1).

Students receiving a *stricto sensu* are eligible to enter Brazil’s doctoral [*doutorado*] programs. The *doutorado* requires three to four years of full-time study plus a dissertation for completion and qualifies the student to teach in an institution of higher education. Doctoral programs in public administration or in administration with an emphasis in public administration are offered at FGV in São Paulo, the
Federal University of Bahia, and the University of Brasilia. Some students attend institutions outside Brazil to obtain a PhD in public administration. In 2011, nine students did so; more than 70 other students sought a PhD in administration (CAPES, 2011).

**Program Authorization and Recognition**

All undergraduate and graduate programs in Brazil “are subject to control in terms of authorization, recognition, and renewal of recognition given for a fixed period of time, as established by the Chamber of Higher Education of the National Education Council” (Laus & Morosini, 2005, p. 118). In addition, graduate programs are subject to standards imposed by the Coordination for the Improvement of Higher Education Personnel (CAPES), an agency in the Federal Ministry of Education.

CAPES was created in 1951. Its original function was to provide scholarships to graduate students at universities and research centers in Brazil and abroad. Although CAPES still continues this practice, in 1976 its domain was broadened to include the National Postgraduate System (NPS). The NPS establishes directives and quality standards for the evaluation of all registered programs as well as the evaluation of proposals for new programs not yet included in the system. Although regulated by the government, both are peer-review processes similar to those in the United States.7

Programs registered in the NPS are assessed by CAPES every three years and are given ratings from 1 to 5 for master's programs and 1 to 7 for doctoral programs. Any program that scores below 3 is recommended for closure. In 2011, four of the 12 masters programs educating for public administration had a rating of 5, four had a rating of 4, and four had a rating of 3 (see Table 1). The highest ratings were awarded to the larger programs in institutions that also confer a doctoral degree in administration or public administration.

The evaluation of programs seeking CAPES accreditation and for those already in the NPS is based on five standards, four with weights that vary depending on the discipline. For Administration (including Public Administration), Accounting, and Tourism, the weights are teacher quality, 20%; student body, theses and dissertations, 35%; intellectual production, 35%; and social inclusion, 10% (see Box 1). The fifth standard for all disciplines is not weighted and relates to the minimum conditions for program evaluation including consistency between the program and the research interests of faculty.

CAPES also requires that for a master’s program in administration (and public administration), full-time faculty must constitute at least 70% of all faculty. Due to CAPES standards, programs within disciplines such as public administration look similar with regard to faculty credentials and overall program requirements (e.g., methodology courses). Neither CAPES nor any other government agency evaluates the training programs offered by Brazil’s government schools that are discussed in the following section.
Box 1.  
CAPES Assessment Criteria*  

1. **Program Characteristics**: Coherence and consistency of areas of concentration with program goals; how program addresses topics relating to international challenges; teaching and research infrastructure.  

2. **Teacher Quality**: Degrees, experience, and compatibility with the purpose of the program; dedication of full-time faculty (40 hours a week with doctorate degree) to research and the quality of research; obtaining government or private funding for research; distribution of research and teaching load in the program (each full-time faculty member must be responsible for a minimum annual load of 30 hours per class in the program); participation of faculty in undergraduate teaching and research.  

3. **Students**: Number of theses and dissertations defended in the assessment period relative to number of full-time faculty (40 hours a week and with a doctorate degree) and number of students; thesis and dissertation quality; efficiency of the program in graduating master's and doctorate students.  

4. **Intellectual Production**: Publications by full-time faculty including articles in accredited journals, books, and chapters of books appraised by an Assessment Committee and papers at accredited academic meetings; distribution of qualified publications in relation to the program's full-time faculty.  

5. **Social Insertion**: The program's regional and national impact; cooperation with other programs and research centers in the program's field of knowledge; the program's visibility: keeping a home page to disseminate program's data, student selection criteria, teaching staff production, access to thesis and dissertations through the website.  

* All components of the criteria are not included.  

**Educating for Public Administration: The Government School Approach**  
As discussed earlier, in the late 1930s Brazil’s new Administrative Department of Public Service (DASP) was tasked with professionalizing the nation’s civil service system through the introduction of a meritocracy system for employee selection and promotion to replace the prevailing patronage system. DASP offered short-term courses in several substantive areas such as personnel selection and administration, and taxation to better prepare government workers for their civil service positions. In the late 1930s, DASP also began to disseminate information relating to public administration through its *Public Service Journal* [*Revista do Serviço Público*], Brazil’s first and only publication in the discipline for several decades (Gaetani, 1999).  

By 1960, however, fewer than 10% of government workers entered the civil service by taking the exam, and patronage ruled (Majeed, 2010). A second round of efforts to professionalize the civil service was put in place in 1980 under the military government when the Foundation Training Center for Civil Servants...
[Fundação Centro do Servidor Público—FUNCEP] was created. A third round was initiated in 1985 as the nation transitioned back to a civilian government beginning the era known as the New Republic [República Nova]. In 1986, the Brazilian National School of Public Administration [Escola Nacional de Administração Pública—ENAP] was established as a unit of FUNCEP. When FUNCEP was disbanded in the 1990s, ENAP took over its functions.

In 1995, with the election of a president strongly committed to reforming government, the Ministry of Administration and State Reform [Ministério da Administração e Reforma do Estado—MARE] was established to administer human resources policy and promote bureaucratic efficiency (Majeed, 2010). Focus broadened from the civil service system per se to improving performance as well (Grindle, 2010). MARE assumed a more important role in affecting government reform in efforts to improve efficiency. ENAP worked with the Inter-American Development Bank (IADB) and experts from Canada and several European countries to align “many courses with MARE’s proposals for ... reform” (Majeed, 2010).

As far back the 1950s, government schools and similar institutions at the state and municipal levels were also being established to provide training for public employees and related services. Although there had been informal contacts between these institutions and ENAP (and other federal schools), it was not until 2003 that ENAP established a network of government schools across all branches and levels of government (ENAP, 2013). Today, ENAP is at the hub of a voluntary network of 194 institutions, of which 56 (29%) are at the federal level, 92 (47%) at the state level, and 46 (24%) at the municipal level (ENAP, 2013). The network holds annual meetings at which issues of common interest are discussed.

Federal Government Schools

All three branches of the federal government have schools, each with its own particular focus and course offerings. Forty schools are under the aegis of particular ministries or other entities in the executive branch. ENAP, the flagship government school in Brazil, is part of the Ministry of Planning, Budgeting and Public Management [Ministério do Planejamento, Orçamento e Gestão Pública—MPOG]. Its primary objective is to prepare students for careers as Specialists of Public Policies and Governmental Managers and Analysts of Planning and Budget in the MPOG (ENAP, 2013). These are two of the 26 “careers” in the federal government along with the general career category. The general career accounts for “nine-tenths of all Public Servants in intermediate and auxiliary jobs and two-thirds of those in senior jobs” (Shepherd, 2003, p. 20).

Since its founding, ENAP has provided training to more than 200,000 civil servants from all parts of Brazil (ENAP, 2013). Other schools in the executive branch offer some general public administration courses, but most of their courses relate directly to the work performed by sponsoring ministries.

Four schools are connected with Brazil’s bicameral legislature; two with the Senate and one with the Chamber of Deputies. The fourth, the Serzedello Correa
Institute under the Federal Court of Accounts of Brazil [Instituto Serzedello Correa —Tribunal de Contas da União, or TCU] is linked to the legislative branch under Brazil’s constitution. The 11 schools associated with the judicial branch provide professional training to members of the judiciary. An example is the School of Federal Magistrates [Escola da Magistratura Federal—EMAG]. One federal school is under an independent authority.

**State Government Schools**

All 26 states in Brazil plus the federal district (Brasilia) have government schools (see the Appendix for state names). The majority of these schools are located in the most highly developed states in the southeastern quadrant of the nation (see Figure 2). This uneven distribution of schools across Brazil presents a challenge to educating for public administration, as discussed later in the paper.

*Figure 2.*

Schools of Government in Brazil, 2012

![Map of Brazil showing distribution of government schools.](http://www2.enap.gov.br/rede_escolas/)

Source. [http://www2.enap.gov.br/rede_escolas/](http://www2.enap.gov.br/rede_escolas/)

Year 2012
Brazil’s state government schools vary in their missions and scope. Many schools with a scope extending beyond training courses are found in the more highly developed states. An example is São Paulo’s Administrative Development Foundation [Fundação de Desenvolvimento Administrativo—FUNDAP-SP], which describes its program as follows:

The Administrative Development Foundation (FUNDAP), an agency of the Ministry of Public Management in the State of São Paulo for more than thirty years, is dedicated to human resource training activities, research and creation of new administrative, organizational consulting technologies in public administration. (translation of description on website http://www.fundap.sp.gov.br)

Other state schools have a more narrowly defined scope, generally related to the mission of the sponsoring institution. For instance, the objective of the School of Legal Administration in Rio de Janeiro [Escola de Administração Judiciária Rio de Janeiro—ESAJ] is to promote professional development of public servants in the judiciary.

Local Government Schools

Government schools have been established in 46 of the more than 5,500 local governments [municípios] in Brazil under the aegis of executive and legislative bodies. Municipal governments have no judiciary of their own. As with the states, most local government schools are located in the southeastern area of Brazil in its largest cities (see Figure 2). Also similar to state schools, the scope and mission of municipal schools vary widely. Those having the broadest scope are generally located in the larger municipalities.

One such example is the Municipal Public Servant Training School [Escola de Formação do Servidor Público Municipal –EFSPM–SP] in the City of São Paulo, Brazil’s largest city with more than 11 million residents. EFSPM provides training to the city’s government workers in procurement, contract management, people management, and information technology. Another school with a broad scope is the School of Public Management of the Municipality of Recife (EGPPR), the ninth-largest city in Brazil with more than 1.5 million residents. Among its offerings are administrative management, strategic management, and political education for citizenship. EGPPR also provides training for politicians.

GOVERNMENT SCHOOLS AND ACADEMIC INSTITUTIONS: A COMPARISON OF APPROACHES

In her 2006 paper about the delivery of public administration education and training prepared for the UN Department of Economic and Social Affairs (DESA), Kolısınchenko (2006) states that there are “many … variations upon a few common-
ly used approaches” to educate and train for public administration (2006, p. 3). Her implicit definition of education is that which is provided by degree-granting institutions of higher education. This definition of education is referred to in our paper as the academic approach. We use the term training approach to mean education provided by institutions outside of academia that are focused on skills and knowledge generally related to a specific career or job.

The Academic Approach

As described earlier, 12 academic programs on the master’s level and 80 on the undergraduate level educate for public administration in Brazil. At the master’s level, five of the programs offer public administration as an “emphasis” in a generic administration program. In these programs, students take courses in their specialization (e.g., public administration), as well as a range of courses such as human resource management and strategic planning, to prepare them for careers across sectors. Although the five programs are CAPES accredited and in well-respected institutions, there is concern that issues central to public administration are not necessarily getting sufficient attention. The reason for this concern becomes apparent from a reading of the following translation of an excerpt from the Federal University of Bahia’s website describing its MPA.

The MPA objective is to develop skills for the administration of business, public and third-sector organizations, such as for example, context analysis, formulating strategies, follow-up, monitoring/control of results, leadership and coordination between the different decision-making levels in the organization, government and society. (translation of description on website http://www.adm.ufba.br/courso/mestrado-profissional-administracao)

Curricula in programs specifically educating for public administration (or public administration and government) stress critical thinking and decision making related to the public sector (see Box 2 for illustrative curriculum). In this regard, the curriculum resembles that of many MPAs in the United States, reflecting its influence since the early years of public administration education in Brazil. It should be noted, however, that in recent years MPA programs in the United States have become increasingly focused on the nonprofit sector as well as the public sector.

Another similarity to the United States is that both countries have several names for master’s-level programs. In Brazil, these names include Public Administration (three programs), Public Management (two programs), Public Administration and Government (one program), Management and Public Policy (one program), and Policy and Administration (one program). It is beyond the scope of this paper to determine what the different program names in Brazil signify.
Anecdotal evidence, however, suggests that program focus is more related to the interests of faculty than to the name of the program, and that more diversified institutions have more diversified curricula. Interestingly, a 2009 study of differences between the Master of Public Administration and the Master of Public Policy in the United States found that the “the key factor for differences in program curricula might be the program faculty’s disciplinary backgrounds and specializations” (Hur & Hackbart, 2009, p. 399).

Quality control for all graduate programs in Brazil results from CAPES accreditation standards with regard to faculty, course offerings, and infrastructure (see Box 1). As mentioned earlier, not one of the 12 programs has an unsatisfactory CAPES rating. There is no similar quality control for undergraduate programs or for the government schools that deliver public administration education.

The Government Schools Approach

With few exceptions, schools of government provide professional training that concentrates on skill and knowledge development for civil servants. This training is generally related to the focus of sponsoring agencies, although some schools have more expansive offerings. Training ranges from eight-hour lectures to 300-hour courses. Some schools of government also offer the lato sensu in partnership with academic institutions or by themselves.

Three government schools confer a stricto sensu; all were established before ENAP. They are Fundação João Pinheiro, a state school in Minas Gerais, and two federal

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Box 2.
**Illustrative Curriculum: Master’s Program in Public Administration and Government at FGV/EAESP**

Mandatory and Elective Disciplines—27 credits*

Compulsory Courses: 15 credits

Methodological Education

Scientific Methodology: 3 credits

Public Administration and Government Education

Political Theory: 3 credits

Economy: 3 credits

Management and Public Organizations: 3 credits

Public Policy: 3 credits

Optional courses: 12 credits

Courses offered in the research area of the student: 9 credits

Dissertation: 3 credits

TOTAL 30 credits

Students must also attend 7 research seminars and 7 general seminars.

* Each credit corresponds to 15 class hours.

Source. FGV/EAESP (2013); retrieved from http://eaesp.fgvsp.br/
schools. The first is the National School of Statistics [Escola Nacional de Ciências Estatísticas—ENCE], connected to the institute that conducts the Brazilian census. The second is the National School of Public Health [Sergio Arouca Escola Nacional de Saúde Pública Sergio Arouca—ENSP]. ENSP was created in 1954 and offers degrees at the master’s and doctoral level as well as several specialization and short duration courses usually taught by members of the medical profession.

Thus although there are substantial differences between the academic and professional training with regard, for example, to hours required for completion, the dividing line between the two approaches tends to be blurry at times. Some academic institutions provide training for government agencies, and some Brazilian government schools offer postgraduate lato sensu courses. A few actually confer academic degrees, and many instructors in the government schools come from academia (ENAP, 2013). In addition, Brazil has eight universities that are part of the National Network of Government Schools.

The sometimes blurry line between education offered by academic institutions and that offered by training institutions is not unique to Brazil. In the United States, for instance, the American Council on Education (ACE) “the nation’s most visible and influential higher education association” (ACE, 2013, p. 1) has a mechanism through which college credits can be awarded for training courses taken outside of formal academic institutions.

CHALLENGES AND OPPORTUNITIES

Several challenges to the continued growth of public administration education in Brazil have been delineated in earlier sections of this paper. They include (a) the unequal geographic distribution of government schools and graduate programs educating for public administration; (b) the relatively few academic programs in Brazil educating for public administration; and (c) academic programs educating for public administration housed in generic administration programs. Addressing each of these challenges can present opportunities for the continued growth of public administration education in Brazil. Another opportunity is for academic programs to capitalize on the nation’s growing nonprofit sector. These challenges and opportunities are discussed in the next section.

Unequal Geographic Distribution of Government Schools and Academic Programs

Currently, most government schools and master’s degree programs educating for public administration are located in the eastern part of Brazil, especially in the southeastern quadrant. One opportunity to bring public administration education to underserved parts of the country is by enhancing distance learning offerings. On the government school side, ENAP offers distance learning courses in “areas such as Ethics, Budget, Human Management, Procurement and Technology Legislation, aimed at managers and civil servants of different areas of the administration” (ENAP, 2013, p. 4). ENAP also sponsors the Virtual Community of the National
Network of Government Schools, an initiative to reduce the isolation of under-served areas (ENAP, 2013).

On the academic side, Brazil has recently started the National Training Program in Public Administration (CAPES, 2013). Online courses in public administration are being offered by several universities that provide *lato sensu* credits to public servants holding an undergraduate degree. Many of these institutions, however, have no tradition in public administration education.

Informal interviews with several professors and public administration students in Brazil have indicated that the demand exists for online courses and even for an entire online *stricto sensu* program. This demand presents an opportunity that could be taken advantage of by academic programs already conferring a *stricto sensu* in public administration. The programs could consider an alliance with the National Training Program in Public Administration or enter into some type of collaboration with ENAP.

**Few Programs Educating for Public Administration**

At the graduate level, of the 89 administration programs in Brazil, 12 educate for public administration. On the undergraduate level, of the 1,800 undergraduate programs in administration in 2009, only 80 were in public administration (CAPES, 2011). REUNI, a 2007 initiative of Brazil’s federal government, is catalyzing the creation of new undergraduate public administration programs as a result of efforts to encourage development in fields of study with relatively few extant programs. Increasing enrollment in public administration at the undergraduate level is expected to generate demand for graduate education as more students are introduced to the discipline, and more professors develop an interest in public administration pedagogy.

Historically, relatively few professors in Brazil have been interested in teaching specifically in public administration (Bresser, 2008). Consequently, many professors who are teaching public administration courses come from other fields (e.g., economics and engineering) and have had little or no previous connection to the discipline. There is an opportunity here for higher education institutions to invest in postdoctoral programs and sabbatical experiences that can infuse professors from other fields with knowledge of public administration in Brazil and elsewhere.

**Locating Public Administration Education in Generic Administration Programs**

Providing stand-alone MPA degrees is a challenge for public administration education that reaches back at least 45 years to when the EBAPE/FGV Master’s in Public Administration was established. The director of EBAPE at that time observed that the melding of public and business administration would mean a low probability of success for the public side (Wahrlich, 1967). This was similar to an observation made by Dwight Waldo almost 50 years ago about public administration in the United States. He wrote that “for Public Administration to be subsumed under, or joined organizationally with, Business Administration is a
mistake—slow death from lack of nutrition or atrophy from lack of attention and affection” (1965, p.29).

The opportunity for the academic community in Brazil to increase the number of programs focused primarily on the public side is through a partnership with government schools whose concern is obviously the public sector. A step in this direction would be for more academic institutions providing public administration education to become members of the National Network of Government Schools.

Job Market Opportunities

Brazil’s growing “third sector” presents another opportunity for expanding the demand for public administration education. In the United States, more than 25% of MPA graduates are working in the nonprofit sector.13 In Brazil, the sector has been gaining visibility since the early 1990s (Landim, 1993). From 1996 to 2002, Brazil’s nonprofit sector job base grew by “two and a half times its previous size … with 275,000 organizations accounting for approximately 1.5 million jobs” (Lessa & Rossetti, 2005, p. 1). This was more than twice the 550,000 federal civil servants in Brazil in 2006 and more than 20% of the nation’s 7 million state and municipal civil servants (ENAP, 2013).

A few public administration programs in Brazil have already begun to capitalize on this opportunity and are offering courses in what is called Social Management [Gestão Social]. Social management is generally focused on service delivery of nonprofit institutions. Professors from several institutions, many from public administration programs, have established the Network of Researchers in Social Management. There is a major opportunity for more programs to focus on social management and other fields of study related to the nonprofit sector.

Conclusions and Recommendations

Brazil has been educating for public administration since the 1930s in a variety of modalities including government schools, stand-alone public administration programs, and melded programs that join public administration primarily to business administration. Academic programs are offered at both the graduate and undergraduate levels, but graduate programs play a relatively minor role in educating for public administration. This holds true when Brazil is compared to the United States and many European countries as well as to other Latin American countries. For example, in Colombia, which has less than 25% of Brazil’s population, there are 10 master’s-level programs in public administration (and similar titles); in Peru, which has 15% of Brazil’s population, there are eight such programs.14

There are signs that the fortunes of academic institutions educating for public administration on the graduate level in Brazil might be improving. For example, CAPES has promulgated new regulations for professional master’s programs in public administration that are expected to promote increased focus on public administration education. Several recently approved programs are concrete signs that this is happening. These programs include the Professional Master’s in Public
Administration and Public Policies at FGV and the Professional Master’s in Social Development and Administration at the Federal University of Bahia.

Although it will take some time to provide public administration education in academic institutions at a comparable level to that in the United States and Europe, Brazil is moving in the right direction. It will continue to do so if it can address the challenges it faces and take advantage of the opportunities discussed earlier. We have three recommendations that we believe can move Brazil in this direction. The first is that academic institutions educating for public administration consider forming an organization so that they can work together to address common issues such as having academic training in public administration serve as a qualification for eligibility for government jobs. A second and related recommendation is that academic institutions educating for public administration consider partnering with the ENAP Network to develop a mechanism through which academic credits can be awarded for some training courses. This would be similar to what ACE does in the United States.

The third recommendation is that faculty in academic institutions join with public service employees at all levels of government and in the nonprofit sector to establish a professional organization that would follow the lead of the American Society for Public Administration (ASPA) in “advancing the art, science, teaching and practice of public and non-profit administration” (ASPA, 2013) in Brazil.

NOTES

1 In 1967, the name of the country was officially changed to the Federative Republic of Brazil [República Federativa do Brasil].

2 The department established in 1938 with the name DASP evolved from the Federal Council of the Civil Service System that was created in 1936.

3 To be organized as a public foundation allows an organization to access public resources and to receive tax incentives.

4 See http://bibliotecadigital.fgv.br/dspace/handle/10438/3255

5 Information from the database of NASPAA, the membership organization of graduate education programs in public policy, public affairs, public administration, and public and nonprofit management. NASPAA is located in Washington, D.C.

6 See note 5.

7 The curriculum includes liberal arts courses such as sociology and philosophy as well as public administration courses such as human resources and public finance. Each course is worth 4 credits and requires 60 hours of classroom time. Other activities that account for hours are internships and preparation of monographs.
For example, COPRA, the accrediting arm of NASPAA, uses a peer-review process for member school accreditation.

There are other schools of government in Brazil; but they are not part of the ENAP Network, and their exact number is not reported.

A “career” in Brazil’s government is generally understood to mean a well-defined path for promotion with no examinations needed after the initial one is passed (for entry into government service). Additional examinations are required to change from one career to another. The career system coexists with personal appointments to government jobs.

Names of programs in the United States include, but are not necessarily limited to Master of Public Administration, Master of Public Policy, Master of Science in Public Administration, Master of Science in Management, Master of Science in Public Service, Master of Public Affairs, Master of Public Policy and Administration, and Master of Public Policy Administration.

Evaluators from academic institutions formally review the training programs involved, and, if appropriate, recommend equivalent academic levels, disciplines, and course topics.

The objective of REUNI is to expand undergraduate enrollment at existing federal universities and to establish new universities and university campuses.

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APPENDIX

The Brazilian States
1. Acre (AC)
2. Alagoas (AL)
3. Amapá (AP)
4. Amazonas (AM)
5. Bahia (BA)
6. Ceará (CE)
7. Distrito Federal (DF)*
8. Espírito Santo (ES)
9. Goiás (GO)
10. Maranhão (MA)
11. Mato Grosso (MT)
12. Mato Grosso do Sul (MS)
13. Minas Gerais (MG)
14. Pará (PA)
15. Paraíba (PB)
16. Paraná (PR)
17. Pernambuco (PE)
18. Piauí (PI)
19. Rio de Janeiro (RJ)
20. Rio Grande do Norte (RN)
21. Rio Grande do Sul (RS)
22. Rondônia (RO)
23. Roraima (RR)
24. Santa Catarina (SC)
25. São Paulo (SP)
26. Sergipe (SE)
27. Tocantins (TO)

*Distrito Federal is the Federal District in Brazil. It is not really a state but is considered to be one of 27 federative units of Brazil.