

Dropout in the specialization course in public management of the national public administration training program (PNAP): The profile of the students of class 3 of UEM



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ABSTRACT

It is relevant to seek to understand this phenomenon which is the evasion in Distance Education, because, within the public university, it constitutes a waste of public resources and, as far as the PNAP makes it impossible to achieve its purpose in its entirety, as well as, demonstrates the student's disengagement in obtaining excellence in the public sector. The aim of this study was to describe and analyze the evasion through the profile of students (measured by gender dimensions, academic education in undergraduate, public service time and chronological age) in relation to the specialization course in Public Management - class 3 - of the

National Program for the Formation of Public Administration (PNAP), offered by the State University of Maringá (UEM), PR. Therefore, a descriptive and quantitative research was conducted, with secondary data (documentary and bibliographic research), content analysis was used that through systematic procedures, objectives of organizing the data with indicators of have allowed the inference of knowledge on the subject. The results showed that there was a significant rate of evasion in the course, with emphasis on the number of dropouts in all poles. It is concluded that the evasion in the course /PNAP is a challenge that should integrate the UAB, the university and the face-to-face centers, with policies, strategies and actions to contain evasion, which involve quantitative and qualitative aspects aiming at excellence in public management, in addition to raising the student's awareness of his co-responsibility in this result.

Keywords: Evasion, public management, distance education, PNAP.

1 INTRODUCTION

The context of environmental changes and paradigms, which have been occurring at the end of the twentieth century and, mainly, in the twenty-first century, in a fast way and with different dynamics in the environment, with repercussions in the world of work (in legislation, technology, communication, processes, people, management, among others), aiming at results with quality and accompanied by changes in the management of public bodies and entities, in all spheres of the state apparatus, moreover, significant advances are relevant to transform public administration, since it must and can be compared to international standards, provided that it includes the new demands without leaving the old ones, necessary for the exercise of the functions of the State. (FERREIRA, 2019; BRAZIL, 2014; DAFT, 2017; PROCOPIUCK, 2013; Costin, 2010).

In this perspective, it is necessary an approach that renews the paradigms of Brazilian public administration and requires the search for new methods and practices of management, according to



Ferreira (2019), aiming to reconcile excellence to the peculiarities inherent to the nature of public administration. (BRAZIL, 2014).

The excellence of public management must be oriented to the citizen, involve the direct and indirect public administration of any of the Powers of the Union, the States, the Federal District and the Municipalities, with actions based on the Constitution guided by the "principles of legality, impersonality, morality, publicity and efficiency." (*Caput* of Art. 37. FEDERAL CONSTITUTION, 1988). Thus, Public Management is an instrument that the State has at its disposal to put into practice the political options of the government, whose objective is the common good of the administered collectivity. (FREITAS; OLIVEIRA, 2014, p. 13).

One of the functions of the State is to provide access to education, as established by the Magna Carta of 1988.

It should be noted that not all the population has access to university education. The difficulty of access may have as causes, for example, the individual living far from the teaching center as well as the cost spent on training, among other specificities.

Due to the size of the Brazilian territory, distance education (EAD) is a modality that enables the decentralization and democratization of higher education, through the Open University of Brazil (UAB), created in 2006, which offers courses in several areas. The UAB system "[...] is a program of the Ministry of Education (MEC), managed by the Directorate of Distance Education (DED) of the Coordination for the Improvement of Higher Education Personnel (CAPES) and the Secretariat of Distance Education (SEED)." (BRAZIL, 2019d, p.6).

The main milestone of the contemporary concept of distance education is the development and dissemination of new information and communication technologies inserted in education, and in the public sphere, it enables the expansion and access of courses that, thus, can fulfill its social function. (COSTA; ZANATTA, 2014, p. 18).

The EAD is an educational modality that uses means and technologies of information and communication to mediate the teaching-learning process, having qualified personnel, with policies of access, monitoring and evaluation compatible among others, as well as the development of educational activities of students and education professionals in different places and times. (BRAZIL, 2017).

The Training Program in Public Administration (PNAP), launched in 2009, is an action of the UAB, which responds to a lack of personal training of higher level for the exercise of management in public administration, so that this process is extended to the entire Brazilian territory with the same level of quality, through the partnership between the three levels of government (federal, state and municipal), and the public universities of the country accredited by the Ministry of Education, so they offer courses in the area of Public Administration (undergraduate and specializations – Public Management, Municipal Public Management and Health Management). (BRAZIL, 2019b).



The State University of Maringá-UEM is one of the public universities that adheres to the Program and, in 2006, joined the Pilot Project of the Open University of Brazil - UAB, an experimental project of the Administration course in the distance modality, and the Department of Administration, linked to the Center for Applied Social Sciences, started in 2010 the first class of the Undergraduate course in Public Administration and, In 2014 the Second Class. (BRAZIL, 2019d). Regarding specialization, this department completed three classes of courses linked to PNAP, in the areas of Public Management and Municipal Public Management covering the period from 2010 to 2019. The object of study of this article is class 3, of the specialization course in Public Management.

The target audience of the PNAP includes public servants who exercise the function in public bodies or the third sector, or people who have aspirations to exercise the public function. Thus, "[...] The proposal aimed to create a national profile of the public administrator, providing the training of managers who use a common language and who understand the specificities of each of the public spheres: municipal, state and federal.", with a view to enabling intervention in the social, political and economic reality, collaborating effectively so that the management of the activities performed by the Brazilian State at the three levels of government achieve excellent results (BRASIL, 2019c). To achieve these results, the design of PNAP specialization courses has in its curriculum a scientific, humanistic and technical training. (BRAZIL, 2019d)

The distance education provides conditions of access to the university training courses promoted by the UAB system and, in the area of Public Administration, the PNAP, however, as reported by the researchers endorsed, the phenomenon of school dropout is not limited only to the face-to-face modality, but also affects the distance learning.

It should be noted that some people consider the distance education modality easier in relation to the face-to-face and thus, when the student is faced with the specificities of distance learning, the need to be active in the learning process: comply with standards and schedule, develop the activities as established, participate in interactive activities, such as forums, Web conferences among others, thus, he realizes the level of quality, which is also required in the course in the distance modality. In addition, the student must reconcile the changes that may occur in personal life, professional and in the economic-socio-political conjuncture and that impact the academic agenda. In view of the above, if the student does not have a firm purpose in taking the course accepting the specificities of the distance learning modality, despite the internal and external limitations, dropout occurs – dropout.

The dropout of students is considered a complex and common phenomenon in educational institutions of the contemporary world (Bittencourt and Mercado, 2014), however, strategies should be sought to combat it, because in the public university it means waste of public resources.

Complements Bergue (2014, p.1) that in the public sector "[...] a substantive part of the generation of public value, materialized in public goods and services, has its intensive production in



people.", which are the main element of expenses and also of expenditures with investments and, when carrying out the analysis of the impact of government action, one must consider the fulfillment of the expectations of those who consume (user) and those who finance (taxpayer).

In this sense, it should be noted that the budgetary resources spent on the courses linked to the PNAP come from the Union, through CAPES, in addition, they mobilize educational institutions and professionals integrated into a network composed of the three levels of government. It is noteworthy that the courses are free for students, who have as expenses, for example, the displacement of their places of origin to the pole in which they are enrolled, in order to carry out face-to-face activities, such as assessments, studies in teams and laboratories, contact with the tutor, etc. (DEMARCO, 2013, p. 13). However, it is evident the dropout of students in the PNAP courses, which impacts the achievement of the total objective of this program. Given this, it is considered pertinent to understand the phenomenon of school dropout, from the study of the profile of students.

In view of the above, the objective of the research was to describe and analyze the dropout through the profile of the students - class 3 - of the specialization course in Public Management of the National Program for the Training of Public Administration (PNAP), offered by UEM. Specifically, the study sought (1) To understand the need for training of public managers, in the distance learning modality, by PNAP/UAB; (2) Demonstrate the number of students enrolled, graduating and dropping out of the course; (3) Describe the dropout through the profile of the students (by pole; by gender; academic background – graduation; public servant and non-public servant; by age group) and (4) Analyze the distribution of the profile of the students dropping out, through the interrelationship between the categories: graduation, time of public service (or not) and chronological age, of class 3 of the specialization course in Public Management – PNAP/UEM.

It is assumed that the results serve as a basis and enable future research on the causes and strategies to deal with this problem - evasion - which challenges managers in the training of personnel for the exercise in public administration at the three levels of government and, therefore, excellence in services provided to society, as well as empowering the individual for the exercise of citizenship.

This article is structured in four parts in addition to this introduction, being: (2) literature review; (3) methodological procedures; (4) presentation and analysis of data; (5) conclusions and, finally, the references that gave theoretical support to the study.

2 TRAINING OF PUBLIC MANAGERS AND EVASION IN THE DISTANCE MODALITY

2.1 PUBLIC MANAGEMENT AND THE NEED FOR TRAINING OF PUBLIC MANAGERS

Procopiuck (2013) shows that Public Administration has always been part of the history of all societies and has contributed to their development, to a greater or lesser degree. The author points out that, in treating it in the most specific context, except for the functions of the Modern State,



"administration is the most obvious part of government; it's government in action; it is the most visible executive and operational side of government, and, of course, as old as the government itself" (WILSON, 1987 *apud* PROCOPIUCK, 2013, p.10).

In consonance, Freitas and Oliveira (2014, p. 13) expose that "The process of evolution of Brazilian Public Management is marked by transformations in the role of the State and changes in the objectives of governments", and, from a contemporary perspective, attributes the meaning of Public Management as an instrument that the State has to put into practice the political options of the government, whose goal is the common good of the administered collectivity. (FREITAS; OLIVEIRA, 2014).

Considered in its amplitude, the **State** (emphasis added) is configured in the "organization that exercises supreme power over the set of individuals who occupy a given territory." (COELHO, 2012, p. 13)

The State can be functionally distributed among different institutions and organs, which are exercised by different spheres, "The political-administrative organization of the Federative Republic of Brazil comprises the Union, the States, the Federal District and the Municipalities, [...]". (*Caput* of Art. 18. FEDERAL CONSTITUTION, 1988).

Matias-Pereira (2012) exposes that "The action of the State to enable and guarantee rights, offer services and distribute resources is effective through public administration."

The public administration has the regulatory power, to establish obligations and duties for society, and its decisions and actions generally produce broad effects in society and in sensitive areas, such as health and education (BRASIL, 2014, p. 10).

In this sense, it is necessary a public management capable of presenting results with quality that benefits the physical structure and, mainly, the collectivity – the life of the population (LIMA, 2006 p.8). Complements Lima, emphasizing that "[...] A good organization in public management is related to a high management capacity, which in turn relates to the '*best relationship between resource, action and result*'.". Thus, for Ferreira (*apud* FREITAS; OLIVEIRA, 2014, p. 38), constitutes a Model of excellence in Public Management, which is the representation of a management that aims at the efficiency, effectiveness and effectiveness of the actions performed.

In this perspective, GESPÚBLICA is inserted, as an approach that renews the paradigms of Brazilian public administration and requires the search for new management methods and practices (FERREIRA, 2019).

For the Ministry of Planning (BRASIL, 2014), the Model of Excellence in Public Management – GESPÚBLICA must reconcile excellence with the peculiarities inherent to the nature of public administration.



The starting point of the construction of the Model of Excellence in Public Management rests on the premise that public administration has to be excellent, reconciling this imperative with the principles it must obey, the concepts and the language that characterize the public nature of organizations and that impact on their management (BRASIL, 2014, p. 10).

In accordance with the Reference Document, GESPÚBLICA's main characteristics are: "[...] be essentially public; be focused on results for the citizen; be federative" (BRASIL, 2014). This means that the excellence of public management must be oriented to the citizen, involve the direct and indirect public administration of any of the Powers of the Union, the States, the Federal District and the Municipalities and with actions based on the Constitution guided by the "principles of legality, impersonality, morality, publicity and efficiency." (*Caput* of Art. 37. FEDERAL CONSTITUTION, 1988). The constitutional principles are exposed as the foundations of GESPÚBLICA (BRASIL, 2014, p. 11).

It is observed that the Model of Excellence in Public Management in a systemic view considers public management composed of eight integrated and interactive dimensions, represented in tangible and measurable management aspects quantitatively or qualitatively, distributed in four blocks: **Planning** - 1. Governance; 2. Strategy and plans; 3. Target audience; and, 4. Public interest and citizenship, which move the organization and give it directionality; **Execution** - 6. People; 7. Processes, which are the practical center of organizational action and transform purpose and objectives into results; **Control** - 8. Results, therefore, only by the results produced by the organization it is possible to analyze the quality of the management system and the level of institutional performance; **Intelligence of the organization** - 5. Information and knowledge, which gives the agency/entity the ability to correct, improve or innovate its management practices and, consequently, its performance (BRASIL, 2014, p. 20-21).

If the practical centrality of the GESPÚBLICA model is in the people and processes that transform actions into results and, for Bergue (2014), public administration is composed of people, thus, it is necessary to understand them in their context.

For Costin (2010), work in the public sector has special characteristics, either by the nature exercised, the employer and the beneficiary of the action which have distinct traits:

- it is the organized collectivity that demands services to be performed by people (although with the mediation of a representative and a bureaucracy in which the work will be exercised);
- the definition of the work to be done occurs in a political context of priority selection (reflected in the budget and other planning documents) (COSTIN, 2010, p. 149).

Bergue (2014) complements, focusing on the various factors that generate a high degree of complexity in the work environment and, highlights that "In the public service it is with a heterogeneous set of people with competencies in general superior to those required for the investiture



and performance of the position." (BERGUE, 2014, p. 170), and this requires considering different dimensions of the individual.

The complexity of human behavior requires the adoption of an integrative reading perspective of the different dimensions of the individual – technical, political, affective, personal, professional – sensitive to different looks and that considers the possibility of interference of multiple factors of analysis (BERGUE, 2014, p. 66).

It is perceived in the exposition of Bergue (2014), that it is not simple to manage the complexity of human behavior. Thus, it becomes necessary a delimitation of the management of people in the public sector, which aims at a separation between the public and the private space (without, however, eliminating the possibility of influences) and the domain of the political and the technical, for this, the public administration establishes the profile and expected behavior of the public server or administrator in the form of regulations and procedures, emphasizes impersonality, whether in the form of access to public service (competition) or in career progression (performance evaluation) (COSTIN, 2010).

In the public space, there is an articulation of management efforts, according to Bergue (2014), the exercise of people management in public administration is the competence of all public agents: "[...] The management of people is a collaborative exercise, of sharing knowledge, and that translates into a relationship of mutual involvement with the purposes of the team and the institution in a broader sense" (BERGUE, 2014, p. 66). For the author, "People produce value by turning their knowledge into action. [...]" and, the result is not restricted to the space of the administrative apparatus, but covers society in general (BERGUE, 2014, p. 170).

The vision of people in the public sphere expands beyond the concept of public servant to encompass the citizen, as exposed by Coelho (2012).

In the public sphere, individuals are always conceived as citizens, either in the position of agents of public power, that is, servants of the State, or in the condition of simple users of public services or subjects subject to the laws and norms imposed by the State (COELHO, 2012, p. 15).

In this point of view of Coelho, either as public servants or as citizen-users, people represent a public value (value for society) and, complemented by Bergue when he highlights that "[...] in this sector a substantive part of the generation of public value, materialized in public goods and services, has its intensive production in people", which are the main element of expenses and also of investment expenses (BERGUE, 2014, p.1).

The insertion of the human dimension in the approach to the generation of public products highlights the *legitimacy of public spending*. Legitimation has an intense relationship with the notion of quality, which is taken in its meaning of satisfying the needs of the user of the public good or service (BERGUE, 2014, p. 169).



In the conception of Bergue (2014) when dealing with public goods and services, it is necessary to meet in the analysis the impact of government action, to consider the fulfillment of the expectations of *those who consume* these products (user) and of those who *finance* their production (taxpayer).

For Lima (2006), a public management proposal that is based on the excellence of values and results aims at society. Social gain is extremely important and reaches the top in a priority hierarchy, therefore, "creates public value for the citizen" (LIMA, 2006 p 8).

When dealing with the specificity of Public Administration, the rational direction for the achievement of the objectives of society is directly related to one of the central functions of social activity, which is, in many cases, to make collective interests prevail over individual interests (PROCOPIUCK, 2013, p. 12).

It can be seen from the above, that contemporary society is in a movement of profound transformations, which impact the world of work, being relevant a continuous process of updating and qualification aiming at actions with quality to generate results, that is, in public management the social value. Therefore, both the citizen and the public servant must seek knowledge, that is, be proactive. Costin (2010, 163) emphasizes the need for training, either to strengthen competencies or prepare for new challenges and thus, the professionalization of the public service. In this demand, in some cases, the individual needs incentives from the public administration to carry out their training/qualification, either for personal reasons (employability), or for lack of access to education centers and others.

For Oliveira and Duarte (2011, p. 231) "In Brazil the educational system was historically configured as a result of the composite of interactions between multiple actors [...]", among those related stands out the entities of the federation, a *bureaucratic-professional corpus*, the students.

In the Magna Carta of 1988, Article 23 establishes that: "It is the common competence of the Union, the States, the Federal District and the Municipalities [...]" and, in item V, it attributes that these governmental spheres must "provide the means of access to culture, education, science, technology, research and innovation; (Amended by Constitutional Amendment No. 85 of 2015)".

It is perceived that to give access to education, that is, democratization and decentralization of knowledge with the participation of these spheres occurred the creation of courses in the distance modality aiming at extension throughout the Brazilian territory, thus, the Open University of Brazil (UAB) arises to meet the training in higher education in various areas of knowledge and, therefore, the creation of the National Training Program in Public Administration (PNAP).



2.2 DISTANCE EDUCATION AND PROFESSIONAL TRAINING FOR PUBLIC SERVICE: DECENTRALIZATION AND DEMOCRATIZATION (UAB and PNAP)

Historically, the concept of Distance Education (EAD) has evolved to the extent of the development of societies, the means and techniques experienced, it "did not arise in a vacuum" (KEEGAN *apud* NUNES, 2019, p.1).

Prandi (2009) explains the context of transformations that provoke changes in society and, consequently, in education.

[...] the issues related to the importance given to science, technology and communication, in the globalized world, provoke sensitive transformations in contemporary societies in all senses, signaling the construction of a new society, a new social reality, forcing school education to be linked to social practices and the world of work and, at the same time, provoking significant changes in Brazilian Higher Education (PRANDI, 2009, p. 139).

The main milestone of the contemporary concept of distance education is the development and dissemination of new information and communication technologies inserted in education, and in the public sphere, it enables the expansion and access of courses that, thus, can fulfill its social function, decentralizing and democratizing quality public education, which are offered by higher education institutions in the country (COSTA; ZANATTA, 2014, p. 18).

There are many definitions of Distance Education which are possible and presented by the authors (PACHECO *et al*, 2019, p. 5) but, some consider distance education and distance learning as synonymous, so it is necessary to distinguish these terms. According to Maroto (*apud* COSTA; ZANATTA, 2014, p. 40) "[...] while teaching expresses training, transmission of information and instruction, education is an essential strategy for human formation, in a process of learning to learn, create, innovate, participate, in short, build knowledge". It is from the perspective of distance education that this study is built.

In legal terms, Decree No. 9,057, of May 25, 2017 and published in the DOU of 5.26.2017, which in its Article 1 defines distance education as:

[...] the educational modality in which the didactic-pedagogical mediation in the teaching and learning processes occurs with the use of means and technologies of information and communication, with qualified personnel, with access policies, with compatible monitoring and evaluation, among others, and develop educational activities by students and education professionals who are in different places and times (BRAZIL, 2017).

In order to clarify how to constitute distance education in the country, through higher education institutions, Decree No. 9,057/2017 was promulgated, repealing Decree No. 5,622/2005. The Decree (9.057/2017) determines in articles 2, 3, 5 and 6, that courses in this modality (EAD) can only be created, organized and offered if the following are observed: the accessibility conditions that must be



ensured in the spaces and means used; the legislation in force and the specific rules issued by the Ministry of Education; that the pole (decentralized unit of the institution of higher education) must maintain physical, technological and personnel infrastructure appropriate to the pedagogical projects of the courses or development of the educational institution, in places provided for in the legislation; that the Ministry of Education, in conjunction with the bodies and entities linked to it, is responsible for: the accreditation and re-accreditation of educational institutions of the federal, state and district education systems; the authorization, recognition and renewal of recognition of higher education courses in the distance modality of educational institutions that are part of the federal education system, respecting the prerogatives of autonomy (BRASIL, 2017).

To give concreteness to this modality (EAD), the Open University System of Brazil-UAB was created and implemented, which arises from a long process, according to Costa and Pimentel (2009, p.4) "The discussions on the need for a large action in the area of distance higher education, in the years comprising more than three decades 1970-2005, [...]".

UAB effectively began in 2006, with the pilot undergraduate course in Administration, which was a partnership between MEC/SEED, Banco do Brasil (a member of the Forum of State Enterprises for Education) and the public universities - federal and state - that joined the project (BRASIL, 2019d, p. 9).

It is worth mentioning the structural link of UAB, exposed in the history of the Open University of Brazil (UAB) contained in the Pedagogical Project of the Specialization Course in Public Management Distance Modality, national basis for the preparation of courses in Public Teaching Institutions-IPES (BRASIL, 2019d).

[...] The Open University of Brazil (UAB) is a program of the Ministry of Education (MEC), managed by the Directorate of Distance Education (DED) of the Coordination for the Improvement of Higher Education Personnel (CAPES) and the Secretariat of Distance Education (SEED) (BRASIL, 2019d, p.6).

The Decree No. 5,800/2006, of June 8, 2006 establishes the UAB System for "the development of the modality of distance education, with the purpose of expanding and internalizing the offer of courses and programs of higher education in the country" (BRASIL, 2019a).

Complements Soares (2017, p. 45) exposing that "UAB is a system integrated by public universities that offers higher education courses to layers of the population that have difficulty accessing university education, through the use of the methodology of distance education." The difficulty of access may have as causes, the individual living far from the teaching center as well as the cost with the training, among other specificities.

In addition to the purpose expressed in Decree No. 5,800/2006, the Ministry of Education-MEC (BRASIL, 2019b), informs that the UAB program has the following objectives:



The priority is to offer initial training to teachers in effective exercise in public basic education, but still without graduation, in addition to continuing education to those already graduated. It also intends to offer courses to leaders, managers and other professionals of basic education of the public network. Another objective of the program is to reduce inequalities in the provision of higher education and develop a broad national system of distance higher education (BRASIL, 2019b).

Considering that the UAB has as a priority the training of teachers in effective exercise in public basic education, thus generating a greater supply of vacancies and a greater investment in courses for these professionals in order to provide a quality education throughout the territory. In this context, there is an involvement of the three levels of government.

The Reference Document on UAB informs that this system enables the articulation, interaction and implementation of initiatives that stimulate the partnership of the three levels of government (federal, state and municipal) with public institutions of higher education, each with its attributions (BRASIL, 2019a).

The **federal level, the offer and funding of the courses (books, equipment, scholarships for coordination, teachers, tutors, support staff among other necessary resources)** are financed by MEC through SEED and CAPES; the implementation of the poles of face-to-face support (contains library and laboratories of informatics, biology, chemistry and physics funded by the federal level) carried out and funded (infrastructure), by the **municipality** or by the state, according to whether it was a municipal or state pole and, the **federal and state Universities** constituting a nucleus of distance education, for the physical support and coordination UAB / IES and professionals involved (coordinators, teachers, tutors, secretariats, technicians, etc.) (BRAZIL, 2019a).

The partnership of the three levels of government (federal, state and municipal) is present in the Training Program in Public Administration (PNAP), launched in 2009 and begins the "[...] a new action within the scope of the UAB System", which generated the union of experts from various institutions, aiming at the elaboration of National Pedagogical Projects and didactic materials of basic reference, to be adopted by the Public Institutions of Higher Education (IPES) members of the UAB System (BRASIL, 2019c).

The PNAP responds to a lack of personal training of higher level for the exercise of management in public administration, so that this process is extended to the entire Brazilian territory with the same level of quality.

The PNAP is a response to the need to train public managers for all levels of government, whether public employees already working in public agencies or the third sector, or people who have aspirations to exercise the public function. The proposal aimed to create a national profile of the public administrator, providing the training of managers who use a common language and who understand the specificities of each of the public spheres: municipal, state and federal (BRASIL, 2019d).



In this sense, the area of activity of the PNAP involves "[...] the training, training of the cadres of managers to act in the administration of macro (government), micro (organizational units) and public systems" (BRASIL, 2019c). Thus, the training of managers in the PNAP courses offered by UAB, in the area of Public Administration, comprises: bachelor's degree in Public Administration, specialization in Public Management, specialization in Municipal Public Management and specialization in Health Management, and aim to enable these managers "[...] intervene in the social, political and economic reality, contributing to the improvement of the management of the activities performed by the Brazilian State, at the federal, state and municipal levels" (BRASIL, 2019c).

To achieve these results, the design of the specialization courses of the PNAP has in its curriculum a scientific, humanist and technical training.

[...] built in the perspective of a quality scientific formation and a humanist formation that contributes to the construction of a more just, more democratic, more solidary and more tolerant society. Therefore, it also covers technical content to allow the understanding and solution of complex organizational problems (BRASIL, 2019d, p 18).

As for the curricular structure of the specialization courses, the Reference Document establishes that its composition covers disciplines (eight in the basic module, one in the leveling - Introduction to Distance Learning Mode and two more (monograph and scientific methodology) to support the disciplines and the Course Conclusion Work-TCC, for the three areas; a specific module for each area of concentration: Public Management are six disciplines, Municipal Public Management are seven and Health Management are six) and the TCC which can be a monograph or scientific article, which evidences mastery of the theme chosen by the student, with adequate scientific treatment to be appreciated by an examining board (BRASIL, 2019d, p 24). The disciplines, their workload, objectives, syllabus and basic references are specified in the Document.

Considering that this study is delimited to the specialization course in Public Management, the disciplines of the area of concentration and the final work of the course cover the macro context of management, comprising the interface with the three governmental levels (federal, state and municipal).

It is noteworthy that the focus of the study is the specialization course in Public Management / PNAP offered by the Department of Administration, State University of Maringá (UEM), in the state of Paraná-Brazil. Thus, a brief history of distance education and the course at EMU is presented, which is included in the Pedagogical Project of the specialization course in Public Management / PNAP / UEM (Process No. 4553/2017 - PRO).

The chain of discussion on Distance Education - EAD, as a teaching modality, began in the EMU from the approval of the Law of Guidelines and Bases of National Education - Law No. 9,394, of December 20, 1996. In 1998 the Distance Education Program of UEM – Pread was approved, which



was based on the expansion of the offer of vacancies for higher education courses, thus contributing to the broader socialization of knowledge, giving priority to the qualification of the educator, working in early childhood education, elementary and secondary education.

During the year 2000, the UEM proceeded to the approval of regulatory standards of the distance education modality, and approval of the pedagogical project of the first distance education course, graduation in Full Degree for the Early Years of Elementary School, in agreement with the Federal University of Mato Grosso, with the beginning of the course in 2001.

The accreditation of this institution by the Ministry of Education to act in the distance modality, in undergraduate and graduate education, occurred through Ministerial Ordinance No. 3,242, of 10/18/2004 (SOARES, 2017, p. 54).

In 2006, UEM joined the Pilot Project of the Open University of Brazil - UAB, an experimental project of the Administration course in the distance modality, and the Department of Administration, linked to the Center for Applied Social Sciences, started in 2010 the first class of the Undergraduate course in Public Administration and, in 2014, the second class. Regarding specialization, this department completed three classes of courses linked to PNAP, in the areas of Public Management and Municipal Public Management covering the period from 2010 to 2019. The Health Management course is crowded in the health Center, involves in the basic module professionals of the Center for Applied Social Sciences and, in the specific module (concentration) and in the TCC, professionals of the departments assigned to the Capacity Center of the course.

It is noteworthy some specificities of the specialization course in Public Management / PNAP / UEM: class 1 covered the period from 10/17/2010 to 08/16/2012, with a total workload of 480 hours and was offered 600 vacancies distributed in 12 face-to-face poles in several cities of the State of Paraná, had 37% of graduates and 57% of dropouts; class 2 covered the period from 05/09/2014 to 04/08/2016, with a total workload of 510 hours and was offered 600 vacancies distributed in 12 face-to-face poles in several cities of the State of Paraná, had 36% of graduates and 60% of dropouts; class 3 covered the period from 09/22/2017 to 05/30/2019, with a total workload of 510 hours and was offered 500 vacancies distributed in 13 face-to-face poles in several cities of the State of Paraná, had 33% of graduates and 62% of dropouts. It is observed a decreasing percentage of graduates and an increase in the percentage of dropouts in relation to the three classes of the course that were developed, which has been generating concern. In this sense, the study has as its object the class 3 (MANAGEMENT REPORTS, 2012, 2016, 2019).

Currently the modality of Distance Education at the State University of Maringá is a reality in the process of consolidation and institutionalization.

As exposed, it can be inferred that distance education in higher education offered by public educational institutions linked to UAB and that develop the PNAP provide a change in the individual



reality, both in professional life and in life as a citizen, which, therefore, generates changes in the production and provision of services performed by the public administration and in society in general in Brazil.

It is evident that education is transformative of diverse realities, because it constitutes "[...] one of the main bases for the economic and social growth of a country" (PACHECO et al, 2019, p. 2). Brazil has a large territorial extension, which constitutes a great challenge to minimize the problems circumscribed: the expansion of higher education.

In short, distance education provides conditions by decentralizing and democratizing access to training courses promoted by the UAB system and, in the area of Public Administration, the PNAP, which covers undergraduate courses and specializations, through information technology and infrastructure specific to this modality. However, as reported by the researchers referenced, the phenomenon of school dropout is not limited only to the face-to-face modality, but also affects distance learning.

2.3 EVASION IN DISTANCE MODE: AN EXCITING PROBLEM

There is a relevance in understanding the evasion in distance education, because, in the scope of the public university, it constitutes a waste of public resources.

To Oliveira; Oesterreich and Almeida (2018), EAD solves some existing problems in the country, however, an old school problem continues – dropout.

In the case of Brazil, which has a territory of continental dimensions and low social indicators, it is natural that distance education stands out as a differentiated and alternative educational modality for the training and massive dissemination of knowledge, with intensive use of information and communication technologies to promote interactions with a view to learning. However, old problems remain in force, including that of evasion (OLIVEIRA; OESTERREICH; ALMEIDA, 2018, p. 3).

Although distance education, due to its specificities, has presented positive results, school dropout affects the achievement of the objectives of the educational system. It can be exemplified that the distance higher education courses mobilize investment in financial, institutional and professional resources integrated into a network composed of the three levels of government. In this context, dropout is not only an educational problem but also social, economic, political and other variables. It is worth mentioning the nature of gratuity of the courses offered by UAB / PNAP for students, because the financing of the same is carried out through CAPES with resources from the Union budget, and these are passed on to the IPES accredited to offer the courses, thus, the student has as expenses the displacement of their places of origin to the poles in order to carry out face-to-face activities, such as, evaluations, studies in teams and laboratories, contact with the tutor, etc. (DEMARCO, 2013, p. 13). Consequently, evasion is a waste of public resources.



In consonance, Pacheco *et al* (2019, p. 4) expose that in the context of Educational Institutions (HEIs) are considered waste "[...] the evasion, the repetition, the abandonment, the inappropriate use of physical and technological resources, the excessive cost of education, the underutilization of people, including teachers." From what was exposed by the authors, it can be inferred that the evasion in distance education encompasses some of the wastes pointed out by them, such as: the abandonment of the student, the non-use of the physical and technological resources available in the poles and HEIs, the underutilization of the people involved in the course (teachers, tutors, technicians, coordination, secretaries, support team), in short, the investment in the educational process.

Laguardia and Portela (2009, p. 353) define evasion "[...] as the student's departure from a course or educational program without having successfully completed it, assuming that this success corresponds to a certification or successful completion. [...]" The authors complement by expounding on the evasion in distance education from five conditions:

Dropout in distance education can occur under the following conditions: the student registers, but does not confirm enrollment; enrolls, but does not access the environment; the student accesses, but does not send the activities; the student requests his or her exit; the student does not complete the course (LAGUARDIA and PORTELA, 2009, p. 353).

It is noteworthy that by not confirming the enrollment the candidate approved in the selection can be replaced by another who is on the waiting list, that is, did not enter the vacancies established for the pole and that, in this case, has the possibility of attending, or if there is no approved candidate on the waiting list, the vacancy can be relocated to another pole with availability in the waiting list and, If there is still no other way to fill the vacancy, thus, the waste of public resources is configured, which were made possible and not used. Thus, a definition that involves the student, precisely, consists that the evasion is a "[...] movement of withdrawal of the student who, after being enrolled, does not appear in classes or gives up during the course at any stage" (NETTO; GUIDOTTI; SAINTS, 2019, p. 2).

To Oliveira; Oesterreich and Almeida (2018, p. 3) "[...] The student who started the course and did not complete it is dropped out – a failure rate, therefore. Thus, the dropout rate would be a sum of the dropout rate with the failure rate, [...]". Note that the authors provide how to calculate the dropout, which is the sum of the student who started and abandoned it – at any time of the course – added to the failed.

This way of calculating dropout can be observed in Demarco (2013), which makes a Balance of the National Training Program in Public Administration (PNAP) in the first edition of the specialization courses (Public Management, Municipal Public Management and Health Management) offered by the School of Administration of UFRGS and, its study presents as evasion the students excluded from the course by spontaneous exit and those who failed in disciplines or in the TCC. In



relation to the specialization course in Public Management, dropout was 63.7%, according to the demonstrative table that the author presents. In this sense, Demarco states that "The low approval in the course can be credited to several factors, but, without a doubt, the evasion is the main problem evidenced, [...]" (DEMARCH, 2013, p. 22).

Supporting this perspective of Demarco (2013), several referenced researchers have studied the evasion in distance education, which is a problem that plagues and challenges both private and public educational institutions, in the face-to-face, semi-face-to-face and distance learning modalities. For Bittencourt and Mercado (2014, p. 469) "The dropout of students is a complex phenomenon, common to educational institutions in the contemporary world", highlighting that the complexity and scope of dropout generates impact on the result of educational systems.

In relation to the public university, Pereira (*apud* PACHECO *et al*, 2007, p. 4) states that the "[...] Dropout is an undesirable phenomenon in any public university, as it generates vacancies and waste of public money invested."

It is noteworthy that the PNAP has as its purpose the training of public managers for the exercise in public administration, in the three governmental levels and, with the evasion in the courses, if the student does not seek to insert himself in another class of the HEI or in another HEI or still, in course that has the same objective, this generates a mismatch with the vision of a public service, which is based on the same premises of training and exercise of public activities throughout the Brazilian territory, given that the program is national and aims to excel in a model of excellence in public management.

From the above, it is considered pertinent to know the profile of the dropout student, which is corroborated by Demarco (2013, p. 19) when stating:

An aspect that is always very relevant in the planning of teaching-learning programs is the knowledge of the profile of the students, especially with regard to their training and prior knowledge, in order to contribute to the better structuring of the activities.

Continuing the aforementioned perspective, it can be inferred that the knowledge of the profile of students in the specialization in Public Management (PNAP/UEM), the focus of this study, demonstrates, among other categories studied, the number of public servants evaded from those who do not exercise activity in the public sector, which allows some associations according to the literature review, which is presented.

3 METHODOLOGICAL PROCEDURES

This research is descriptive-quantitative because it describes the dropout in the specialization course in Public Management, class 3, linked to the Training Program in Public Administration (PNAP), offered in the distance modality by the Department of Administration, of the State University

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of Maringá-Pr. The study aims to describe and analyze the profile of students who dropped out of the course, thus privileging the frequencies of the data, that is, the occurrences of these in the categories delimited for analysis, through simple statistical techniques - percentages (BARDIN, 1977, p. 115).

The data collected are of a secondary nature because they are based on bibliographic sources (books, articles, theses - physical and virtual on the subject) to compose the literature review and, documentary (Pedagogical Project of the course - national and class / UEM, Notice No. 75/2014-UAB - establishes the offer of vacancies / pole and the course for the IES, Notice n° 045/2017-UAB/UEM - opens selection process, data provided by NEAD / UEM - table of scholarships paid to staff who worked in the course and, Management reports of the coordination of the course - spreadsheets of the selection process, academic information of the course and in the Final Report of the Course). It is noteworthy that the author of this study was the coordinator of the course, class 3, as well as of the two previous classes and, in this way, contributes with data experienced.

It is noteworthy that they are considered for the calculation of evasion (OLIVEIRA; OESTERREICH and ALMEIDA, 2018), students dropping out of the course for: abandonment, failure in disciplines and failure in the Course Conclusion Work – TCC.

There were four categories delimited for the study, as follows:

1. **Education** (Graduation), subdivided into four: Public Administration; Administration; Economic Sciences, or Accounting Sciences or Law; other areas.
2. **Professional performance** in Federal, State or Municipal Public Administration bodies **(to be a public servant), or to have aspiration** to public service, but not to be a public servant, **exposed in time of service;**
3. **Chronological age**, measured in three intervals;
4. **Geographical dispersion** in the 13 face-to-face poles of the course coverage (municipalities of the **State of Paraná**);

The four categories were established from the data that the candidates/students sent to the selection process and are included in the evaluation criteria available in the Pedagogical Project of the Course (PPC) and in the Notice of Opening of the Selection Process, and the gender item (man and woman) was extracted from the Management Report of the Coordination of the course, for informational purposes. The definition of the intervals in categories 2 and 3 was random, based on the time of work (or not) in the public service and the chronological age, starting with the minimum. Items 1, 2 and 3 are demonstrated in each face-to-face pole (item 4)

For data analysis, content analysis was chosen (BARDIN, 1977, p. 42) which, through systematic procedures, objectives of organization and tabulation of data with frequency indicators, allowed the inference of knowledge related to the profile of students who dropped out of the course, the object of the study. Considering Laville and Dionne (1999), it was sought in the process of



description and analysis, to interpret the data in order to explain them in their frequency of occurrence, from the context of evasion, thus, we examined the interrelations between the categories in which they were gathered and inferring by association with the pertinent results of the literature review, for a better understanding of the theme.

4 PRESENTATION AND ANALYSIS OF DATA

The specialization course in Public Management, class 3, had 2002 candidates who submitted to the selection process for 500 vacancies distributed in the 13 face-to-face poles, an expressive demand (approximately 4 candidates per vacancy). Of those approved in the selection process, they enrolled and included in the VLE – Virtual Learning Environment, moodle system, at the end of the course, the total of 482 students. Table 1 shows the number of vacancies offered and students per pole.

Table 1: Number of vacancies and students per pole.

POLE	Total number of vacancies	Total number of students
Assaí	30	28
Astorga	40	39
Bela Vista do Paraíso	25	29
Cianorte	50	48
Cidade Gaúcha	25	25
Cruzeiro do Oeste	25	28
Engenheiro Beltrão	50	48
Goioerê	25	25
Itambé	50	49
Nova Londrina	30	24
Paranavaí	50	37
Sarandi	50	54
Umuarama	50	48
TOTAL (13)	(500)	(482)

Source: Elaborated by the authors from managerial data of the course coordination.

It is noteworthy that the poles in which the vacancies were not filled because they did not have approved candidates, there was relocation to other poles which were approved in the waiting list, such as Bela Vista do Paraíso with 25 vacancies offered and enrolled 29 students. In terms of the number of vacancies offered in relation to the enrolled students, it is observed in Table 1 that 18 (3.6%) vacancies were idle, that is, they were not filled.

The period of coverage of the course was from 09/22/2017 to 05/30/2019, which includes the development of the disciplines and the process of preparation and evaluation of the Course Conclusion Work-TCC. Regarding the final situation of the students: 157 approved students, that is, 33% of graduates; 298 students dropped out (due to abandonment or failure in subjects) and 27 failed the TCC. Low approval is a phenomenon to be evaluated, so that planners and managers can establish strategies that seek to raise this index without losing the quality in the development of the course.



The dropout rate is considered, as Oliveira explains; Oesterreich and Almeida (2018), the sum of dropouts and those who failed in the CBT, which in the present study makes up a total of 325 students (67% dropout). This dropout rate in the course under analysis is close to what Demarco (2013) exposes in his study, which was 63.7%, but it is still worrying, as it shows high waste of public resources (PACHECO *et al*, 2019) and, consequently, results in not achieving the total objectives of the PNAP.

To understand the dropout rate of the specialization course in Public Management-PNAP/UEM, class 3, the following are presented and analyzed the profile of these, from the delimited categories.

4.1 PROFILE OF DROPOUT STUDENTS

With regard to the dropout rate of students by pole, it is shown in Table 2, that the highest dropout rate was in the center of Cidade Gaúcha (100%), it is highlighted that the same number of vacancies offered were enrolled and dropout of students, which occurred before the preparation of the TCC.

Table 2 shows that the centers with the highest quantitative expressiveness of dropouts were those of Cidade Gaúcha with 25 students (100%), followed by Nova Londrina with 21 students (87%). It is noteworthy that, of the 13 poles offered in the third class of the course, only the poles of Cianorte and Paranavaí had not opened vacancies in the two previous classes, by UEM.

Table 2: Number of students and dropouts per pole.

POLE	Total number of students	Total number of dropouts	% of dropouts
Assaí	28	16	57
Astorga	39	25	64
Bela Vista do Paraíso	29	19	65
Cianorte	48	29	60
Cidade Gaúcha	25	25	100
Cruzeiro do Oeste	28	22	79
Engenheiro Beltrão	48	39	81
Goioerê	25	20	80
Itambé	49	26	53
Nova Londrina	24	21	87
Paranavaí	37	25	68
Sarandi	54	30	56
Umuarama	48	28	58
TOTAL (13)	(482)	325	67

Source: Elaborated by the authors from managerial data of the course coordination.

As can be seen in table 2, one aspect that stands out is the dropout rate of more than 50% in the 13 poles, which is considered a significant rate that manifests itself in all the poles where the course was offered and should be evaluated in more detail to plan a new offer of this course with strategies of greater engagement.



Regarding gender dropout: 136 (41.8%) are men and 189 (58.2%) women. It is noted that, in terms of dropout, there were 127 (42.6%) men and 171 (57.4%) women, while in the failure in the CBT the number of women (18 students) was twice that of men (9 students). It is verified that in the dropout there were 14.8% more women in relation to men. The indices are significant, especially in the failure in the CBT, which marks the end of the course. Demarco (2014) in his study presents the gender factor as one of the elements of analysis, but the present study did not consider in the inference process of the analyzed categories the 'gender category' and only exposed them for informational purposes.

It should be noted that the course has at the end of the curricular components, a discipline of Monograph (30h/a) that aims to prepare students for the process of elaboration of the TCC-scientific article, being the basic material, produced by professors of the course with the organization of the coordinator of the course and the coordinator of tutoring of Public Management, which was used both in the discipline and in the process of orientation and elaboration of the TCC.

If the student had approval in the discipline, however, did not succeed in the TCC which covered a period of approximately six months for elaboration, then a doubt arises in relation to the causes of this failure and that, it is considered relevant to verify later. However, from the experience as coordinator of the course and the interaction with these students it was evidenced that the exogenous causes (changes in the context of personal, family, professional life; individual characteristics - diseases, lack of ability to use ICT - Information and Communication Technology in the interaction with the advisor and the tutor and, difficulty to compose the article) prevail the endogenous ones (pedagogical didactic requirements - association between theory and practice, delivery time; institutional reasons - interactivity in the VLE - Virtual Learning Environment, lack of communication via the means offered for contact with advisor and tutor and, behavioral attitudes - coordination, advisor, tutors and, support team). Bittencourt and Mercado (2014) expose that the institution can avoid the incidence of endogenous causes aiming at reducing the high dropout rates, through a quality program that uses means and involves structural, didactic-pedagogical, behavioral aspects and a student support team.

Considering the academic background, shown in Table 3: 25 (7.69%) students have a degree in Public Administration, 96 (29.54%) in Administration, 112 (34.46%) in Economic Sciences; or Accounting Sciences or Law and, 92 (28.31%) in other areas. There is a lower dropout rate of students with undergraduate degrees in the courses of Public Administration and Administration, which together make up a total of 121 students (37.23%) in contrast to the students graduated in the other courses (62.77%), which is equivalent to a difference of 25.54%.



Table 3: Profile of dropouts in their academic education – graduation, by pole.

POLE	5 (Public Administration)	4 (Administration)	3 (Economics; or Accounting or Law)	2 (Other areas)	TOTAL
Assaí	2	7	6	1	16
Astorga	6	4	13	2	25
Bela vista do Paraíso	2	8	7	2	19
Cianorte	0	7	16	6	29
Cidade Gaúcha	2	4	5	14	25
Cruzeiro do Oeste	2	2	4	14	22
Engenheiro Beltrão	1	10	16	12	39
Goioerê	1	8	9	2	20
Itambé	2	10	8	6	26
Nova Londrina	1	6	4	10	21
Paranavaí	3	10	7	5	25
Sarandi	1	12	11	6	30
Umuarama	2	8	6	12	28
TOTAL	25	96	112	92	325

Source: Elaborated by the authors from managerial data of the course coordination.

From the verification of the data shown in Table 3, it can be inferred that students with undergraduate degrees in the area of the specialization course adhere better to this one, than the graduates in other courses. However, if the evaluation is extended to the courses that are part of the area of Applied Social Sciences (Public Administration, Administration, Economic Sciences, Accounting Sciences and Law), that is, those that have a direct and close relationship to public management, the total contingent of 233 (71.69%) students, which demonstrates a significant percentage of dropout in relation to the areas of academic training.

Table 4 shows the profile of dropout students who are public servants (47.69%) and those who do not perform the public service (52.31%), which shows a difference of 4.62% more than non-public servants. It is noteworthy that the Sarandi center had a higher number of dropout public servants (29 students) and the Beltrão Engineer center had a higher number of non-public servants' dropouts (32 students).

Table 4: Profile of dropouts' public servant and non-public servant by pole.

POLE	Public Servant	Non-Public Servant	TOTAL
Assaí	9	7	16
Astorga	15	10	25
Bela vista do Paraíso	11	8	19
Cianorte	18	11	29
Cidade Gaúcha	6	19	25
Cruzeiro do Oeste	8	14	22
Engenheiro Beltrão	7	32	39
Goioerê	5	15	20
Itambé	16	10	26
Nova Londrina	5	16	21
Paranavaí	9	16	25
Sarandi	29	1	30
Umuarama	17	11	28
TOTAL	155 (47,69%)	170 (52,31%)	325

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Source: Elaborated by the authors from managerial data of the course coordination.

The PNAP has as its target audience public servants and also people who have aspirations to the exercise of the public function, as can be seen in the documents of the Program and in the Pedagogical Project of the Course (PPC) – National and of the class/UEM, shown in Table 4. This training program proposes "the creation of a national profile of the public administrator, [...] that use a common language and understand the specificities of each of the public spheres: municipal, state and federal" (BRASIL, 2019d). Thus, the high dropout rate of both public servants and those who do not work in the public sector compromises the program in achieving its goal fully. In this sense, it can be inferred that although the PNAP program seeks to train the personnel who integrate/will integrate the public administration, the coexistence of servers/managers with different perspectives and language, in the same sector and the same city, still persists in the public service, that is, a different profile among the administrators either at the macro (government) or micro (organizational units) and public systems, which may result, for example, in managers and public servants with different procedures for the care of the same activity, by listing different priorities with different views on the allocation of resources.

Therefore, the waste of the evasion of public servants and those who aspire to integrate the framework of public administration generates inefficiency and ineffectiveness in the public service, with consequences in society in general, given that the public resources invested in the training course (PNAP) come from the citizens with the management of the State (funding from Capes) and that returns to the users in the form of public products and services, because, as Bergue (2014, p. 170) states, "People produce value by transforming their knowledge into action [...]".

Regarding the age expressed by age group in Table 5, the dropouts between 22 and 29 years old were 107 students (33%), from 30 to 49 years totaled 195 students (60%) and those over 49 years old made up 23 students (7%). It is noted that the largest number of students who dropped out are in the age group of 30 to 49 years and in second place, between 22 and 29 years, both high percentages are in the Beltrão Engineer pole, which also presented the third highest amount of dropout in relation to the other poles, as can be seen in Table 2.

Table 5: Profile of dropouts by age group/pole.

POLE	22 to 29 years	30 to 49 years	But from 49 years	TOTAL
Assaí	2	13	1	16
Astorga	9	11	5	25
Bela vista do Paraíso	1	13	5	19
Cianorte	12	17	0	29
Cidade Gaúcha	12	13	0	25
Cruzeiro do Oeste	6	16	0	22
Engenheiro Beltrão	15	22	2	39
Goioerê	7	11	2	20
Itambé	8	16	2	26
Nova Londrina	12	9	0	21



Paranavaí	11	12	2	25
Sarandi	6	21	3	30
Umuarama	6	21	1	28
TOTAL	107 (33%)	195 (60%)	23 (7%)	325

Source: Elaborated by the authors from managerial data of the course coordination.

Table 5 shows the occurrence of a significant dropout in the age group involving students from 30 to 49 years old, which in relation to those from 22 to 29 years old, makes up a difference of 27%. It is inferred that the dropout students from 22 to 29 years old are still seeking to establish themselves in personal, academic and professional life and the dropout students from 30 to 49 years old try to reconcile the various areas of life, however, both age groups are influenced by environmental changes.

To the extent that, distance education, for Maroto (*apud* COSTA; ZANATTA, 2014, p. 40), "[...] it is an essential strategy for human formation, in a process of learning to learn, create, innovate, participate, in short, build knowledge." and, considering the current context, which information and communication technology permeates personal, professional and social life, then, on the one hand, it is assumed that students often use this medium, either in isolation and / or in interactions and thus, plans, organizes and disciplines its actions to achieve its objectives, on the other hand, the educational process is still closely linked to face-to-face interaction (face-to-face modality), in which the transmission of information and instruction occurs by the teacher assuming the function of planning, organizing, directing and controlling the activities and evaluations. From this angle, in distance education, the process of knowledge construction in which the student must learn to learn without having constant supervision, occurs anywhere that has connection with the course environment, so he can learn about the activities, interact through forums with the coordination, teacher, tutor, secretary and technical support team via VLE, moodle system.

The following is the distribution of dropouts, through the interrelationship between the categories: graduation, time of public service (or not) and chronological age. The order of exposure follows the area of training in the graduation with the highest score in the selection process to the lowest (5 to 2 points).

Table 6: Comparison between dropouts graduated in Public Administration and time of public service and age.

	Graduation	5 (Public Administration)												TOTAL	%
		0			1m a 10a			11 a 20a			More than 20a				
	Length of service	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49		
POLES	Assaí	-	-	-	-	2	-	-	-	-	-	-	-	2	8
	Astorga	1	2	2	-	-	-	-	1	-	-	-	-	6	24
	Bela Vista do Paraíso	1	-	1	-	-	-	-	-	-	-	-	-	2	8
	Cianorte	-	-	-	-	-	-	-	-	-	-	-	-	0	0
	Cidade Gaúcha	-	2	-	-	-	-	-	-	-	-	-	-	2	8
	Cruzeiro do Oeste	-	2	-	-	-	-	-	-	-	-	-	-	2	8



Engenheiro Beltrão	-	1	-	-	-	-	-	-	-	-	-	-	-	1	4
Goioerê	-	-	-	-	1	-	-	-	-	-	-	-	-	1	4
Itambé	-	1	-	-	-	-	-	-	-	-	-	-	1	2	8
Nova Londrina	1	-	-	-	-	-	-	-	-	-	-	-	-	1	4
Paranavaí	-	2	-	-	1	-	-	-	-	-	-	-	-	3	12
Sarandi	-	1	-	-	-	-	-	-	-	-	-	-	-	1	4
Umuarama	1	1	-	-	-	-	-	-	-	-	-	-	-	2	8
TOTAL	4	12	3	-	4	-	-	1	-	-	-	-	1	25	100
(%)	16	48	12	0	16	0	0	4	0	0	0	4			

Source: Elaborated by the authors from managerial data of the course coordination.

As shown in Table 6, of the dropouts graduated in Public Administration, 19 students (76%) do not work in the public sector and 6 (24%) are public servants. Among the students who are not public servants, the age range between 30 and 49 years is the highest (12 – 63.16%), the same is true for students who are public servants (4 – 66.67%) with 1 month to 10 years of service and (1 – 16.67%) with 11 to 20 years of service. The student server with more than 20 years of service is over 49 years of age and is from the center of Itambé, in this age group there are 3 (15.79%) non-servers and 4 (21.05%) in the age range of 25 to 29 years. It is evident that the poles with the highest dropout rate of students graduated in the undergraduate course in Public Administration were Astorga (24%) and Paranavaí (12%).

When comparing the most expressive data of the dropout students graduated in Public Administration we have: in the age group of 22 to 29 years, there is a dispersion of students (4) of the non-servers in the poles of Astorga, Bela Vista do Paraíso, Nova Londrina and Umuarama, and there is no student public servant; in the age group of 30 to 49 years prevails the non-servers (12 students) and there is dispersion of 2 students per pole of Astorga, Cidade Gaúcha, Cruzeiro do Oeste and Paranavaí and prevail in relation to the servers (4 students) being 2 of the pole of Assaí with time of service between 1 month to 10 years; in the age group of more than 49 years, non-servers prevail (3 students) with 2 students of the Astorga pole in relation to 1 student public servant of the Itambé pole with more than 20 years of service. It should be noted that the highest frequencies of dropouts are of non-server students with 19 students, and the largest amount occurs in the age group between 30 and 49 years making a total of 12 students (48%), public servants make up a total of 6 students (24%), distributed in the three intervals of time of service, and the largest amount is between 1 month and 10 years of service (4 – 16%).

It is assumed that graduates in Public Administration want to specialize in this area in order to improve their performance and that of their sector or for career progression as a public servant and, in the case of those who do not exercise activity in the public sector to enable integration into the staff of the public area, in both situations the specialization course in Public Management provides the understanding of the **State** that has in the Public management an instrument to put into practice the



political options of the government, whose objective is the common good of the administered collectivity (FREITAS; OLIVEIRA, 2014), which for Lima (2006, p. 8) needs to have a "[...] 'better relationship between resource, action and result'", and complements Coelho (2012) exposing that, either as public servants or as citizen-users, people represent a public value (value for society). In this perspective, the pursuit of excellence in public service is not restricted only to the public manager, but to all citizens who use the invested resource, through actions that achieve results, that is, in the case of the course object of the study, the contingent of dropout students who are graduates in Public Administration, who are presumed to have a basic understanding of the breadth of training in the area and, with the withdrawal ceased to present results (ineffectiveness), actions undertaken (inefficiency) and wasted invested resources. Thus, the waste is not only financial, but also the knowledge that could be used professionally, in personal life, in social sharing and in the exercise of citizenship.

Table 7 compares the dropouts graduated in Business Administration in relation to the time of public service (or not) and the chronological age of the students.

Table 7: Comparison between the dropouts graduated in Administration and the time of public service and age.

	Graduation	4 (Administration)												TOTAL	%
		0			1m a 10a			11 a 20			More than 20a				
Age (in years)	Length of service	22	30	But	22	30	But	22	30	But	22	30	But		
		a	a	from	a	a	from	a	a	from	a	a	from		
		29	49	49	29	49	49	29	49	49	29	49	49		
POLES	Assaí	-	5	-	-	2	-	-	-	-	-	-	-	7	7
	Astorga	-	1	1	1	-	1	-	-	-	-	-	-	4	4
	Bela Vista do Paraíso	-	4	1	-	1	1	-	1	-	-	-	-	8	8
	Cianorte	2	3	-	1	1	-	-	-	-	-	-	-	7	7
	Cidade Gaúcha	2	2	-	-	-	-	-	-	-	-	-	-	4	4
	Cruzeiro do Oeste	1	1	-	-	-	-	-	-	-	-	-	-	2	2
	Engenheiro Beltrão	4	5	-	-	1	-	-	-	-	-	-	-	10	11
	Goioerê	4	3	-	-	1	-	-	-	-	-	-	-	8	8
	Itambé	2	2	1	1	3	-	-	1	-	-	-	-	10	11
	Nova Londrina	3	2	-	1	-	-	-	-	-	-	-	-	6	6
	Paranavaí	5	3	1	1	-	-	-	-	-	-	-	-	10	11
	Sarandi	-	-	-	2	9	-	-	1	-	-	-	-	12	13
Umuarama	-	5	-	1	2	-	-	-	-	-	-	-	8	8	
TOTAL		23	36	4	8	20	2	0	3	-	-	-	-	96	100
(%)		24	38	4	8	21	2	0	3	0	0	0	0		

Source: Elaborated by the authors from managerial data of the course coordination.



As shown in Table 7, of the dropouts graduated in Administration, 63 students (66%) do not work in the public sector and 33 (34%) are public servants. Among students who are not public servants, the age group between 22 and 29 years (23 – 36.51%) is in second place and between 30 and 49 years is the highest (36 – 57.14%), the same is true for students who are public servants (20 – 58.82%) with 1 month to 10 years of service, (3 – 8.82%) with 11 to 20 years of service. The 2 (5.88%) student's public servants over 49 years of age have from 1 month to 10 years of service and are from the poles of Astorga and Bela Vista do Paraíso and, the 4 (6.35%) non-servers who are in this age group are from the poles of Astorga, Bela Vista do Paraíso, Itambé and Paranavaí. It is verified that the pole with the highest dropout of students graduated in the undergraduate course in Administration, which are public servants was the Sarandi with 12 students, and the non-servers were the poles of Engineer Beltrão and Paranavaí with 9 students in each pole.

When comparing the most expressive data of the dropout students graduated in Administration, we have: in the age group of 22 to 29 years, the non-servers (5 students) of the Paranavaí pole prevail to the public servants (2 students) of the Sarandi pole; in the age group of 30 to 49 years prevails the public servants (9 students) of the Sarandi pole with time of service between 1 month to 10 years plus 3 students with 11 to 20 years of service time that there is dispersion of 1 student per pole of Bela Vista do Paraíso, Itambé and Sarandi in relation to the non-servers there is dispersion of 5 students per pole of Assaí, Engenheiro Beltrão and Umuarama; in the age group of more than 49 years, the non-public servants (4 students) dispersed in the poles of Astorga, Bela Vista do Paraíso, Itambé and Paranavaí prevail to the public servants (2 students) dispersed in the poles of Astorga Bela Vista do Paraíso between 1 month and 10 years of service.

Graduates in Administration have a close relationship with public management, focus of the course under study, given that the perspective of learning in the **undergraduate course** involves the various organizational sectors, that is, it also comprises the public area. Therefore, it is assumed that these students chose to train in public management, thus deepening the knowledge of the area of administration through specialization in public management. With regard to students who are not public servants, it can be inferred that, mainly, the dropout has as one of the causes the perception of the student of the non-interest in working in the area, but, in summary, in the same way as the public servant, the causes can be exogenous and/or endogenous.

Table 8 compares the dropouts graduated in Economics or Accounting Sciences or Law in relation to the time of public service (or not) and the chronological age of the students.



Table 8: Comparison between dropouts graduated in Economics or Accounting Sciences or Law and time of public service and age.

	Graduation	3 (Economics or Accounting or Law)											TOTAL	%	
		0			1m a 10a			11 a 20			More than 20a				
	Length of service	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49		
POLES	Assaí	-	2	-	1	1		-	1	1	-	-	-	6	5
	Astorga	2	1	-	5	3		-	1	-	-	1	-	13	12
	Bela Vista do Paraíso	-	1	-	-	3	1	-	1	-	-	1	-	7	6
	Cianorte	3	3	-	4	5	-	-	1	-	-	-	-	16	14
	Cidade Gaúcha	3	1	-	1	-	-	-	-	-	-	-	-	5	5
	Cruzeiro do Oeste	-	2	-	1	-	1	-	-	-	-	-	-	4	4
	Engenheiro Beltrão	6	7	1	-	2	-	-	-	-	-	-	-	16	14
	Goioerê	3	3	2	-	1	-	-	-	-	-	-	-	9	8
	Itambé	3	1	-	1	2	-	-	1	-	-	-	-	8	7
	Nova Londrina	2	-	-	1	1	-	-	-	-	-	-	-	4	4
	Paranavaí	2	3	-	1	1	-	-	-	-	-	-	-	7	6
	Sarandi	-	-	-	3	3	2	-	1			1	1	11	10
Umuarama	2	2	-	1	1	-	-	-	-	-	-	-	6	5	
TOTAL		26	26	3	19	23	4	0	6	1	0	3	1	112	100
(%)		23	23	3	17	20	4	0	5	1	0	3	1		

Source: Elaborated by the authors from managerial data of the course coordination.

As shown in Table 8, of the dropouts graduated in Economics or Accounting or Law, 55 students (49%) do not work in the public sector and 57 (51%) are public servants, meaning only 2% of difference. Among students who are not public servants, the age range between 22 and 29 years (26 – 47%) dropout is equal to that of 30 to 49 years (26 – 47%) and is lower in students who are over 49 years old (3 – 6%). As for students who are public servants: with 1 month to 10 years of service, the age range between 30 and 49 years is higher (23 – 40%), followed by students with 22 to 29 years (19 – 34%) and is lower in students who are over 49 years old (4 – 7%); 6 students (10%) with 11 to 20 years of service and 1 (2%) are over 49 years old; and, with more than 20 years of service, 3 (5%) are in the age range between 30 and 49 years and 1 (2%) is over 49 years old.

When comparing the most expressive data of the dropout students graduated in Economic Sciences or Accounting Sciences or Law we have: in the age group of 22 to 29 years, the non-servers with 6 students of the Beltrão Engineer pole prevail in relation to the 5 students of the Astorga pole who are public servants; in the age group of 30 to 49 years, non-servers with 7 students of the Beltrão Engineer pole prevail in relation to the 5 students of the Cianorte pole who are public servants; in the age group of more than 49 years, the public servants prevail with 3 students of the Sarandi pole in relation to the 2 students of the Goioerê pole who are not servers. It should be noted that all public servants with the highest amount per pole have 1 to 10 years of public service.



As previously stated, by expanding the evaluation of undergraduate courses affecting the area of Applied Social Sciences / UEM (Public Administration, Administration, Economic Sciences, Accounting and Law), that is, those that have a direct and close relationship to public management, whether acting professionally in the public sector, at the macro or micro level or in direct and indirect public administration bodies, as well as, being affected by the actions emanating from managers and public servants in society in general, then, the index is high, making up approximately 62% of dropout in the course under study.

From the high rate of dropout students of the three courses it can be inferred that, the students expected a deepening in their undergraduate areas complementing with the other areas related to management, but realized that the course has a structure of disciplines, balanced in quantity and workload, in the various areas for the understanding of public management, or even, internal and external causes influenced the dropout.

Table 9 compares the dropouts graduated in other areas in relation to the time of public service (or not) and the chronological age of the students.

Table 9: Comparison between dropouts graduated in other areas and time of public service and age

	Graduation	2 (other areas)											TOTAL	%	
		0			1m a 10a			11 a 20			More than 20a				
	Length of service	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49	22 a 29	30 a 49	But from 49		
POLES	Assaí	-	-	-	1	-	-	-	-	-	-	-	-	1	1
	Astorga	-	-	-	-	-	1	-	1	-	-	-	-	2	2
	Bela Vista do Paraíso	-	-	-	-	2	-	-	-	-	-	-	-	2	2
	Cianorte	-	-	-	2	4	-	-	-	-	-	-	-	6	7
	Cidade Gaúcha	6	3	-	-	4	-	-	1	-	-	-	-	14	15
	Cruzeiro do Oeste	4	4	-	-	3	-	-	3	-	-	-	-	14	15
	Engenheiro Beltrão	2	5	1	3	1	-	-	-	-	-	-	-	12	13
	Goioerê	-	-	-	-	1	-	-	-	-	-	-	1	2	2
	Itambé	-	-	-	1	5	-	-	-	-	-	-	-	6	7
	Nova Londrina	4	4	-	-	-	-	-	2	-	-	-	-	10	11
	Paranavaí	-	-	-	1	3	1	-	-	-	-	-	-	5	5
	Sarandi	-	-	-	1	1	-	-	4	-	-	-	-	6	7
	Umuarama	-	-	-	1	8	-	-	2	1	-	-	-	12	13
	TOTAL	16	16	1	10	32	2	-	13	1	-	1	-	92	100
	(%)	17	17	1	11	35	2	0	15	1	0	1	0		

Source: Elaborated by the authors from managerial data of the course coordination.

As shown in Table 9, of the dropouts graduated in other areas, 33 students (36%) do not work in the public sector and 59 (64%) are public servants, meaning 32% more students who are public servants. Among students who are not public servants, the age group between 22 and 29 years (16 – 48%) dropout is equal to that of 30 to 49 years (16 – 48%) and is lower in students who are over 49



years old (1 – 4%). As for students who are public servants: with 1 month to 10 years of service, the age range between 30 and 49 years is higher (32 – 54%), followed by students with 22 to 29 years (10 – 17%) and, it is lower in students who are over 49 years old (2 – 3%); 13 students (22%) with 11 to 20 years of service and 1 (2%) are over 49 years old; and, with more than 20 years of service, 1 (2%) is in the age range between 30 and 49 years.

When comparing the most expressive data of the dropout students graduated in other areas, we have: in the age group of 22 to 29 years, the servers with 6 students of the Cidade Gaúcha pole prevail in relation to the 3 students of the Beltrão Engineer pole who are public servants; in the age group of 30 to 49 years, the public servants prevail with 10 students of the Umuarama pole in relation to the 5 students of the Beltrão Engineer pole who are non-servers; in the age group of more than 49 years, the same amount occurs (1 student) in the poles of Astorga, Goioerê, Paranavaí and Umuarama that are public servants. It should be noted that the highest frequencies of dropout public servants occur in the age group between 30 and 49 years, making a total of 46 students (78%), distributed in the three intervals of time of service, and the largest amount is between 1 month and 10 years of service time (32 – 54%).

The specialization in Public Management may have been an attraction for students graduated in other areas, whether to those who do not exercise the public service in order to enable them to integrate this sector and, public servants have the possibility of expanding their knowledge, which are restricted to their assignment and with the qualification in this area, it becomes relevant both for career progression and to occupy the role of public manager. In a context of change, according to Costin (2010), the need for training aims to strengthen competencies or prepare for new challenges and thus, the professionalization of the public service. However, students from other areas may find it more difficult to learn public management, and the knowledge they master may be from practice in the exercise of their function as a specialist in the undergraduate area or even from professional and citizen experience.

From the above, it can be seen a high dropout rate of 67% of the students in the specialization course in Public Management / PNAP / UEM, class 3.

This dropout rate in the course offered in a public university that, on the one hand, had an investment of public resources and, on the other, gratuity for the student, generated the concern to understand this phenomenon, as stated by Pereira (*apud* PACHECO *et al*, 2007, p. 4) to "[...] Dropout is an undesirable phenomenon in any public university, as it generates vacancies and waste of public money invested."

In this perspective, Bergue points out that in the public sector "[...] a substantive part of the generation of public value, materialized in public goods and services, has its intensive production in people", which are the main element of expenses and also of investments expenses (BERGUE, 2014,



p.1). According to the author, people are fundamental both to generate public value and in investment spending. Thus, although the objective of this study is not the financial analysis of the investment in the course, however, in order to only evidence the expenditure of personnel directly involved in the course, as well as the cost of the student, Table 10 is presented below, which considers the scholarships paid by CAPES, in the period from 09/01/2017 to 02/28/2019.

Table 10: Quantity of scholarships paid to personnel directly involved in the course under study.

Function	Ref. Month	SCHOLARSHIP NO.	Subtotal
Course Coordinator I	R\$ 1.400,00	18	R\$ 25.200,00
Tutoring Coordination I	R\$ 1.300,00	18	R\$ 23.400,00
Teacher Trainer I	R\$ 1.300,00	74	R\$ 96.200,00
Teacher Trainer II	R\$ 1.100,00	5	R\$ 5.500,00
Distance Tutor	R\$ 765,00	159	R\$ 121.635,00
Face-to-face tutor	R\$ 765,00	62	R\$ 47.430,00
Total			R\$ 319.365,00

Source: Data provided by the UAB-NEAD/UEM scholarship sector, 2019.

As shown in Table 10, the total amount of scholarship payments with staff was R\$ 319,365.00, which was invested for the development of the course of the 482 enrolled students, which makes up the cost per student of approximately R\$ 662.58. As the dropout rate was 325 students, the cost of these totals R\$ 215,338.50, which are considered wasted public resources (inefficiency of 67%). Thus, there was an increase in the cost of the 157 students completing the course to, approximately, R \$ 2,034.17, which despite high cost/student, means that the program had an effective investment of 33%.

Therefore, the high dropout rate burdened the public coffers not only with the scholarships paid to the staff, because it involved other resources, which are not discriminated here, but were spent by the three levels of government (federal, state and municipal) and the university, because the Training Program in Public Administration (PNAP) is an action within the Open University System of Brazil (UAB), which covers the partnership between these entities. (BRAZIL, 2019a).

5 CONCLUSIONS

This study aimed to describe and analyze the dropout through the profile of students - class 3 - of the specialization course in Public Management of the National Program for Training in Public Administration (PNAP), offered by UEM, which from the presentation and analysis of the data is considered achieved.

The search for candidates for the selection of the course was significant, demonstrating the need for training in the area of public management, either for public servants, or for aspirants to integrate this sector, or even for those who wish to obtain more knowledge for the exercise of citizenship, which is in line with the proposal of the PNAP. In this sense, the specialization course in Public Management has demand to continue being offered.



The study showed that the final situation of the students included: 157 approved students, that is, 33% of graduates; 298 students dropped out (due to abandonment or failure in subjects) and 27 failed the TCC. For the calculation of dropout, we considered the dropout students plus those who failed the CBT, totaling a dropout rate of 67%, which is expressed to be high, especially if considering the dropout students before the CBT.

In summary, the profile of the dropouts of the course, in relation to the higher frequency in the delimited categories, are as follows: In academic training - graduates in Economic Sciences; or Accounting or Law 112 (34.46%); Professional performance - public servants (47.69%) between 1 month and 10 years of service and those who do not perform the public service (52.31%); Chronological age expressed by age group - 30 to 49 years totaled 195 students (60%); Geographical dispersion (pole) - more than 50% in the 13 poles, with emphasis on the Cidade Gaúcha pole that had 100% of dropout before the CBT process. It should be noted that the TCC marks the end of the course, that is, the certification of those approved.

From the results of the study, it is possible to weave a plan that involves both procedures prior to the beginning of the course, such as expanding the information conveyed about the operation and quality required, as well as in the course of the course, monitoring and engaging students in the development of activities, this involves a sufficient and more active support team in relation to the quantity of students in the course, among other actions related to each specific category listed.

It is concluded that the evasion in the course / PNAP is a challenge that must integrate the UAB, the university and the poles of face-to-face support, with policies, strategies and actions to contain the evasion, which involve quantitative and qualitative aspects aiming at excellence in public management, in addition to making the student aware of his co-responsibility in this result.

The data obtained on the profile of the dropout student allowed us to have a perspective, from the categories delimited for the study, giving important indications in relation to the dropout rate being so expressive in the course. However, as stated by Bergue (2014), human behavior is complex and to manage it it is necessary to consider the different dimensions of the individual and have the sensitivity of different looks, which ponders the influence of multiple factors of analysis, which is not simple to be carried out. From the author's exposition, it is concluded that it is necessary to broaden the categories of analysis, such as the causes of dropout, in an attempt to better glimpse the phenomenon of dropping out of class 3 of the specialization course in Public Management/PNAP/UEM. In this sense, perspectives of future research on the object/theme of this study are presented.



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