

education for public and business administration: distinct versus integrated programs, in a developing society *

Beatriz Wahrlich

Director, Brazilian School of Public Administration
(EBAP), Getulio Vargas Foundation — Rio de Janeiro
— Brazil.

1st part

The Vargas Foundation and its leading role in education for PA and BA in Brazil. Number and type of schools and institutes, 1966. EBAP and EAESP today.

2nd part

New policies for education in PA and BA, under discussion at the Vargas Foundation. First alternative for EBAP: a new school to open in Rio de Janeiro, at the Vargas Foundation, for education and training in BA. Second alternative: a new department or course in BA, within EBAP. Third alternative: an enlarged EBAP curriculum with a common program the first two years and two distinct programs the

* Prepared for presentation at the Round Table of the International Institute of Administrative Sciences to be held in Copenhagen, July 1967.

last two years, leading to two different degrees (Bachelor in PA or Bachelor in BA). Fourth alternative: a thoroughly integrated four years undergraduate program, leading to a degree of Bachelor in Administration.

3rd part

Perspectives. Conclusions.

1st part

— The Vargas Foundation and its leading role in education for PA & BA, in Brazil. Number and type of schools and institutes today.

Brazil enjoys a unique position among the developing societies in the area of education for PA the first internationally sponsored project of a school of Public Administration was born out of a proposal from the Brazilian Delegation to the U.N. In fact this proposal came to be known informally as the "Brazilian Project" and it served as a basis for the establishment in Rio de Janeiro, on April 15th, 1952, of the Brazilian School of Public Administration (EBAP), by the Getulio Vargas Foundation. This school was then and still is subsidized by the Brazilian Government, and, during its first five years, by the United Nations, which provided technical assistance, principally in the form of about 12 visiting professors from Europe and the United States.

At about the same time (1952), the Vargas Foundation began a series of studies aiming at the launching of a Business Administration School (EAESP), in São Paulo, Brazil's biggest industrial center. On May 5th, 1954 that School was formally opened.

Today, there are in Brazil thirty-three schools, institutes or courses providing education and/or training for Administration. Seventeen of these centers teach only Public Administration; four teach only Business Administration; and twelve teach both. It should be pointed out that one of the centers is the Inter American School of Public Administration of the

Vargas Foundation, where training and graduate courses are offered on a continental basis.

Among the above mentioned institutions, eleven provide education at the undergraduate level only; one, at the undergraduate and graduate levels; one, at the graduate level only; five offer undergraduate and graduate education, as well as training courses; three, provide undergraduate education as well as training courses; one offers graduate education and training courses; and a group of eleven give training courses only. Thus, twenty-one schools, institutes or courses are academic institutions, whereas eleven are training centers. (See-Appendix for detailed information on each of those schools, institutes or courses, by chronological order of their establishment).

THE BRAZILIAN SCHOOL OF PUBLIC ADMINISTRATION (EBAP)

In 1967, approximately 750 students will attend courses at the Brazilian School of Public Administration. Half of these will be undergraduate students, working in a four-years program leading to a degree in public administration program. The first two years of this program offer the student an introduction to the social sciences, plus mathematics, economics and law, while the last two years stress the theory and techniques of administration. More and more emphasis is being placed upon economics and upon the social setting for Brazil's national problems. Though it is a PA program, several BA elective courses (optional) are offered in the last (senior) year. The growth of the undergraduate effort may be seen in the current enrollment, which stands at 381, or more than three times the number enrolled in 1962. If this trend prevails, in 1972 this course alone will have more than 1100 students.

As of 1966, the School has granted 372 degrees of Bachelor of Public Administration.

Regular graduate education consists of two parallel programs, one for public administration graduates and one for holders of other degrees. The first program has about 10 students, the second 46 students. Virtually all of these are govern-

ment employees or employees of public enterprises with a generous scattering of military officers. About 150 professionals have completed these programs. The School plans to avail itself of a new and more liberal interpretation of Brazilian education laws by the Federal Council of Education, in order to merge both courses into one, starting in the academic year 1968.

In 1967 a new and distinct graduate program was launched at EBAP, under a special agreement with the Ministry of Education and Culture. This program, probably the most ambitious the school ever attempted, aims at the training at the Master degree level, from 1967 to 1971, of at least 100 junior professors of Public and Business Administration,¹ for other schools of administration throughout the country. The first group of 20 such professors started classes in March, 1967. They represent 12 different schools from 10 states.

The first five years at EBAP witnessed a heavy emphasis upon the special or intensive type course of a training nature and more than 3.000 government employees² completed one of these. From 1957 on, there has been a trend away from this type of course. In large part, this reflects the fact that many schools of public administration have been established throughout the country, which can offer this type of training course close at hand. Emphasis on training at EBAP has accordingly been re-directed toward the development of middle and top management personnel, and in the early days of May 1967 an executive development seminar was offered for high officials of the National Malaria Service. There are now several such seminars being planned for other government bureaus.

EBAP, as the name implies, has had no special interest in preparing administrators for business. Nevertheless, an intensive type course in business administration was opened in 1961. This first venture was so successful that it grew from an attendance of only 30 in the first year, to 135 in 1966, with about the same expected this year. The school is constantly being requested to open an undergraduate program in Business

1) From 1967 to 1969, only Professors of Public Administration will be accepted to this program.

2) In this group, about 300 came from other Latin American countries.

Administration, which is only natural, for Rio de Janeiro is the second biggest industrial city in the country.

In its first fifteen years, EBAP has been able to carry out a series of changes in the way in which public administration is taught. Whereas in the early years emphasis was upon the traditional courses with an essentially techniques of POSDCORB orientation, the curriculum in each of the courses today offers the student an opportunity to gain insight into the setting in which he will be expected to practice his profession. Once almost entirely taught by lecture in the classic tradition, many of the courses now demand that students become deeply involved in applied research and an array of participative activities that include cases, incidents, in-basket exercises, dramatizations and leadership training. The University of Southern California, through its technical assistance mission at EBAP from 1959 to 1965, deserves most of the credit for encouraging and orienting these changes.

As a supplement to these new methods, students have been afforded new opportunities to develop a fuller understanding of what is happening in the administrative world of which they are part, or which they will soon enter. The most significant development here has been the establishment of an internship program in which upper-division (third and fourth year) students are assigned to government agencies or public corporations for part-time work. A new law establishes as a degree requirement a 6 month internship.

A very important aspect of the first fifteen years has been the development of the faculty. In 1967, the full-time faculty numbers 29 (6 full professors, 9 associate professors, 9 assistant professors and 5 instructors), of which 23 are teaching course at EBAP and 6 are abroad in training programs. Ten members of this full-time group hold a Master's degree from the University of Southern California; one has earned the same degree at New York University and still another one has obtained his degree from the University of North Carolina. Five other members of this full-time group have an EBAP's Master's degree. Among those with a Master's degree from USC, 5 carried on their graduate work towards a PhD, at the same University, with three having successfully attained such a goal and the re-

maining two being close to it (they are expected to get the PhD later this year). EBAP has also about 40 part-time professors and lecturers, many of whom have had graduate instruction in their field of interest in the country or outside of Brazil. Several of these are also staff members of other faculties and/or top government officials. Development of the faculty has been supplemented by a continuous effort to develop dialogue through informal discussions and seminars, as well as by special committees to assist the Dean.

It should be pointed out that there are now two faculty members attending graduate course of Business Administration in the U.S.A. (Michigan State and USC).

Research Activities

In the area of research, EBAP operates through its Center for Administrative Research, which has functioned effectively and efficiently since 1964. It is responsible for three distinct programs: a) research directly tied to teaching, b) translation of foreign books in administration development, and related fields, c) research for the preparation of teaching materials.

The program of research directly tied to the teaching efforts of the School is coordinated through the Center by professors of research methodology. The Center tries vigorously to stimulate student research, making available assistance in the form of typing and duplicating services, preparation of questionnaires and letters of introduction, and so forth.

In 1963, a Project Agreement was signed with USAID, launching a new series of translated works, called **Administration for Development**. Under the agreement, EBAP would publish in its first phase fifteen works translated from English in the fields of public administration, economic development, and related fields, with a revolving fund accruing from the sale of the books to finance in a second phase of the program new translation and printings. Of the initial 15 books, 13 have been published so far and work goes on with the remaining two. New books are being selected for the second phase of the program, starting this year.

As to research for the preparation of teaching materials, it should be pointed out that, when EBAP was created in

1952, it was recognized from the very beginning that one of the principal responsibilities of the School should be to systematize the experience of Brazil in the area of administration, seeking out the most significant facts marking its political and administrative history and incorporating them into teaching materials.

These basic policies were followed by the School for many years, and with a considerable degree of success. In general and as a matter of fact, it may be said that the most authoritative documentation and teaching materials in Public Administration published in Brazil from 1952 on emanated from EBAP.

However, in the late fifties and the early sixties, while the need for scientific administration was constantly growing in importance with the country going through a period of restless and energetic development, lack of adequate financial resources forced the research and publication work of the School to a considerable retrenchment.

In 1964, the Ford Foundation made a major grant to the School, under which ambitious plans are being pushed to produce a substantial body of teaching material of a genuinely Brazilian nature in the field of public administration. Over a period of five years from the making of the grant, the School has undertaken the production of fifteen basic text-books, eighteen monographs, and twenty-four cases, all original works in the areas of general administration, O & M, budgeting & public finance, personnel administration, municipal administration, planning, communications and public relations.

This grant has been a source of great satisfaction for EBAP for it enables the School to produce instructional materials firmly based on subject matter which is genuinely national.

In May 1967, the program sponsored by the Ford Foundation at EBAP stands as follows:

- a) published:
 - 3 books,
 - 7 monographs,
 - 11 cases.
- b) at the printers:
 - 4 books,
 - 2 monographs.

c) under preparation:

- 6 books,
- 7 monographs,
- 1 case.

The Center published a Bulletin, from 1964 to 1966, twice a year, providing information on research activities of EBAP and other schools, in the area of PA.

Early in May (1967) a Public Administration Review was launched, absorbing the former Bulletin. The review has four sections, namely: articles, documentation, interchange notes and book reviews.

The Center was greatly influenced in its research approach and methodology the technical assistance it received from the University of Southern California during 1964 and 1965.

Altogether the School has published, from 1952 up to now, including translations as well as original works, 38 books and 68 "cadernos de administração" (monographs, theses and cases).

Technical assistance or consulting services

The technical assistance effort at EBAP, rather logically, grew out of a series of requests which have been made during the last four or five years to provide help for programs of administrative improvement in other states and in various agencies of the government. These unsolicited requests were handled by the Director of the School as they were received; individual professors were invited to offer courses or give professional advice as the situation required. The demand for such services showed substantial growth in the past two years, and it led to its institutionalization, i.e., the establishment of the "Technical Assistance Service" which handled in 1966 different contracts, mostly in the areas of personnel administration, budgeting and accounting, organization & methods and purchasing supply. Projects were usually handled by joint teams (EBAP professors and outside experts). Some of the clients in projects already completed are the

State of Amazonas (administrative reform project), the National Department of Public Works for Prevention of Drought (administrative reform, work simplification and training), National Housing Bank (organization of a model agency for its associate, the Savings Bank), National Institute for Agrarian Development (work simplification, general and cost accounting and personnel administration), Telecommunications Co. of the State of Rio Grande do Sul (job classification), etc.

THE BUSINESS ADMINISTRATION SCHOOL OF SÃO PAULO (EAESP)

Establishment of EAESP in 1954 was based on a Vargas Foundation project which received co-operation from Government officials, Brazilian and foreign education authorities and the business community of São Paulo. The School started operations under American technical assistance which lasted 10 consecutive years.³ The School, as EBAP, was and is subsidized by the Federal Government, but its revenues from students fees and tuition play an important part in balancing the budget, whereas EBAP charges only nominal fees and tuition.

Michigan State University has been the strongest foreign influence on this School. Out of 46 full-time professors (28 Associated Professors, 5 Assistant Professors, 11 Instructors and 2 Teaching Assistants), 34 hold Master's degree from Michigan State. Approximately half of these have also been exposed to teaching techniques in BA at the Harvard Graduate School of BA, and ten have further more taken the one year ICAME course at Stanford University. Recently, a few professors have attended graduate courses in Europe. There are also 30 part-time professors and lectures. At EAESP — as well as at EBAP — there are no foreign professors.

The school is already bigger than EBAP, although it is two years younger. It should surpass 1 000 students this year and expects to have 2 000 in 1970.

EAESP offers undergraduate and graduate education, as well as training courses in business administration. Chronolog-

3) The State University of Michigan was responsible for this program.

ically, the first course was of an intensive type, established in 1954. The undergraduate program started in 1955 and the graduate course in 1961. In 1964 an intensive type course was established for Bank officials, in 1965 a Training Course for Latin American Professors of BA. In 1966 several other special courses opened at the School. Thus the School holds 3 permanent courses and several others are organized according to eventual needs.

The undergraduate program (4 years by day and 5 years at night) is organized in a manner comparable to EBAP's the first two years, social sciences, mathematics and other basic subjects are offered, with business administration courses occupying most of the last 2 years. There are, however, greater possibilities for specialization in one of the major areas of BA, such as Marketing, Production, Finance, etc. — than at EBAP for comparable areas of PA. On the other hand there are at EBAP more subjects dealing with Brazilian problems than at EAESP. The School offers 50 one semester, subjects, out of which 44 are compulsory and 6 are electives, to be chosen out of a group of about 20. At EBAP, there are 48 one semester subjects, out of which 37 are compulsory and 13 are electives to be chosen out of a group of about 30. The case method is used extensively at EAESP.

EAESP graduated 313 Bachelors in BA, as of December, 1966.

The graduate program at EAESP is flexible and open to holders of any undergraduate degree. Candidates have to pass a stiff competitive entrance test. The program can be completed in 18 months.

In 1967,, the majority of graduate students hold Engineering degrees. Until 1966, 123 completed the graduate course.

The permanent intensive type course is open each semester to middle managers and executives in the higher echelons. About 1 200 students completed their course and received a Business Administrators certificate.

The school has been maintaining since 1965 a special graduate program under the auspices of the OAS, for the purpose of training professors in BA.

A Research and Publications Center was established at EAESP in 1959. With special funds from the Ford Foundation, the Center organized and coordinated through the Departments of the School the preparation of text-books covering the major areas of BA. Seven such text-books have been prepared and will be published after extensive testing in classrooms.

Starting August 1961, the Center publishes a quarterly Review of Business Administration, which has consistently kept high academic standards.

In 1966, the Center began offering technical assistance in the major areas of Business Administration. Resources from this new activity are to be used to finance new research projects and publications.

The School as a whole has earned an unchallenged position of leadership as Brazil's most important center of education for business administration. It commands a high respect and great support from the São Paulo business community and has set very high standards of performance.

2nd part

— New policies for education in PA and BA under discussion at the Vargas Foundation.

As it was mentioned before (see page 3), EBAP has been constantly requested to broaden its curriculum so as to offer a degree of Bachelor in Business Administration.

In April 1966, EBAP and EAESP Directors received from the higher echelons of the Vargas Foundation instructions to evaluate needs in that area and to organize possible programs, with a view to establishing in the near future education for both Public and Business Administration in Rio de Janeiro and São Paulo, and possibly later in Brasília, the new Federal Capital. At that time, several possibilities were informally discussed, such as: a) a new school for BA in Rio de Janeiro and another new school for PA in São Paulo (in other words, side by side with EBAP and EAESP, two other schools would be opened to provide education in BA in Rio de Janeiro, and in PA in

São Paulo); b) a second possibility would be for each school to establish a new department or course which would be in charge of BA in Rio de Janeiro and of PA in São Paulo; c) a third possibility would be to maintain the present structure at both schools but to broaden their curriculum, to give both degrees Bachelor in PA and Bachelor in BA) in each institution.

It should be noted that at that time no one had yet thought of a thoroughly integrated curriculum in administration, from the first to the fourth undergraduate year program. The starting point — for discussion of a mixed or combined curriculum was usually the program adopted at the Universities of Bahia and Pará, where the first two years are common to all students of BA and PA and a formal options for either area has to be made at the end of the second undergraduate year (consequently, the third and fourth year are run under distinct curricula and distinct degrees are awarded upon completion of the course).

To comply with said instructions, early in 1966 EBAP began formally to examine the three alternatives which seemed to cover the ground at that time.

— FIRST ALTERNATIVE FOR EBAP: A NEWSCHOOL FOR BA IN RIO DE JANEIRO, AT THE VARGAS FOUN- DATION

Apparently this would be the easiest and best alternative as far as EBAP is concerned, because nothing would have to change at the school and the burden of the new enterprise would be left entirely with a new Dean and a new Faculty.

This alternative, however, from the very beginning proved to be completely unacceptable to the School for it meant that with EBAP's help and assistance, and at least partially at its expense — the new School would certainly share some EBAP professors — a powerful rival would be established at its side which would immediately attract a large number of those young people who are today, at least potentially, candidates to EBAP.

Existing statistics show that throughout the years about a third of EBAP graduates enter business, and many other go to

work with public enterprises where a business approach to administration prevails, although they hold a degree of bachelor in Public Administration and have attended only a few electives in BA. A good business administration school in Rio would presumably take out of EBAP at least a third of its students, and probably many more. In short, the EBAP faculty did and does view this alternative as harmful not only to the School but to Public Administration in general, which would attract fewer candidates with a university education than it does now.

— SECOND ALTERNATIVE: A NEW DEPARTMENT OR COURSE IN BA, WITHIN EBAP

The second alternative would be the establishment under EBAP of a new department or program for BA at the undergraduate level. Though most of the disadvantages of this alternative were common to the first one, it presented one advantage, namely: all human and financial resources would be under the supervision and management of EBAP, thus enabling the School to use new funds from the BA program in order to create inducements and incentives for those who enrolled in the PA program. One such inducement or incentive might be to set lower fees and tuition for PA courses than for BA courses; another such device might be to finance scholarships in PA out of BA resources.

Nevertheless, competition between the two programs would be unavoidable and possibly harmful to the School as a whole. One should not forget that salary is a component of status, and that professors of BA usually earn more than those in PA. Consequently — and the experience in other countries as well as in Brazil has been along these lines — many BA professors think of themselves as superior to those in PA and behave accordingly. This would probably occur at EBAP and it would certainly cause the students to copy the behavior pattern of their professors, ultimately dividing the School into two enemy camps and possibly leading to its being split into two schools, thus reverting to alternative number one.

— THIRD ALTERNATIVE: A COMMON CURRICULUM THE FIRST TWO YEARS WITH TWO SEPARATE PROGRAMS THE 3RD AND 4TH YEARS

The third alternative would be somewhat similar to solution number two. The University of Bahia adopted this pattern since the establishment of its School of Administration in 1960, with the University of Pará following along the same lines from 1964 on.

Information from Bahia does not encourage the EBAP faculty to feel sympathetic towards this alternative. Though it has the advantage of being more economical from the administrative view-point than either one of the two preceding alternatives, it shares with them the disadvantage of emptying the school of candidates for a PA degree, for, at the end of the second year, according to the Bahia experience, the great majority of students would choose BA over PA, and, as in those two alternatives, not necessarily because of their natural aptitudes and interests, but mostly because of better career opportunities in Business Administration than in Public Administration. It should be pointed out that present salary conditions in the Brazilian public service make it extremely difficult to encourage young people for a career in Public Administration, as long as a similar good education is offered them in the area of Business Administration. This is so because the fight against inflation led the Government to cut substantially its spending with civil servants, thus lowering the relative position of government salaries in the labor market.

While this alternative was being thoroughly examined at EBAP, it became evident that a group of professors were dismayed at the possibility of EBAP adopting any of the three alternatives already discussed. They pointed out that, as far as Public Administration is concerned, there seemed to be few if any successful combined or mixed programs of Public and Business Administration, and not only in Brazil but in the U.S.A. as well, which further indicates that the harmful effects for PA education of this kind of program are inherent in the undertaking itself and not necessarily a result of environmental or ecological circumstances.

In his "Administrative State Revisited", Prof. Waldo states emphatically his opposition to any of these three alternatives. He says:

"Because of the importance of private enterprise in our national life and the pervasive influence of "business", relationships with Schools of business administration are of special importance. I leave it at that except to state a conclusion — or prejudice: 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. The experiments in this direction I take as conclusive demonstrations. No plots need be alleged; nor overt hostility implied. The economic notion of the market is sufficient to account for what happens; or if one likes, some theories from Sociology or Theory of Organization.⁴

— FOURTH ALTERNATIVE: AN INTEGRATED CURRICULUM FOR THE 4 YEAR UNDER-GRADUATE PROGRAM

Out of all this discussion at EBAP a fourth alternative for education for PA and BA at the Vargas Foundation in Rio de Janeiro finally emerged: a thoroughly integrated four year undergraduate program (from the freshman to the senior year) leading to a degree of Bachelor of Administration, without a formal option for either area. Under this alternative, true "generalists" of administration would graduate from the school, and specialization in either Public or Business Administration would be deferred to graduate or in-service training programs. It would be possible, however, for undergraduate — students to orient themselves more towards one area or another (PA or BA), through the choice of elective or optional subjects during their four year course at EBAP. It would even be possible for these generalists of administration to concentrate more on some specific

4) Public Administration Review, March 1965, pp. 29-30.

areas of Public Administration, or of Business Administration, than on others. Thus a student could show his preference for BA, for example, through the choice of electives such as Marketing II and Marketing III (with Marketing I being compulsory to all students), and another student could concentrate in PA if he wished, and choose electives such as Civil Service Law, Political Parties, The Legislative Process, etc.

According to the EBAP faculty, this alternative seemed and still seems to be better than any of the three preceding ones, not only because it eliminates the disadvantages inherent to any curriculum that force the students formally to opt for BA or PA, but, and this is even more important, because it appears to be especially suited to underdeveloped or developing economies such as Brazil's where greater flexibility is often more important than thorough specialization.

As it inevitably happens, a country such as Brazil always tends to base its new projects on the experience of more developed countries. In the Brazilian case, though the Vargas Foundation received international technical assistance through the UN and UNESCO, its school of PA and BA were initially patterned upon American models (this is even more so in the case of the Business Administration School of São Paulo than of EBAP). Surely they have developed Brazilian characteristics and are now truly Brazilian institutions, but they were basically patterned on what had been successful in America at the time, hence their concentration in only one area — PA in Rio de Janeiro and BA in São Paulo. It never occurred to any one, fifteen years ago, that maybe a "School of Administration" with a real integrated undergraduate curriculum throughout the four year course might be better for underdeveloped or developing nations than separate schools or courses.

Why can one now think differently? Because there is now a "national" experience, out of which one wonders whether the imported though adjusted model is still the best one for the present stage of Brazilian development. The more one ponders over this problem and analyses and discusses the existing situation and the three first alternatives, as well as other possible combinations of them, the more one comes to the conclusion that a generalist program or, as some professors define it, a

generic course in administration would be better fitting to our present needs than either one of the other patterns.

If a student is working in Brazil for a degree of bachelor of BA in a good school, one can assume that he will be rather well equipped to work in a business concern, especially a big one, for he has had his social sciences as well as Mathematics, Economics, Marketing, Production Organization, etc. At EBAP, however, the prevailing thinking is that, in the Brazilian context, students of business administration might need a heavier dosage of social and political sciences, if they are going to be business administrators or entrepreneurs who actually work under a "social profit" motivation and who can be tools for development of the country. In other words, to contribute effectively to the good of the country a Brazilian business administrator should be able to set his productivity goals along the larger social, economic and cultural objectives of Brazilian society. Besides, a good understanding of government and public administration is essential to business administration of most large companies in their manifold relationships with governmental agencies, from development banks and other financial institutions to regulatory agencies.

Twelve years ago, discussing who should study public administration, Prof. Dwight Waldo put it even more broadly saying:

"The answer to this question is: Everyone — but in varying ways and with varying intensity. The basic reason is **understanding**. All people in a civilized society need an appreciation of the role of administration in their culture because, willy-nilly, administration is an important aspect of their lives, from the nearest physical aspect to the remotest spiritual or intellectual aspect. All persons in a civilized society are consumers of administration, and they should be good consumers, prepared to react intelligently and appreciatively, or with intelligent criticism."⁵

5) The Study of Public Administration, p. 70.

On the other hand, it is now also evident that Brazilian public administrators must know much more about business and business administration than they do. As it happens in most underdeveloped or developing societies, Brazil's economy is much more oriented or conditioned by Government action than that of developed democratic societies and it is imperative that the persons who participate in this orientation or conditioning know more about private enterprise. An integrated curriculum would make sure that those who joined the public service after graduation had been exposed at least to some microeconomics besides their macroeconomics, to Introduction to Marketing and Production Organization and other traditional subjects of education for Business Administration as well as to the disciplines of Public Administration.

This is also nothing really new, for in the words of Prof. Waldo,

"business administration and public administration grew up as allied disciplines, and their mutual borrowings, especially those of public administration from business administration, have been large. The inspiring drive of many of the Founding Fathers of public administration was the drive to apply business methods to government. If one thinks of the Scientific Management movement as business administration, then the debt of public administration to business administration is large indeed."⁶

Later, Prof. Waldo stated that:

"The significance of a certain proposed, new type of School needs to be scrutinized very closely. The logic of the postulates that the significant thing about all organization is their organizationness, and that administration is administration, has eventuated occasionally in the conclusion that there should be schools of **administration**, i. e., administration "in general", more or less "pure". In at least one case the con-

6) Op. cit., p. 56.

clusion now has resulted in a decision to establish such a school. It would be futile to deny a strong "logic" to the conclusion and the decision. It is obvious that a very large and respectable curriculum can be built on "commonalities" or organizational-administrative theory and technology. The experiment is warranted, and may prove successful."⁷

One could go back seventeen years and quote Simon, Smithburg and Thompson:

"it has been customary in this country (the U.S.A.) to make a sharp distinction between governmental and non-governmental administration. In the popular imagination, governmental administration is "bureaucratic", private administration is "business-like"; governmental administration is political; private administration is non-political; governmental administration is characterized by "red-tape"; private administration is not. Actually, the distinction is much too sharp to fit the facts. As we shall see in the course of this book, large-scale public and private organizations have many more similarities than they have differences. It is possible, therefore, in examining the activities of public administration to use the results of research carried on in private business. In actual administration there is often a greater difference between small and large organizations than there is between public and private ones."⁸

The same authors also added, writing about the differences between Public and Private Administration:

"While the similarities between governmental and non-governmental organizations are greater than is ge-

7) Public Administration Review, March 1965, p. 30.

8) Public Administration, p. 8.

nerally supposed, some differences nevertheless exist. Most often these are differences in degree rather than in kind."⁹

3RD PART

Perspectives: Conclusions

The trend in Brazil is clearly for an integrated curriculum, as can be seen from the list of schools and institutes in Appendix I. This trend has been encouraged by the Federal Council of Education through its ruling on a minimum university curriculum for "Administration", not for "Public and Business Administration".¹⁰ The Council based its decision on the fact that the two areas have been steadily converging, and quoted Public Law 4789, of September 9th 1965, which establishes requirements for the profession of "administrative expert" and does not discriminate between public and business administrators.¹¹

Even those who remain rather skeptical of the feasibilities of a generic program do recognize the need for further studies along such lines. Thus one reads in "Graduate Study in Public Administration" the following words:

"The wide usage of the terms business administration and public administration, as two species of the same genus, i.e., administration, has tended to obscure the existence of other related forms of administration not fully comprehended in either. Thus, educational administration, whether at the elementary, secondary, or higher level, may be public or non-public, depending upon the auspices and environment within which it functions; and so also with hospital and welfare administration. Similarly, military administration, though logically a special aspect of public administration, is normally viewed as distinguishable because of the special circumstances in which it operates. The administration of the judicial system presents certain

9) *Op. cit.*, p. 10.

10) July 9th, 1966.

11) See The Council ruling, in "Documenta", No. 56, July 1966, pp. 60/71.

unique characteristics, as does also the administration of church and religious groups, professional organizations, philanthropic foundations, and a wide array of voluntary and civic associations.

The extent to which there is a common core of administrative study which would provide useful background for the practicing administrator in any of these fields is still a matter of controversy. Yet the existence, as described in other portions of this report, of programs which are seeking to identify and organize around this common bond, presents fascinating prospects for future exploration. In this pioneering, public administrators — perhaps most of all — may find new opportunities for professional leadership in the years ahead.”¹²

In his challenging article “Public Administration and the Universities: A Half-Century of Development”, Prof. Caldwell, from Indian University, sums up his conclusions on an “integrative concept” with the following words which appear entirely applicable to Brazil:

“We are still a long way from creating an adequate science of administration, although notably closer than when Robert H. Dahl addressed himself in 1947 to the problems of a science of public administration. University organization has been slow to respond to the concept of a science of administration anticipated by Wilson, articulated by Beard, and elaborated by Gulick and his collaborators more than a quarter-century ago. But there are many avenues to the study of administration and from these have converged a body of data and theory that is becoming distinguishable from other organized knowledge. By drawing upon the principal integrative concepts derived from organization and systems theory, from decision making, behavioral and ecological studies and from tradi-

12) “Graduate Study in Public Administration”, A Guide to Graduate Program, by Ward Stewart, published by the U.S. Department of Health, Education and Welfare, 1961, pp. 39-40.

tional analysis we may achieve... a synthesis that transcends the currently competing approaches while at the same time building upon the significant contributions of each.

The greatest promise for study of public administration in the universities will be in association with the growth of an integrative, organizing, generic concept of administration. From the nucleus of general administrative studies it may be possible to interrelate more meaningfully the study of administration to the various disciplines and professions. **In the modern world no clear line separates administration in government from the administrative processes of the total society. The organization of administrative studies in the university must ultimately correspond to this reality."**¹³

Though the Vargas Foundation has not yet permitted EBAP to experiment the integrated curriculum, there is at the school as well as in other centers of education for PA and BA, in Brazil, a growing interest for the subject. If this trend should prevail, perhaps EBAP or some other school of PA or BA, in Brazil, will be testing the integrative concept of education for Administration even before an American university does it.

13) Public Administration Review, March 1965, págs. 59-60.

EDUCATION AND TRAINING FOR PUBLIC AND BUSINESS ADMINISTRATION
(List of Brazilian Schools, Institutes and Courses, 1967)

School, Institute or Course	Area	Type of Course	Opening Date	Observations
1 Brazilian School of Public Administration — Getúlio Vargas Foundation, Rio de Janeiro, GB. (Eastern Brazil).	Public and Business Administration	Training (one semester) Undergraduate (4 years, degree in PA) Graduate (2 years)	4/15/52	Training for PA/BA is given separately. There are a few BA elective subjects in the undergraduate program.
2 Course of Public Administration — School of Economics, University of Minas Gerais, Belo Horizonte, MG (Eastern Brazil).	Public and Business Administration	Training Undergraduate (4 years, degrees in PA and BA)	8/1/52	Common curriculum the first 3 undergraduate years, distinct curricula the 4th year.
3 School of Business Administration — Getúlio Vargas Foundation, São Paulo, SP. (Southern Brazil).	Business Administration	Training 3 (months) Undergraduate 4 years by day, 5 years at night degree in BA) Graduate (18 months by day) (24 months at night)	1954	
4 Brazilian Institute of Municipal Administration, Rio de Janeiro, GB (Eastern Brazil)	Public Administration	Training	1956	

School, Institute or Course	Area	Type of Course	Opening Date	Observations
5 School of Administration — Administration Department, Ceará State Government, For- taleza, Ce. (Northeastern Brazil).	Public and Business Administration.	Training Undergraduate (4 years, degrees in PA and BA)	6/15/57	Distinct undergraduate curricula.
6 School of Public Service — Ci- vil Service Administrative De- partment (DASP), Rio de Ja- neiro, GB. (Eastern Brazil)	Public Administration	Training	1958	
7 School of Administration — Federal University of Pernam- buco, Recife, Pe. (Northeastern Brazil).	Public Administration	Undergraduate (4 years, degree in PA)	1959	The School of Administration was created on the 28rd of november, 1965. Previously it was only a Course in the School of Economics.
8 Institute of Administration — — School of Economics, Uni- versity of Rio Grande do Sul, Pôrto Alegre, RS. (Southern Brazil).	Public and Business Administration	Training Undergraduate (8 semesters, degrees in PA and BA). Graduate (1 year)	7/17/59	Common curriculum for PA/ BA. Economics and Account- ing, the first 3 undergraduate semesters, distinct curricula the last 5 semesters.

School, Institute or Course	Area	Type of Course	Opening Date	Observations
9 Course of Public Administration — School of Economics, Catholic University of Paraná, Curitiba, PR. (Southern Brazil).	Public Administration	Undergraduate (4 years, degree in PA)	1959	
10 School of Public Service — Guanabara State Government, Rio de Janeiro, GB (Eastern Brazil)	Public Administration	Training (2 months, 4 months and 1 year)	1960	
11 Course of Public Administration — Central Institute of Human Sciences, University of Brasília, Brasília, DF (Central Brazil).	Public Administration	Training Undergraduate (8 to 10 semesters, degree in PA) Graduate (4 semesters)	1961	
12 School of Administration — University of Bahia, Salvador, BA (Eastern Brazil)	Public and Business Administration	Training Undergraduate 4 years, degrees in PA/BA) Graduate (9 months)	1962	Common curriculum the first 2 undergraduate years, distinct curricula the last two years.
13 Course of Public Administration — School of Economics, University of Paraíba, João Pessoa, PB (Northeastern Brazil)	Public Administration	Undergraduate (4 years, degree in PA)	1963	

School, Institute or Course	Area	Type of Course	Opening Date	Observations
14 Course of Business Administration — School of Economics, Catholic University of Goiás, Goiânia, GO (Central Brazil)	Business Administration	Undergraduate (5 years, degree in PA)	3/1/63	
15 School of Public Service — Administration Department, Goiás State Government, Goiânia, GO (Central Brazil)	Public Administration	Training (3 to 12 months)	1963	
16 Division of Personnel Selection and Development — Department of Public Service, Paraná State Government, Curitiba, PR (Southern Brazil).	Public Administration	Training	1963	
17 Training Center — Planning Department, Ceará State Government, Fortaleza, CE (Northeastern Brazil)	Public Administration	Training	1963	

School, Institute or Course	Area	Type of Course	Opening Date	Observations
18 Institute of Public Administration — Department, Minas Gerais State Government, Belo Horizonte, MG (Eastern Brazil)	Public Administration	Training	11/4/6	
19 Course of Public Administration — School of Economics and Administrative Sciences, University of São Paulo, SP (Southern Brazil)	Public and Business Administration	Undergraduate (4 years by day, 5 years at night, degrees in PA/BA to be offered) Graduate (variably)	1964	
20 Courses of Administration — University of Pará, Belém, PA (Northern Brazil)	Public and Business Administration	Training Undergraduate (4 years, degrees in PA/BA).	1964	Common curriculum the first 2 undergraduate years, distinct curricula the last 2 years.
21 School of Administration and Finances — University of Guanabara, Rio de Janeiro, GB (Eastern Brazil)	Business Administration	Undergraduate (4 years, degree in BA to be offered).	1964	

School, Institute or Course	Area	Type of Course	Opening Date	Observations
22 Paraná Administration Studies Society, Curitiba, PR (Southern Brazil)	Public Administration	Training (1 semester)	1964	
23 Interamerican School of Public Administration — Getúlio Vargas Foundation, Rio de Janeiro, GB (Eastern Brazil)	Public Administration	Graduate (1 year)	8/3/64	
24 Training Center of Regional Economic Development — University of Ceará, Fortaleza, CE (Northeastern Brazil)	Public Administration	Training (18 months)	1964	
25 Institute of Administration and Management — Catholic University, Rio de Janeiro, GB (Eastern Brazil)	Business Administration	Training (1 semester) Graduate (2 years)	1965	

School, Institute or Course	Area	Type of Course	Opening Date	Observations
26 Course of Business Administration, School of Economics, Federal University of Rio de Janeiro, GB (Eastern Brazil)	Business Administration	Undergraduate 4 years Bachelor, degree in BA.	1965	
27 Course of Administrative Sciences — School of Economics, Accounting and Administrative Sciences, University of Amazonas, Manaus, AM (Northern Brazil)	Public and Business Administration	Undergraduate (4 years, degree in PA/BA to be offered)	1966	Common curriculum the first 2 undergraduate years, distinct curricula the last 2 years.
28 School of Administration and Management — University for Development, Santa Catarina State, Florianópolis, SC. (Southern Brazil)	Public and Business Administration	Undergraduate (4 years, degrees in PA/BA to be offered)	4/11/66	Integrated Curriculum. A 6 month internship in either PA or BA should follow the course as a degree requirement.
29 School of Public Service — Amazonas State Government, Manaus, AM (Northern Brazil)	Public Administration	Training	1966 (2nd semester)	

School, Institute or Course	Area	Type of Course	Opening Date	Observations
30 School of Administrative Sciences — Higher Education Foundation of Pernambuco, Recife, PE (Northeastern Brazil)	Public Administration	Undergraduate (4 years, degree in PA).	1966	
31 School of Public Administration — Maranhão State Government, São Luiz, MA (Northeastern Brazil)	Public Administration	Training	28/10/66	In 1968: Undergraduate (4 years)
32 Institute of Administration and Planning — University of Santa Maria, Santa Maria, RS (Southern Brazil)	Public and Business Administration	Undergraduate (8 semesters, degrees in PA/BA and Rural Administration to be offered).	1967	Common curriculum the first 3 undergraduate years, distinct curricula the last year.
33 Course of Administration — School of Economic Sciences, University of Paraná, Curitiba, PR (Southern Brazil)	Public and Business Administration	Undergraduate (4 years, degrees in PA and BA)	15/2/67	Integrated curriculum. A 6 months internship in either PA or BA should follow the course as a degree requirement.