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DISCUSSION PAPERS CIVIL SERVICE ENTRANCE EXAMINATIONS IN BRAZIL

Proceedings from the Seminars Civil Service Examinations: Doing Differently to Make a Difference (2023) and People and Innovation: New Paradigms for Recruitment in the Public Sector (2025)

PNUD

MINISTÉRIO DA GESTÃO E DA INOVAÇÃO EM SERVIÇOS PÚBLICOS

GOVERNO DO BRASIL
DO LADO DO POVO BRASILEIRO



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FOREWORD

Starting any project requires reflection and imagination. Regardless of complexity, a precise assessment of a given issue enables the construction of secure pathways toward its resolution. Translating ideas into human experiences requires acknowledging the memories, meanings, and histories that shape these events.

Resuming civil service entrance examinations to rebuild the Federal Executive Branch workforce was part of a broader movement: the institutional reconstruction of the Brazilian State. This reconstruction was predicated upon theoretical and practical backgrounds to guide the Ministry of Management and Innovation in Public Services (MGI). Established in 2023, the MGI immediately became the focal point for this agenda. Its inception signaled a commitment to rethinking public administration to make it more strategic, inclusive, and connected to society.

The year 2023 marked a significant effort toward the state's institutional reconstruction. The administration faced a weakened structure. Several public agencies had experienced no personnel renewal for over 15 years, operating with severely depleted teams. Concurrently, the new government committed to rebuilding public policies and delivering concrete results. The population had recently endured the severe impacts of the COVID-19 pandemic, a period often characterized by the absence of state support. Rebuilding the state intrinsically required restoring its human capacity to promote the welfare of the Brazilian people.

Before taking action, consultation was required. Experts, public administrators, scholars, and practitioners in public selection processes helped align operational steps with broader objectives. One of the first publications guiding Brazil's major personnel restoration was *Subsídios para uma reforma administrativa voltada à cidadania* (Subsidies for a citizenship-oriented administrative reform). Published in December 2022 by a group of experts, it received support from the *Instituto de Pesquisa Econômica Aplicada* - Ipea (Institute for Applied Economic Research - Ipea) and the República.org Institute. The text proposed a public management policy agenda designed to strengthen the Brazilian State. It presented data and insights on recruitment and selection, advocating for a logical,

structured approach to addressing the shortage of qualified personnel committed to Republican principles.

The year 2023 was to focus on formulation, dialogue, and bold initiatives. The seminar *Civil Service Examinations*: *Doing Differently to Make a Difference* highlighted this shift. MGI convened national and international experts, academics, and public administrators to share concrete recruitment and selection practices from Brazil and abroad. During this event, innovation transitioned from an abstract concept into an applied methodology encompassing active listening, international benchmarking, evidence-based analysis, and a willingness to break with tradition.

This environment fostered one of the most significant milestones in Brazilian public administration: the National Unified Civil Service Examination (CPNU). The premise was straightforward: a massive challenge required a proportional response. The CPNU drew inspiration from international practices in Portugal, France, and Spain, and examined large-scale public selection models in China and India. It also incorporated lessons from Brazil's National High School Exam (Enem) — earning it the colloquial title 'The Enem in Civil Service.' The CPNU was designed as a transformative tool for personnel management within the Federal Government.

The experience of implementing the CPNU — from its conception within MGI through its institutional and administrative development — is documented in the 2025 book *The CPNU Saga*: *Innovation in Public Services and State Transformation for Citizenship.* This publication compiles 13 articles serving as the foundational record of this new approach to recruiting individuals for the country's civil service. It details the core theoretical foundations and innovations of the CPNU, alongside the data and regulatory frameworks that supported the initiative.

MGI's objectives were explicit: to expand access to civil service positions for the Brazilian population; to reflect the demographic reality of Brazil within the federal public administration, encompassing its ethnic-racial, cultural, and regional diversity; and to attract individuals with a strong public-service ethos. These individuals should possess a clear understanding of the state's functions and their role, as civil servants, in building a more economically and socially equitable society. By seeking professionals dedicated to a fair society, the Ministry signaled the importance of collective engagement at the outset of this institutional journey.

While 2023 focused on structuring and implementation, 2025 centered on analysis, systematization, and learning from applied experience. The *International Seminar on Civil Service Examinations – People and Innovation*: *New Paradigms for Recruitment in the Public Sector* reflected this operational maturity. The event provided an opportunity to assess results and identify areas of progress. Featuring experts and public administrators, the seminar presented research on critical issues, including litigation in civil service entrance examinations and the systematization of models all over the world. The goal was to broaden the dialogue among all institutional and private stakeholders involved in shaping personnel management policy, specifically within the macro-process of recruitment and selection.

This publication emerges from that theoretical, institutional, and human pathway. The book compiles the reflections, debates, and lessons from these two foundational events: the formulation seminar and the consolidation seminar. Rather than a mere transcription of speeches, it serves as the historical record of the reconstruction of Brazilian state capacity through innovation in personnel management.

Curating this work is an act of institutional memory, which acknowledges that public policies are forged by individuals operating within specific contexts, driven by conviction and duty. Documenting these ideas is ensuring that future generations can answer fundamental questions: What were the origins of these changes? What motivated a specific group, at a critical historical juncture, to drive innovation and elevate the standards of the Brazilian State?

Have a great reading! May the drive for innovation guide us toward new horizons, advancing the development of a public administration that is more equitable, inclusive, and prepared for the future.

Maria Aparecida Chagas Ferreira

Director of Workforce Planning
(Former Director of Staffing and Personnel Movement)

INTRODUCTION

This discussion paper systematizes the dialogues, diagnostics, and solutions presented at two major events for Brazilian public administration: the international seminars *Civil Service Examinations*: *Doing Differently to Make a Difference*, held on November 29, 2023, and *People and Innovation*: *New Paradigms for Recruitment in the Public Sector*, held on June 2 and 3, 2025.

The Ministry of Management and Innovation in Public Services (MGI) and the National School of Public Administration (Enap) organized both seminars, which happened in the MGI auditorium at the *Esplanada dos Ministérios*.

This collection documents the reflections of national and international experts on civil service entrance examinations. Based on the oral presentations delivered during the seminars, the text edits the speeches to ensure written fluency and conceptual clarity while preserving the participants' core ideas. Both events focused on the National Unified Civil Service Examination (CPNU). The discussions highlighted its strategic importance in modernizing the state and selecting professionals for a more democratic government.

In 2023, the focus centered on the crisis of the traditional model, showing that Brazil's public selection processes, which were driven for decades by rote memorization and fragmented official examination notices, had become an obstacle to modernization. Discussions centered on overcoming this examination-centric ideology. Participants proposed aligning with international best practices and adopting competency-based selection processes focused on professional profiles and public-service calling. The event addressed the geographic isolation of past examination processes. It positioned the CPNU as a tool for democratization with unprecedented national reach.

In 2025, the seminar consolidated institutional learning and translated plans into technical evidence. The debate matured to examine public administration as an avenue for social mobility, with data demonstrating that access to the civil service remains a primary driver of income distribution and inequality reduction in the country. The CPNU proved its inclusive efficacy by ensuring a 33% approval rate for candidates under

affirmative action policies. It also demonstrated robust logistics by mobilizing 2.1 million registered candidates across more than 200 municipalities. The 2025 event validated the legal certainty of the model. The integration of technical and legal areas maintained a low proliferation of judicialization of administrative processes, despite the massive scale of the process.

The breadth of topics discussed at these events provides a comprehensive overview of Brazilian administrative reform, extending far beyond the logistics of test administration. The debates explored institutional innovation and the legal certainty required to ensure the stability of examination processes. Participants analyzed the efficacy of affirmative action policies. Discussions assessed the first decade of the law related to these policies, the strategic effort to combat vacancy fragmentation, and a future framework to formally include Indigenous peoples and *Quilombolas* within the state structure. The civil servant's academic background also played a central role, connecting their higher education to a structured probationary period and continuing education. These elements are essential for building a public ethos grounded in ethics and democratic commitment.

These transcripts provide a historical and technical record of the redesign of Brazilian institutions, reflecting the pursuit of a bureaucracy that mirrors the plurality of society. This text is essential reading to understand that the public administration reform begins with how we select and train those dedicated to the civil service and the Brazilian State.

SEMINAR I

Civil Service Examinations: Doing Differently
to Make a Difference
29/11/2023

OPENING

Esther Dweck: Minister of the Ministry of Management and Innovation in Public Services (MGI).

José Celso Cardoso: Secretary of Personnel Management at MGI.

Francisco Gaetani: Extraordinary Secretary for State Transformation at MGI.

Isabela Corrêa: Secretary of Public Integrity at the Office of the Comptroller General (CGU).

Márcia Lima: Secretary of Affirmative Action Policies and Combating and Overcoming Racism at the Ministry of Racial Equality (MIR).

Ivan Santos Nunes: Deputy General Counsel for Federal Public Management at the Attorney General's Office (AGU).

Betânia Lemos: President of National School of Public Administration (Enap)

SUMMARY OF THE DEBATE:

During the opening panel, speakers framed the National Unified Civil Service Examination (CPNU) as a pathway to democratize access to civil service entrance examinations, expand the geographic reach of selection processes, and strengthen the public-service ethos. Leadership highlighted the urgency of building a plural bureaucracy that reflects Brazilian diversity. This approach ensures representation directly ensures more legitimate, targeted, and efficient public policies.

Esther Dweck
Minister of the Ministry of Management and Innovation in Public Services (MGI)

Today, at this seminar, alongside this distinguished panel, I want to thank our guests and the event organizers. In particular, I would like to thank SETE (Extraordinary Secretariat for State Transformation), Francisco Gaetani, Frederico Coutinho, SGP (Secretariat of Personnel Management), and Enap

(National School of Public Administration). Hosting this seminar brings me great satisfaction.

When I took office as Minister of Management, Brazil had gone years without a single civil service entrance examination. The previous administration took pride in reducing the public sector workforce within the federal core, as if this were a major management achievement.

We observed the reality across various government entities operating without sufficient personnel to execute public policy. We then realized that a government halting public policy execution requires no personnel. Conversely, executing these policies makes the presence of civil servants indispensable.

We are able to design brilliant public policies only if we have the people to implement them. Otherwise, we will certainly fail. As noted earlier, we identified that public selection processes during the previous administration were scarce and restricted to very few areas. Bias or responses to judicial mandates drove these limited processes, precisely due to the severe personnel shortage.

During several interviews, journalists asked me to name the most affected areas. I could not answer it. The personnel shortage represented a true state of deprivation. The 2019 Pension Reform accelerated the retirement of many individuals, removing numerous professionals with immense capacity and institutional knowledge. Multiple public agencies simply lacked staff.

Through the Transition Constitutional Amendment[1], we secured the resources to authorize and allocate civil service entrance examinations. We realized, however, that mere authorization, with no previous actions, falls short. We must plan the execution, identify the desired candidate profile, and ensure the effective implementation of affirmative action policies beforehand. After all, the previous approach failed to increase the percentage of black individuals in the public administration effectively. Hence, this realization brings us to today's seminar.

We developed multiple studies and executed important administrative acts while also focusing on dialogue with experts. There are obviously many specialists in the Ministry who will participate in today's

[1] The Transition Constitutional Amendment (EC 126/2022) secured the necessary budget to rebuild the federal public sector workforce in 2023. This measure enabled the authorization of thousands of vacancies and funded the logistical investment in the National Unified Civil Service Examination. These actions directly contributed to reducing the historical personnel deficit across strategic government entities.

panels. Nevertheless, we could not ignore the importance of understanding international experiences. This panel will drive a critical discussion along these lines.

I recall attending an Enap event where a participant identified an essential element for all civil servants within the context of the entrance examinations: the public-service ethos. Candidates must understand this concept, as they are entering a career that grants stability after the probationary period. For this specific reason, they must comprehend that this role requires dedication. Being a civil servant means serving the population. We believe the examination process must demand this understanding from candidates even before they join the public administration.

The candidate cannot merely possess expertise in a specific public administration system. Time and institutional shifts will likely change that system.

> **“WHAT MATTERS IS TO ACKNOWLEDGE WHAT BEING A PUBLIC SERVANT IS, AS THIS IS A LIFELONG COMMITMENT.”**

Candidates must understand that their role involves implementing public policies and transforming citizens' lives. Regardless of the specific field of work, every individual contributes to changing people's lives; therefore, everyone must recognize this core purpose.

Continuing our actions, we launched the *Reference Guide for Civil Service Entrance Examinations*[2] and visited Enap for a general overview of the initiative. Furthermore, we extensively studied affirmative action policies through an interministerial working group with the Ministry of Racial Equality (MIR), which Cida Chagas created. This group consulted experts and

[2] The *Reference Guide for Civil Service Entrance Examinations,* a product of the MGI-Enap partnership, guides federal public selection processes with a focus on standardization, diversity, and the assessment of transversal competencies.

parliamentarians to identify why the affirmative action policies failed to achieve their objectives fully. We used this study as the foundation for both the new draft bill and the normative instruction. This instruction currently remains in effect and already introduces significant changes to the application of the existing law.

After completing the theoretical studies, the practical challenge remained: how to conduct civil service entrance examinations? We encountered a twofold problem. With the exception of the Ministry of Foreign Affairs (MRE), which conducts annual examinations, the fundamental issue was that every authorized Ministry would publish the official examination notice immediately after receiving authorization. We sought support from the Federal Revenue Service, as the School of Finance Administration (Esaf) previously managed their examinations. Their response indicated that this department no longer existed. This meant that while Esaf merged with the Revenue Service, the administration had completely dismantled the examination department. If an institution like the Revenue Service lacked the technical team for this task, we could consider the situation even more critical across ministries that had gone years without conducting examinations.

We thus identified the first problem: government teams simply did not know how to organize a civil service entrance examination. The second problem involved the few authorized examinations concentrating their stages solely in Brasília for logistical and financial reasons. We realized this model established an exclusionary standard. It restricted access to individuals who already dwelled in the capital or had the resources to travel. Because traveling to Brasília does not represent a trivial reality for most Brazilians, this format compromised the democratization of entry into the civil service.

Facing this scenario, we conceived the idea of the National Unified Civil Service Examination (CPNU). We intended to centralize operations to increase our capacity to support government entities. We also aimed to expand geographic reach to democratize access by defining broad thematic areas instead of excessively segmented civil service tracks.

Structuring the examination by broad areas played a crucial role. This approach allowed us to administer tests that integrate common knowledge and related specific axes. We consider this change essential, since experience in public administration demonstrates that, despite the

relevance of a prior academic background, professionals actually develop the most critical competencies throughout their pathway in the civil service.

Although prior knowledge holds great importance, it is not enough to guarantee the full development of professional competencies. Practical learning remains fundamental. This reality validates the directive from Enap and the Secretariat of Management and Innovation (SEGES) to promote the continuous training of civil servants during the performance of their duties. After all, we discover the truly relevant aspects of each activity through daily work. My own trajectory in public management confirms this fact, as I acquired much of my knowledge through practical experience in previous administrations.

We must acknowledge that most civil servants will not remain in the same sector indefinitely. Even within public agencies, changing departments and performing different activities represents a routine occurrence. From this perspective, professionals acquire the most significant knowledge during the work journey. In summary, even though public-service calling, ethos, and solid training constitute indispensable pillars, our primary objective with the new civil service entrance examinations focuses on ensuring that the bureaucracy increasingly reflects Brazilian diversity. This representation guarantees excellence and legitimacy in policymaking.

We continue to advance on multiple fronts; however, public management work never ends, and new challenges will always arise. Therefore, I congratulate the organizers and thank all participants. Hosting this event brings us great satisfaction. Organizing new civil service entrance examinations, discussing methodologies to execute them, and ensuring greater diversity among civil servants constitute priority objectives for our administration.

José Celso Cardoso
Secretary of Personnel Management at MGI

I greet all my fellow panel members and congratulate Francisco Gaetani and Frederico Coutinho, on behalf of the SETE team, for their excellent organization of this event and their ability to gather such important voices on this topic. I extend my thanks to everyone present, represented by Director Cida Chagas, who leads the production process of the CPNU alongside other important individuals.

To be brief, I will address basically three issues. The first concerns the creation of the CPNU, which politicized the discussion regarding public selection processes in the country. Historically, public administration treated civil service entrance examinations as merely bureaucratic phenomena, restricting them to the administrative routines of government entities. With rare exceptions, agencies lacked strategic reflection on personnel management, the definition of professional profiles, or the actual design of the selection processes. The great contribution of this new model, therefore, involves politicizing the discussion on public selection and civil service entrance examinations.

“WITH THE CPNU, WE INTEND TO VALIDATE AN ALTERNATIVE THAT IMPROVES THE QUALITY OF PROFILE SELECTION AND ALSO CONFRONTS THE DEFICIENCIES OF THE CIVIL SERVICE ENTRANCE EXAMINATION WE PREVIOUSLY KNEW.”

The hyper-concentration of the selection process, for example, always created a highly elitist bias. The second issue relates to building a bureaucracy that proves more plural, diverse, and representative, as well as responsive. We believe that as this bureaucracy becomes more representative in terms of gender, race, location of residence, and educational background, policies will better reflect national problems in their complexity. This representation will offer more enduring and structural responses. This fact alone carries great importance.

The third issue concerns updating Decree No. 9,739/2019. This decree regulates and attempts to organize federal civil service entrance examinations, for it contains numerous problems. The decree remains self-referential and bureaucratically dysfunctional. It presents many gaps in organizing the administrative processes necessary to produce these examinations, and it establishes privileges for specific government entities. Therefore, our immediate action involves updating this decree. The Staffing Directorate of the Secretariat of Personnel Management (SGP) has already

drafted its new version, offering a more complete, comprehensive, and results-oriented proposal. This achievement reduces bureaucratic steps, considers the examination cycle as a whole, and promotes equality among government entities.

This represents a first step, but it does not serve as the definitive one. It incorporates relevant points from the *Civil Service Examination Bill*[3], currently in the National Congress, and avoids several problems that the proposed legislation presents. As a second step, we must think about the future and verify the institutionalization of the National Unified Civil Service Examination.

By institutionalization, we refer to a process that we do not assume as a given. Instead, we are building it during this first implementation stage, pointing toward large-scale institutional innovation. We can reduce, for example, the hiring time for a civil servant from one year and a half to three months. If we successfully institutionalize a format of unified periodic examinations, the selection processes drawn from this initial candidate pool would become much simpler, faster, and more effective. This serves as an example of the innovation toward which we must move.

These three issues hold great relevance and demonstrate the importance of politicizing the topic. This approach turns personnel management into a strategic element within public administration. Greetings to everyone and I wish you a great journey.

Francisco Gaetani
Extraordinary Secretary for State Transformation at MGI

As mentioned by the Minister and emphasized by Dr. José Celso, discussing civil service entrance examinations is a common practice in Brazil. Public administration treated these examinations through a strictly bureaucratic lens, restricting them to operational issues within the Human Resources department. Managers often neglected this area or outsourced it without proper rigor. This neglect made the sector susceptible to flaws and distanced it from a strategic State vision.

[3] Bill 2,258/2022 (Civil Service Examination Bill) establishes general guidelines for civil service entrance examinations in Brazil, aiming to replace the current fragmented system. The new regulation focuses on modern assessment methods, such as analyzing competencies and practical skills. It also allows the administration to utilize technologies and faster selection processes. The executive branch enacted the proposal into Law No. 14,965 on September 9, 2024.

> **“WHEN CIVIL SERVANTS JOINED THE WORKFORCE, THEY DID NOT ALWAYS MEET THE DESIRED PROFILE.”**

Facing this scenario, the Minister took one of her most strategic measures by creating the Secretariat of Personnel Management, under the leadership of Dr. José Celso. This action granted the topic the centrality it requires.

As the speakers stated earlier, discussions regarding the entry of civil servants remained highly restricted to debates on management and labor relations. By creating a specific secretariat and inviting a professional with significant academic production and knowledge in the field, Dr. José Celso, to lead it, the government changed the agenda. Within this effort to modernize and transform the State, the issue of civil service entrance examinations serves as the starting point for the entire process.

The entry of teachers into the public service through examinations, for instance, represented the civil servant's independence from private interests. This entry consolidated their functional responsibility directly to Brazilian society. This condition grants the civil servant the necessary authority and strategic positioning to act in the management and implementation of public policies.

By placing examinations at the center of the agenda, we undertake an effort of institutional innovation and experimentation, which the Unified Examination exemplifies. This movement pressures specialized selection processes to renew themselves, turning their focus toward the profile of the recruited candidates. With this, the public administration contributes to a long-term transformation. In the debate concerning state capacities, no asset exceeds the value of the permanent civil service workforce. From this perspective, the creation of the Secretariat opens space to discuss complex topics, such as mobility management, representation, affirmative action policies, and promotions. The time has come to grant people the centrality and importance they truly possess.

We know that the definition of the State and its workforce serve as the backdrop for this discussion. A minimal State does not need as many

people, but we find ourselves in a reconstruction process. In this scenario, we must consider the role of technology and the demographic profile of the public sector, whose average age is 49 years.

> **“FACING THE IMMINENT IMPACT OF ARTIFICIAL INTELLIGENCE, RETHINKING THE NATURE OF STATE WORK BECOMES URGENT. WE MUST PRIORITIZE RESKILLING CIVIL SERVANTS AND ELEVATING THE PUBLIC FUNCTION.”**

All this begins with a different examination process. We must introduce new content and openly discuss who we want inside the State on a permanent basis. I highlight the strategic importance of the Attorney General's Office (AGU) in this dialogue, given that a significant judicialization of administrative processes usually accompanies innovation. Traditional bureaucratic views frequently drive legal disputes that halt progress. Therefore, we must bring the legal world to the center of modernization. I congratulate the Secretariat of Personnel Management for its effort to innovate. No one innovates without facing consequences, and no one gets everything right on the first try, but we must serve Brazilian society properly. Thank you very much.

Isabela Corrêa
Secretary of Public Integrity at the Office of the Comptroller General (CGU)

I am here today to address state capacities. When we discuss public integrity, we also discuss the capacity that the State and public organizations have to achieve their missions, deliver results for the population, and fulfill their purposes.

I believe the essence of what speakers have presented here earlier today reinforces the importance of strengthening this state and servants' capacity in order to strengthen the State. This remains fundamental for all of us who believe in the State's capacity to promote justice and development, confront injustices, and develop public policies.

We also believe in the civil servants' capacity to develop these policies. To achieve this, we must discuss the best ways to ensure opportunity and diversity at the moment they matter most. It brings me joy to sit at this table as the Secretary of Public Integrity, while also representing the Office of the Comptroller General (CGU).

"WE ACT IN VARIOUS WAYS TO ENSURE THE STRENGTHENING AND ADVANCEMENT OF THE FEDERAL GOVERNMENT'S AND THE BRAZILIAN STATE'S POTENTIAL TO DELIVER PUBLIC POLICIES RESPONSIVELY AND DIVERSELY, BOTH INSIDE AND OUTSIDE THE STATE."

The CGU has monitored the process, providing support through consultancy, dialogue, and extensive listening. We have also assisted in identifying potential critical points. We have worked extensively with the Ministry of Racial Equality (MIR) on distinct processes. These include analyzing and monitoring affirmative action policies in civil service entrance examinations, conducting studies on position occupancy and diversity in leadership roles, and advancing projects in the open government area.

We are also developing a partnership with Enap to monitor civil servants after they enter the public administration. As Minister Esther mentioned, we are debating the concept of the public-service ethos. With this in mind, we will conduct training processes for this bureaucratic workforce following their induction.

I will let Betânia present the details, but I want to celebrate Enap's work in reflecting on the upcoming training sessions. We engage specifically to address the theme of integrity. This topic involves diversity, respect, the fulfillment of the public mission, and the alignment of state agents with the purposes of the Democratic Rule of Law.

Márcia Lima
Secretary of Affirmative Action Policies and Combating and Overcoming Racism at the Ministry of Racial Equality

On behalf of my Secretariat, I greet everyone and begin by reflecting on the title of today's event: *Doing differently to make a difference.* Regarding racial inequalities in the labor market, I believe that doing differently means confronting key issues for the Brazilian reality, such as reducing inequalities in access to the public sector.

When considering Brazil's civil service, research on racial inequalities in the labor market has consistently highlighted it as a space of opportunity where racial equality is more attainable. This is due to a selection process that, supposedly, does not marginalize Black candidates to the extent often seen in the private sector.

If we look at the data and the research we have, the civil service represents the main entry point into the labor market.

“I FEEL VERY HAPPY TO STAND HERE REPRESENTING THE MINISTRY OF RACIAL EQUALITY (MIR), AS THE MGI ACTS AS A GREAT PARTNER IN BUILDING POLICIES TO REDUCE INEQUALITIES IN THE FEDERAL SERVICE.”

Racial inequality begins, as Minister Esther just mentioned, with the ones who can take a civil service entrance examination and can prepare for it. It also continues within the structure of the official examination notices. We know that the design of an examination and the way the administration conducts it can intrinsically act as highly selective filters regarding who manages to participate.

I believe that this examination and this initiative work as a catalyst to change the profile of candidate demand. One of the most effective facets of Brazilian racism involves promoting self-exclusion. This exclusion leads individuals to believe that society did not design certain spaces for their presence. In the debate regarding access to higher education, we prioritize strengthening the demand from black individuals. Thinking about the civil service entrance examination through the lens of a representative bureaucracy serves as a fundamental step for the effective transformation of the State.

Together, the MIR, the MGI and other ministries have already advanced on crucial issues. For those already in the career, we launched a decree in March that reserves 30% of trust functions and commissioned positions for Black individuals. We also worked for six months drafting the renewal text for Law No. 12,990[4], which reserves vacancies in the civil service. Our dedication to this renewal was immense, as social movements and experts highlighted the implementation difficulties and how easily the law was circumvented over the last ten years, such as through vacancy fragmentation.

We held plenary sessions with social movements and concluded the Interministerial Working Group (GTI) for the Federal Affirmative Action Program. The executive branch launched the corresponding decree on November 20. With Enap, we have been promoting training courses for black civil servants in leadership positions. Recently, we have successfully held the Datathon, an event where participants presented solutions for reducing racial inequalities in the civil service.

[4] Law No. 12,990/2014 established the reservation of 20% of vacancies in federal civil service entrance examinations for black individuals for a period of ten years. The current renewal and expansion process for this law (via Bill 1,957/2023 or similar legislation) seeks to raise the reservation percentage and correct implementation flaws, ensuring the continuity of racial equality policies within the State.

> **“WE ARE ON THE RIGHT PATH TO ACHIEVE THE TRANSFORMATION OF THE STATE, A MOMENT WHEN INSTITUTIONS VIEW RACIAL DIVERSITY AS AN ASSET. THE MINISTRY OF RACIAL EQUALITY CELEBRATES THESE CHANGES.”**

Ivan Santos Nunes
Deputy General Counsel for Federal Public Management at the Attorney General's Office (AGU)

It brings me great honor to represent AGU and Minister Jorge Messias at this event, alongside such distinguished authorities. I congratulate the organizers of the seminar, as the theme remains central and structuring for the State transformation agenda. Debating new ways to conduct civil service entrance examinations represents one of the main challenges to promote structural changes. After all, as Minister Esther well stated, any change involves people, both those who already work in the civil service and those who will enter and build their professional trajectories.

I take this opportunity to congratulate the MGI, Professor Gaetani, Professor José Celso, and the entire team that Minister Esther leads. They have conducted this agenda regarding civil servants and civil service entrance examinations in a very democratic and cautious way. The reopening of the salary negotiation table and the authorization of examinations to rebuild the workforce constitute clear commitments to civil servants and to the reconstruction of the Brazilian State. We take pride in rebuilding these premises, which previous administrations damaged over the last few years.

Rethinking the formats and contents of the examinations comprises identifying which state capacities we must reestablish, and which competencies we must attract to the civil service. At the same time, we must

not lose sight of the need to apply the principle of equality. We follow the lessons of the distinguished Rui Barbosa: treat equals to the extent of their equality and unequals to the extent of their inequality.

This perspective of historical reparation remains fundamental, ensuring the civil service reflects the exact composition of our society. As a member of the Attorney General's Office, I feel proud to see how the government has acted bravely, under Minister Esther's leadership, by facing these challenges with a modern and integrated design for the civil service entrance examination. This approach allows for a more equitable entry, which expands possibilities for those who historically failed to achieve their rights.

“THE NATIONAL UNIFIED CIVIL SERVICE EXAMINATION REPRESENTS AN ABSOLUTELY DEMOCRATIC AGENDA AND WILL ACHIEVE SUCCESS. THE ATTORNEY GENERAL'S OFFICE WILL STAND ALONGSIDE THE ADMINISTRATION AND PUBLIC MANAGERS TO ENSURE THIS POLICY MATERIALIZES, AS I CERTAINLY KNOW WE ARE ON THE RIGHT PATH.”

Internally, we already participated in the initial discussions of the model. We will act in the legal advising of authorities throughout the entire chain of drafting the Ministry's technical manifests. We will seek personalized

legal advising through the members of our Legal Consultancy at the Ministry of Management (Conjur-MGI).

Furthermore, we will prioritize all processes related to the CPNU within our consultancy. In addition, every process identified by our internal system as strategic for the examination will be assigned to a highly experienced professional. We will also undertake strategic judicial action, maintaining legal on-call duty not only on the day of the exam, but also when the official notice is launched and when results are released. The AGU will remain on call to help build this strategic and relevant public policy for the Brazilian State.

A great amount of work lies ahead, but the strength of our public calling and our sense of serving Brazilian society drive us forward.

Betânia Lemos
President of Enap

The National Unified Civil Service Examination aligns with a broader MGI mindset regarding personnel management and the construction of state capacities. For the State to possess the capacity to deliver public policies, it needs people who can implement them. As the Minister rightly highlighted, people form the State. Institutions represent the collective of professionals who integrate them and ensure compliance with their laws and norms.

Investing in civil servants is part of the strategic vision that the MGI has been consolidating. This approach to personnel management focuses less on bureaucratic selection processes and turns more toward a strategic focus on the civil servant, from entry to retirement. This strategic management of the civil service is precisely what Secretary José Celso has been championing at the helm of the SGP.

The selection process constitutes the first stage in building this state capacity to deliver public policies. In the past, creating the civil service entrance examination solved a critical problem: purely discretionary and political appointments. We saw enormous progress. Brazilian society continued to change, and we realized we could advance even further. In this scenario, the CPNU emerges, representing the evolution of a system that, although meritocratic, still operated under exclusionary logics. By unifying the examination, we seek to democratize access to civil service careers and

ensure the best minds of the country compose the State, reflecting the plurality and geographic diversity of our population.

We want the civil service to possess all the colors in Brazil, all ethnicities, and all sexualities. We designed this examination for a broad group of the population, ensuring the State possesses a bureaucracy that represents it. We refuse to let a restricted group that fails to reflect Brazilian society form this bureaucracy.

“THIS DIVERSITY REMAINS FUNDAMENTAL FOR DELIVERING PUBLIC POLICIES, SINCE BY BRINGING DIFFERENT EXPERIENCES AND VISIONS INSIDE THE STATE, WE IMPROVE THE IMPLEMENTATION OF OUR ACTIONS.”

This representation strengthens the population's trust in the government and, therefore, reinforces our democracy.

Beyond plurality, the selection process seeks to attract individuals committed to the public-service ethos. Each person has their own calling: doctors find satisfaction in saving lives, while financial market professionals find it in generating wealth. In the civil service, the selection process seeks those who are committed to the common good and find fulfillment in changing people's lives. CPNU, in its new testing model, aims to select the most brilliant and diverse minds that possess this spirit of dedication to the community.

As Minister Esther and our colleagues Márcia and Isabela mentioned, Enap has been involved since the beginning of this process. We mapped the cross-cutting competencies of civil servants and are currently revising them to reflect this vision. Alongside the MGI, we developed the Reference Guide for Civil Service Entrance Examinations, which provides guidance on how selections should be conducted to attract these profiles. Furthermore, we

are currently training instructors for the heteroidentification boards, blending ethics and technical expertise to ensure this process is executed correctly, even within agencies that did not join the unified examination.

We also continue to prepare the training course. After all, to build the State's capacity, we must consider the training of civil servants from the moment they enter the civil service. Thus, we are currently designing the onboarding process with attention to the particularities of each career track and the norms that govern them.

Our action extends to the continuous improvement of civil servants throughout their entire working lifecycle, addressing their complete trajectory. Enap, which already performed this role, now intensifies the provision of initial training to subsequently monitor these professionals during the thirty years of dedication to the civil service that likely lie ahead.

To conclude, I want to thank the MGI, the secretaries, and Minister Esther for their trust in Enap. This trust allowed us to stand together in this process from the beginning, helping to conceptualize this great innovation in public selection. Contributing to this innovation brings me immense satisfaction. I know this change will transform the face of the Brazilian civil service, making it more democratic and orienting it toward effective deliveries for our population.

INTERNATIONAL EXPERIENCES

Frederico de Moraes Coutinho: Project Manager at the Extraordinary Secretariat for State Transformation (SETE/MGI).

Daniel Gerson: Head of the Public Employment and Management Unit at the OECD.

Sandra Sénéchal: Deputy Director of Recruitment and Career Management for the French Government.

Enrique José Varela Álvarez: Researcher and Professor at the University of Vigo in Spain.

Simon Loréal: Deputy Head of the Cabinet of the General Secretariat for European Affairs in France.

Bruno Miguel Santos: Deputy Director General of Public Administration and Employment (DGAEP) in Portugal.

Fernando Fontainha: Professor at the Institute of Social and Political Studies of the State University of Rio de Janeiro (IESP/UERJ).

Renata Vilhena: Professor at Fundação Dom Cabral, President of the Board of Directors at República.org, and Member of the *Movimento Pessoas à Frente*.

SUMMARY OF THE DEBATE:

This panel addressed the need to transition public recruitment from a model that relies on memorization to a system that prioritizes competencies, calling, and soft skills. Inspired by international experiences, the core of the discussions highlights the necessity of overcoming the traditional examination-centric ideology. This aims to integrate the selection to a cycle of continuous training, ensuring that adaptable, diverse professionals who commit to serving society form the civil service workforce.

Frederico de Moraes Coutinho
Project Manager at the Extraordinary Secretariat for State Transformation (SETE/MGI)

I thank everyone present. We have already had several insightful contributions in this opening panel. However, to continue stimulating our national and international experts who will be speaking today, I leave you with a reflection: How do we advance our selection and recruitment process for civil servants, considering new assessment formats without, of course, losing integrity? In my view, we must evolve the format of our examinations, as it no longer makes sense to recruit based solely on knowledge tests.

> **"WE MUST ASSESS, IN THESE FUTURE CIVIL SERVANTS, COMPETENCIES BEYOND THE SYLLABUS. WE MUST USE VARIOUS METHODS, SINCE INDIVIDUALS CAN LEARN TECHNICAL KNOWLEDGE."**

Although a solid theoretical foundation remains indispensable, tests which rely strictly on memorization limit the potential of our selection. Therefore, our objective must involve identifying the civil service calling. With this reflection, I challenge our speakers to share the experiences of their countries and the lessons they accumulated at the OECD and the European Union.

Daniel Gerson[5]
Head of the Public Employment and Management Unit at the OECD.

[5]The lecturer spoke in English, and we used the transcription of his speech in this Discussion Paper to write the text.

It is a true honor to be able to share with you a little bit of our work in this area. I intend to demonstrate this importance both by how we structure recruitment at the OECD and by the work we do with our member countries on recruitment reforms. I will also share some statistics drawn from surveys we have conducted and present some examples from our member countries.

Our recommendation on public service leadership and capability describes fourteen principles that OECD countries have adopted and agreed upon as fundamental to managing an effective public service. At the core of these principles, two focus on today's theme regarding the recruitment of civil servants. The first refers to attractiveness, questioning whether we are able to attract the right profiles so that the right talents apply for the vacancies. The second focuses on the precision of the selection, questioning whether we possess mechanisms to evaluate and select the best staff based on merit-based systems.

Assertiveness in selection is, therefore, fundamental for an efficient public service. I consider this one of the highest priorities because, when recruitment succeeds, the other management processes tend to succeed. However, if the foundation of hiring is flawed, the operational and institutional difficulties will be a direct consequence of this original error.

This recommendation served as a parameter for the intensive work we have developed with Brazil in recent years. This joint effort resulted in the Review of Public Service Leadership and Capability, a study in which we applied the fourteen principles to analyze the policies and actions in force at the time. In this diagnosis, we identified critical bottlenecks in Brazilian recruitment. Above all, the excessive fragmentation of the system stood out, in which different careers conduct selection processes in isolation. This decentralization ends up generating overlaps and, frequently, institutional conflicts that compromise selection efficiency.

We also observed that traditional knowledge exams did not prioritize essential competencies, failing to contemplate the wide range of aptitudes, abilities, behaviors, and motivations necessary for public exercise. This restricted model failed to evaluate fundamental subjective and technical dimensions, which a more robust and integrated process could assess.

In short, our evaluation of the Brazilian scenario identifies clear opportunities for improvement. In this sense, today's debates assume a central trait, as they deal directly with tomorrow. Recruitment is, therefore, a projection of the future; that is, the decisions we make now will determine

who will comprise the State's staff in the coming decades. It remains necessary, thus, that the administration conduct this process under a long-term perspective.

At the OECD, we conducted work in 2021 and published a report that created the vision for the future of the public service, which we call Our 3Fs. The concept proposes a public service that is Forward-looking, Flexible, and Fulfilling. Recruitment acts as the indispensable foundation for sustaining each of these pillars.

It is essential for a forward-looking service to align itself to identify the types of new and emerging skill sets that the civil service requires, ensuring that recruitment systems remain able to attract these competencies into the State. Recruitment systems that simply recreate the public service of the past do not help the institution become forward-looking. This demands profound reflection on who we are attracting and whether we are selecting the right people.

Flexibility, however, refers to the capacity for a swift response to changing scenarios. In this context, recruitment acts on two complementary fronts: first, we require agile selection systems that mold to the agencies' needs and the candidates' expectations; second, we need mechanisms capable of identifying flexibility as an intrinsic competency in future civil servants, ensuring they act in an adaptable and resilient manner facing the challenges of the future.

“IDENTIFYING SKILLS THAT ALLOW US TO FACE UNCERTAINTIES CONSTITUTES THE ENGINE OF OUR INSTITUTIONAL EVOLUTION.”

Although technical knowledge remains necessary, good professionals can constantly improve it while exercising their function. Therefore, the fundamental aptitude for continuous learning becomes the crucial point for a recruitment process driven by the logic of flexibility.

Third, we talk a lot about diversity and inclusion. We need a diverse workforce in demographic terms, but also in terms of backgrounds, skill sets, and different career paths. Diversity means that we are not hiring just one

mold of civil servants who come from the same universities and study the same things; we are looking for a range of scientists, designers, and people who have had profound experiences in society. This is what we call diversity in the civil service. Recruitment systems must be able to align with this society and the diversity of paths through which people acquire skills.

These limitations remain common in almost all OECD countries. Almost all of them report difficulties in hiring technology, IT, and STEM (Science, Technology, Engineering, and Mathematics) professionals, as these represent highly competitive technical skills in the private sector. We know that, in general, the public service is quite attractive in Brazil, but challenges still exist in these specific categories. In some countries, attracting even senior-level civil servants and lawyers proves difficult.

We have seen a major investment in much more proactive recruitment practices. These are countries that reflect on what they lack in terms of competencies and the representativeness of underrepresented groups. Such nations actively seek these profiles, reaching out to their communities and encouraging their applications. In specific scenarios, they even use flexible salary scales as an attraction mechanism for highly complex careers or those experiencing a shortage of professionals.

Concurrently, we observe the rise of alternative recruitment tools. The data from our 2020 survey reveal that Brazil still uses these tools sparsely, which signals a vast opportunity for investment and modernization. We also evidence the global trend of prioritizing the evaluation of soft skills and analytical competencies over mere content. The central issue is not just the mastery of information, but the cognitive capacity to analyze complex problems and apply effective resolution methodologies.

In this scenario, new instruments gain space, such as structured interviews, standardized exams, and assessment centers, elevating selection to the level of a central pillar of governance. However, measuring the quality of this recruitment still lacks sophistication, as most countries limit themselves to monitoring the volume of candidates per vacancy, a raw indicator that reveals little about the real power of attraction. Efficiency resides in the quality of the selected profile. A successful process can even reduce the number of applicants by attracting more qualified and vocationally driven staff.

Furthermore, few countries measure the time to hire, an important metric in the global competition for talent. We must question the State's agility in integrating new civil servants against the private sector's agility.

Finally, the perceptions of managers and the entrants themselves become essential, reinforcing that recruitment has ceased to be a one-way street: Now, both the government chooses the professional and the talent chooses their employer.

To illustrate, in the United Kingdom, the administration conducted an end-to-end review to accelerate the process. The challenge was that each ministry conducted its own processes, although a unified brand existed. Currently, they rethink the entire civil servant journey, from communicating the campaigns to onboarding. Canada, on the other hand, breaks with the traditional approach through GC Digital Talent, a skills-centric platform that removed the mandatory nature of diplomas or technical certifications, prioritizing other forms of talent measurement. This change democratized access for individuals who developed digital competencies through non-traditional paths. Interestingly, the majority of the competencies listed are soft skills, which demonstrates the Canadian focus on the behavioral profile, even for technical functions. Along the same lines, the US prioritizes experience and skills in its management agenda, seeking to eliminate the demand for formal academic requirements in specific areas.

In conclusion, recruitment reform occupies the top of the OECD's strategic agenda. It remains the only viable path to oxygenate the public service with new competencies. It is imperative that selection prioritizes effective competencies. Considering we offer long-term careers and technical knowledge demands permanent updating, we return to the flexibility pillar, because the State needs, above all, professionals with a high capacity for learning and constant adaptability.

Finally, regarding Artificial Intelligence (AI), there is a lot of potential to increase its use, but there are enormous risks. Australia, for example, issued new guidelines after having to cancel selection processes because agencies used AI without understanding it. What is fundamental is understanding how AI works, identifying inherent biases, and clearly explaining to candidates how they were evaluated. AI still presents itself in a very opaque manner, and agencies must not view it as a self-sufficient or definitive solution.

Sandra Sénéchal
Deputy Director of Recruitment and Career Management for the French Government

As Daniel accurately pointed out, investing in our Employer Branding represents one of the fundamental pillars for us in France.

> **“THE OBJECTIVE IS DEMONSTRATING THAT WORKING IN THE PUBLIC SECTOR CARRIES PROFOUND MEANING, AS IT ENTAILS A COMMITMENT TO THE COLLECTIVE INTEREST AND TO THE IDENTITY OF BEING A CIVIL SERVANT.”**

Choosing a state career means embracing the mission of serving society throughout one's entire professional trajectory.

In France, we call civil servants public agents because public law contracts come later. Our 5.6 million professionals operate across three different areas: the State sector, the Local Authorities sector, and the Health sector.

In the State sector, we employ 2.5 million civil servants; the Local Authorities sector employs 1.9 million; and the Health sector employs 1.2 million. Facing this significant volume of new entrants, our organization varies according to the nature of the position. As one can observe in the diversity of roles accessible through civil service entrance examinations, the spectrum proves vast. It ranges from arts professionals to security forces, including contemporary specialists such as data analysts, architects, and urban planners.

To understand the functioning of our system, we must observe its division into categories A, B, and C. In category A, the focus falls on recruiting profiles dedicated to the conception and design of public policies. For this

reason, the examinations require graduate degrees, such as a master's or doctorate. The administration structures these selection processes into written and oral stages.

Interestingly, we face challenges that are very similar to those in Brazil. We recently reformulated one of our tests to reflect this new reality. In other words, we transitioned from a model that relies on content memorization to a selection process that privileges soft skills. As Daniel Gerson highlighted, the contemporary State seeks individuals possessing solid behavioral competencies, rather than mere accumulators of syllabus information.

Category B targets profiles with intermediate education, who execute and apply policies. In public finance, for example, these professionals work directly in areas such as control and taxation. Finally, Category C encompasses essential operational functions. It allows citizens to enter careers that do not require a long academic trajectory. These civil servants play fundamental roles in direct public service, such as verifying processes or supporting citizens through the France Service Program. With this program, we operate integrated service centers that guide the population on how the public system works.

We structure specific civil service entrance examinations for each of these categories. The requirements for Category C, for example, differ substantially from those for Category A, although we run dedicated promotional campaigns for all of them. The selection process involves two fundamental stages, which we call *admissibilité* (eligibility) and *admission*.

Admissibilité comprises the written tests, which validate the candidate's syllabus knowledge and technical mastery. On the other hand, *admission* refers to the oral stage, in which evaluators examine the individual's soft skills and the coherence of their professional trajectory. However, we must note that this model does not represent an absolute rule. In specific situations, entry into the civil service can occur through pathways that bypass the traditional examination.

What motivations drive this change? Currently, we face a global challenge regarding attractiveness in the public sector. If stability represented the main attraction five decades ago, today's scenario demands that we actively develop our employer brand to attract profiles that align with our actual needs. In this context, we have been expanding the use of contract-based employment. Technology professionals, for instance, often do not seek a fifty-year career within the State. Specific challenges and punctual competencies motivate them. For these cases, we do not apply the

traditional examination model. Instead, we use a recruitment method closer to the private sector; that is, a direct match between the professional and the project they will execute.

Returning to the structure of the examinations, we identify three main entry modalities. The external examination targets students completing their academic cycle. The internal examination targets individuals already working in the public function under a contractual regime. After five years of experience, they possess the system mastery necessary for permanent tenure. Finally, a third pathway exists for professionals with a solid prior trajectory. In this model, we prioritize valuing their professional history through adapted oral tests. These tests focus on the competencies the candidate acquired in the private sector, the third sector, or associative experiences.

France possesses a robust network of 81 training schools. This significant number reflects our commitment to continuous qualification. We prioritize generalist schools because we value versatile professionals capable of transitioning between different areas of the administration. My own trajectory serves as an example, as I migrated from external finance control to management. Our system highly appreciates this versatility. In this scenario, the INSP, our main school for high-ranking officials and the successor to the former ENA, stands out. This institution currently undergoes a process of profound institutional transformation.

Regarding the challenge of training staff across the entire territory, the French strategy relies on decentralization, breaking with the historical concentration in Paris. We operate five regional institutes, such as those in Nantes and Rennes, dedicated to training public agents. The INSP headquarters operates in Strasbourg, maintaining only a representation office in Paris. Specialized schools, such as the School of Public Finance and the National School of the Judiciary, headquartered in Bordeaux, add to this network. This geographic distribution reflects our commitment to decentralizing knowledge and strengthening the State's presence in all regions.

I would like to emphasize the reformulation of the INSP examination. Previously, the ENA selection process possessed a strictly academic character. It featured theoretical evaluations on Law, Economics, and Social Relations that lacked pragmatism. Starting next year, we are implementing a more dynamic and contextualized model. The new structure introduces situational analysis based on the daily challenges of the State, such as the

transformations in the world of work. We provide candidates with a dossier containing research and data to substantiate their understanding. We require them to develop a practical proposition and articulate their critical vision regarding these changes.

The second and third stages consist of evaluations in Law and Economics, but with an operational bias. We seek to assess how this theoretical framework equips the candidate's performance in the public sector. Additionally, the selection process includes objective questions on technical subjects and a case study focusing on current affairs. For internal candidates, the structure differs. They can choose between Law and Economics, and the evaluation focuses on their response capacity and reaction to simulated problem situations.

Candidates who pass the written stage advance to the oral phase. This phase begins with an interview regarding their professional trajectory and motivations for joining the Insp (*Institut National du Service Public*). Next, the administration conducts a collective evaluation: a group case study designed to assess collaboration and teamwork capacity. If the group acts harmoniously and reaches a solution, evaluators score everyone positively. Conversely, the inability to articulate as a group penalizes individual scores. The process concludes with an assessment of English language proficiency. Conversational fluency acts as an exclusionary requirement, reflecting the need for staff prepared for the global stage.

Concurrently, we administer specific civil service entrance examinations for careers such as hospital management and labor or public finance inspection. However, our action goes beyond traditional models. We manage inclusion initiatives, such as the *Impact Without Diploma Program*, which targets citizens lacking formal qualifications, and the *Talents Program*. The latter aims to mitigate socioeconomic barriers to entering the State. We operate one hundred preparatory classes distributed across the French territory, offering scholarships, internships, and mentorships. Our purpose remains to democratize opportunities. We ensure the civil service serves as an accessible space for all profiles within society.

Enrique José Varela Álvarez[6]
Researcher and Professor at the University of Vigo in Spain

I bring to this debate an academic perspective, based on my work at the Faculty of Leadership and Public Management at the University of Vigo, where we coordinate a specialized program for training public agents. I express my sincere gratitude to Enap for the invitation and the opportunity to join this relevant international exchange of best practices. The trajectory I will present refers to the Spanish public administration, observing the particularities of its multiple levels of government.

I will present a summary of this administration's historical evolution, from the 19th to the 20th century, to contextualize our current stage. I will address the distinctions between the General State Administration and the autonomous and local entities through the lens of governance and bureaucracy challenges. The central focus will involve the transition from traditional civil service entrance examination models to talent selection projected beyond 2030. We will analyze the goals for this third decade of the 21st century under the following perspective: "When our directors become our children." We must imperatively plan for the new generations, as the true challenge lies in integrating not only those already in the market but those who will define the future of the public sector.

The speed at which the world transforms should not surprise us. Evidence shows that Europe no longer occupies the center of this process. We find ourselves apart, while nations like Brazil consolidate themselves as protagonists. We live a profound transition, as we migrate from the strictly normative, bureaucratic, and hierarchical vision to a more dynamic model, inserted into a vast, volatile, and diverse network. This evolutionary milestone crossed the concepts of management and excellence to culminate in the current governance paradigm, which focuses above all on people.

The Spanish administration possesses classic foundations of Napoleonic origins, resembling in its genesis the evolution of the Portuguese and French administrations. However, the Spanish system underwent a profound transformation. The need for institutional modernization drove this change. The impact of democratic development and the consolidation of the Welfare State dictated this evolution. These forces demanded an

[6] The lecturer spoke in Spanish, and we used the translation of his speech in this Discussion Paper.

administrative structure capable of responding to the new demands of citizenship and social protection.

Democratic development and administrative efficiency did not always move in harmony. In Spain, we faced a two-decade gap in the 1980s, which we have progressively sought to mitigate. Currently, the performance culture in the Spanish public sector continues to rely on two perspectives: the strictly normative logic and the economic efficiency logic. However, this model neglects essential competencies. Although these competencies exist within the administration's staff, the entry mechanisms fail to value them. The central problem, therefore, lies in access: how does one access the public administration?

The access criteria for the administration invariably remain tied to normative logics. For this reason, Sandra Sénéchal's presentation resonates so relevantly: in states possessing deeply rooted democratic and bureaucratic values, admitting candidates who lack traditional qualifications represents a disruptive innovation. This movement questions academic formalism in favor of a more representative and inclusive bureaucracy.

This reality is transformed rapidly. In the case of Spain, we must consider the continental context, as we undergo a profound geopolitical process of communitarization and Europeanization. Spanish public agents, overcoming resistance and cultural barriers, increasingly integrate themselves into the institutions of the European Union. This movement consolidates what we call a dual-level system, in which the civil servant must operate simultaneously under the logics of the national administration and the guidelines of the European bloc.

The Spanish civil servant exercises an ambivalent perspective directed inward, attentive to the specificities of autonomous communities and local governments, but also projected toward the European community level. This reality implies highly complex management. Given a workforce that exceeds 2,700,000 public agents, we coexist with a multiplicity of selection processes and distinct entry criteria.

However, if we restrict ourselves to the strictly State level, we observe a progressively reduced framework of administrative power. This phenomenon results directly from the Spanish decentralization architecture, which transferred fundamental competencies of the Welfare State to the autonomous communities. With this transfer of functions, the workers also

migrated. This migration shifted the axis of public policy execution and workforce management to regional governments.

Initially, in the 1980s, the workforce flow moved from the central power toward the autonomous communities. Over time, the State lost quantitative prominence. It tasked regional authorities with structuring their own capture and selection systems. However, we observed a clear process of institutional isomorphism; that is, the autonomous communities ultimately replicated the traditional models of the State.

In short, the system proved profoundly conservative and averse to innovation, perpetuating anachronistic practices that extended to the municipal sphere. As a consequence, the logic of personnel selection failed to evolve at the same speed as the democratic regime. Thus, although administrative decentralization advanced and the Welfare State expanded its public policies, recruitment methods remained static.

This phenomenon also extends to universities, which, as I mentioned, lack more defined operational frameworks. Our objective involves positioning ourselves in a collaborative governance environment that operates as a network. This represents a contemporary necessity, as public administration faces the critical challenge of capturing talent. In an unstable ecosystem, the ability to attract and retain qualified profiles depends on overcoming bureaucratic isolation in favor of systemic integration.

This represents the core of the challenge. As Sandra Sénéchal rightly pointed out, simply maintaining practices under the pretext of tradition became obsolete. The flow of candidates, whether or not it is informed, no longer occurs automatically. The new generations conduct a careful analysis of the relationship between effort and return. As we compete directly with the private sector, the entity that offers the most solid career trajectory, the most competitive remuneration, and the best prospects for career advancement will inevitably attract talent.

This scenario requires public administrations to learn how to deal with a competitive environment, a challenge for which there was a lack of institutional preparation. While competitiveness acts as an engine for improvement, I believe that cooperation remains even more necessary. We should cooperate to structure long-term professional trajectories, segmenting them into cycles, such as ten-year blocks. The paradigm of spending forty years in a single position has become archaic. Generation Z

demands fluid and flexible careers that allow for the renewal of purpose and the diversification of experiences within the State itself.

This movement, however, is not restricted to young entrants. We observe a growing interest among 30- or 40-year-old professionals who wish to transition from the private to the public sector, often in search of new purposes. These represent experienced talents that the State needs to attract. To achieve this, we must fundamentally overcome the Napoleonic heritage and the strictly legalistic and normative focus that defined our institutions. By ceasing to view the public agent merely as a cog in the functional machine and recognizing them as individuals with diverse trajectories, we pave the way for a new management culture.

From this perspective, we observe the decline of classic and strictly normative selections in favor of a selection focused on team building. The contemporary challenge lies in recruiting work groups, since the current candidate wishes to understand, beforehand, the context and environment where they will operate. Furthermore, we need to select talents based on problems we must solve, and not merely by job descriptions.

We must certainly select them by competencies, but also by problems, as these present the true challenge of adapting profiles to positions and professional scenarios. In comparative studies we conducted between Spain and Portugal, we observed that our career system remains functional. It additionally possesses significant weight coming from the large administrative bodies of the State and high-ranking civil servants.

This reality does not often change because the challenge lies not only in logic but in experience itself. Although the academic and managerial spheres have already consolidated this understanding, in practice, numerous barriers still hinder the evolution of work. While it seems obvious, we must note the existence of resistance that stems not only from the external environment but also manifests internally.

Therefore, the high-ranking State civil service equally constitutes part of the problem, just like the public unions and ourselves. To achieve active citizenship in defining positions and problems, we must act. From this perspective, the corporate sector must also act. The general scheme represents a model that has remained practically unchanged for 40 years, having undergone only minor changes. It structures itself into four groups: A1, A2, C1, and C2, which the administration defines strictly based on academic degrees.

I restate that we continue recruiting based on academic degrees. I serve as dean of the only Faculty of Public Administration and Management existing in the country, where we train professionals who, naturally, will occupy level A1. However, level A2 also exists, corresponding to the former level B. All these divisions represent normative nuances that the State utilizes, but which progressively lose relevance for candidates taking the civil service examinations.

Such classifications remain relevant for those who select under this traditional logic. However, other needs exist that, as I mentioned earlier, perhaps do not require a university degree. This occurs because they demand skills of another nature, such as a combination of degrees, competencies, and, above all, a set of attitudes and learning capacities, as the other speakers also highlighted.

The fundamental selection systems in Spain, at the state level, tie directly to the National Institute of Public Administration (INAP), regarding the General Administration. However, we also possess selection processes specific schools conduct, targeting determined careers or agencies, in a model that is very similar to the French system.

The Institute of Fiscal Studies (IEF) operates as the body responsible for selection for the Tax Agency, an area that concentrates a significant contingent of technicians and professionals dedicated to the tax sphere. Within the autonomous communities, each one develops its own selection processes to recruit its public agents.

I work in Galicia, where coordination is the responsibility of the autonomous government. Within the European context, we must also take into account the EPSO (European Personnel Selection Office) process, given its nature as a community-wide system. Furthermore, it is worth emphasizing that local governments possess autonomy as well as the capacity for self-organization and recruitment, anchoring these prerogatives within their respective staffing and competency frameworks, a reality that often makes me think of my sixteen-year-old daughter who, in a few years, could very well become my superior, or, at the very least, will be among those sustaining the welfare state through her taxes and her own decision-making capacity.

We must consider that we no longer live in a world of pure specialists, but rather in a scenario where the capacity to adapt and the desire to learn possess almost greater value than the mastery of a specific competency. Static knowledge, today, holds limited utility, and therefore, we must

recognize that professionalization has fundamentally changed. A professional in a support or assistance field, for example, no longer occupies a merely static position, as we now require hybrid professionals within a model that simultaneously integrates management with the technical knowledge demanded by the role.

This management capacity constitutes a set of skills and behaviors. It involves an integration of subjective competencies (soft skills) and technical competencies (hard skills). I stress, for example, the art of speaking. Do we, in fact, know how to speak? No, we do not. We can communicate informally, but we lack the mastery of oratory and the skill to deliver presentations. This represents a competency that educational institutions must incorporate into curricula, and even, why not demand it in the entrance examinations for different positions? These elements clearly point the way for our reflection beyond strictly normative systems.

I state this because I will no longer be here within ten years. At 54 years old, I walk toward the final stage of my professional trajectory. What does this represent? It means we possess an aging workforce. In Spain, the average age of public agents reaches 52 years. As we observe in other countries, we fail to renew at the necessary speed. This scenario produces a mismatch between institutional demands and the market reality in which we operate. I refer not only to remuneration phenomena, which vary among nations, but to the very culture we inhabit, that is, a culture that must remain dynamic rather than merely stable and replicating from generation to generation.

At this point, we must introduce a transgenerational and intergenerational concept. We must learn from those in the exit phase, while simultaneously monitoring those who enter. The new staff also has much to teach us. If we fail to establish this intergenerational dynamic, we will make a mistake, as this talent will allow the civil service to attract genuinely interested people.

Currently, the retirement crisis generates a personnel deficit. However, the lack of civil servants does not stem only from vacancies, but from the absence of people interested in entering the system. This presents the great dilemma.

> **“THE NEW GENERATIONS NO LONGER ACCEPT WORK IN THE WAY ORGANIZATIONS IMPOSE IT BECAUSE, FOR THEM, LIFE CANNOT MEAN TOTAL EXHAUSTION. THIS REPRESENTS THE CRITICAL POSITION OF GENERATION Z.”**

How do we attract people to our organizations? How do we engage those who no longer believe in a stable model, even though people still desire stability? Stability can arise, equally, through the path of commitment. The administration can generate vocations internally, as candidates do not mandatorily enter a position with a vocation they bring from home. We can cultivate this vocation within the very execution of the function, but this requires an intense activity of promoting the public-service culture within the administration itself, rather than merely targeting the external public.

Society must disseminate the administration's values as the foundation of democracy, and not merely as the executor of public policies. We must assume risks and manage both internal and external networks to attract talent. We must incorporate institutional complexity, as we can no longer select candidates in the same way for all positions, nor for all levels of administration.

We must introduce into the selection process the opportunities of private companies and the non-profit sector as strategic partners. We must design dynamic models that combine organizational hardware and human software, ensuring artificial intelligence implementation does not occur in isolation within an organization. We must operate in a hybrid manner with telepresence, exemplified by my participation here, simultaneous with the University of Vigo, which was impossible a few years ago.

Thus, we need to remain aware of these new elements that generate basic and explicit knowledge. We must mobilize this internal knowledge, as we need to manage intuition, experience, and information, as well as manage plurality: intelligences, knowledge, talents, generations, and genders.

The key is to act together. I close by citing the campaign that the General State Administration in Spain executes regarding public talent, focusing on attracting future professionals. The objective is to offer reasons to young people who wish to enter the public sector to engage in innovative activities, with dimensions of inclusivity, balance, and diversity. Merit, equality, and capacity guide all these efforts.

Our role involves building an inclusive system that welcomes young people, individuals without university degrees, and professionals from other careers who can develop a solid trajectory in public administration. Perhaps they do not love it now, but they will learn to love it. The focus falls on promoting diversity by integrating different generations and all those who dedicate themselves to the civil service for the benefit of society.

Simon Loréal[7]
Deputy Head of the Cabinet of the General Secretariat for European Affairs in France

I work for the French government, specifically in the Prime Minister's office. In fact, I do not work for the European Union, but in the body responsible for defining the French position regarding European policies. In this role, I oversee all selection processes and career development within the bloc's institutions.

The previous presentations illustrated various civil service and recruitment systems existing in Europe, as well as their disparities. We must note, initially, that the French model heavily inspired the European civil service system, although it diverged in certain aspects, notably regarding civil service entrance examinations.

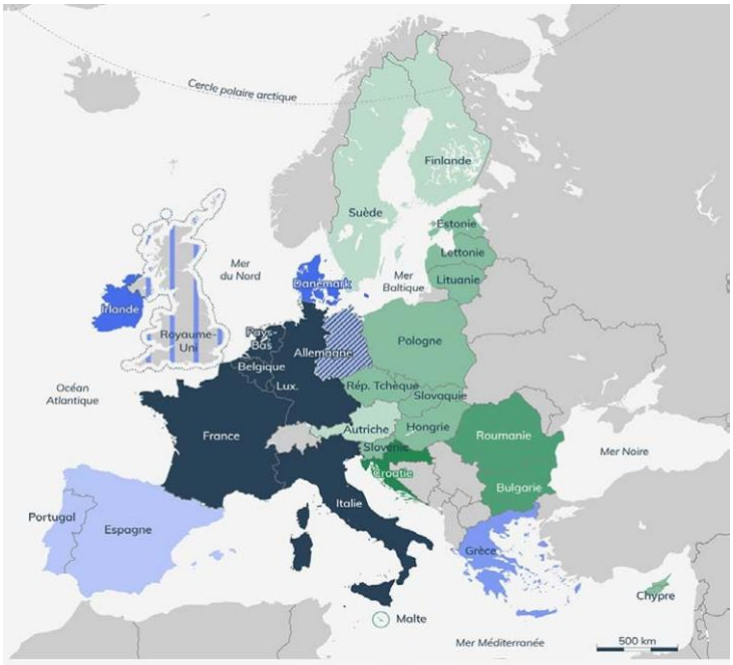
The Member States created the European Union approximately seventy years ago. In 1951 and 1957, they signed the treaties that established, respectively, the European Coal and Steel Community and the European Economic Community (Treaty of Rome). Currently, two fundamental instruments govern the EU: the Treaty on European Union and the Treaty on the Functioning of the European Union, which the Maastricht and Lisbon Treaties updated in 1992 and 2009, respectively.

As you can observe on the map, the different colors represent the successive expansions of the European Union. We started with six members

[7] The lecturer spoke in French, and we used the translation of his speech in this Discussion Paper.

in 1957 and today we total 27 Member States. Integrating and coordinating the joint work of 27 nations presents a challenge of great magnitude. Another crucial point, which I will dwell on later, involves the existence of 24 official and working languages across all European institutions. This linguistic reality reflects itself in daily institutional life and imposes a great challenge on civil service management.

European Union



Source: Slideshow used by Simon Loréal during the seminar *Civil Service Examinations: Doing Differently to Make a Difference (2023).*

For the sake of contextualization, the European Union possesses a population larger than Brazil's: 448 million inhabitants within a territory approximately half the size of Brazil. We face, therefore, specific territorial challenges regarding talent attraction. Currently, the civil service encompasses seven European institutions. The European Commission, the European Council, the Council of the European Union, and the European Parliament stand out, representing the main executive and legislative bodies. Four countries host these institutions, notably Brussels, Belgium, which headquarters the majority of the agencies. The structure also encompasses Luxembourg, as well as Strasbourg, France, which hosts the

European Parliament, and Frankfurt, Germany, which hosts the European Central Bank.

The seven European institutions



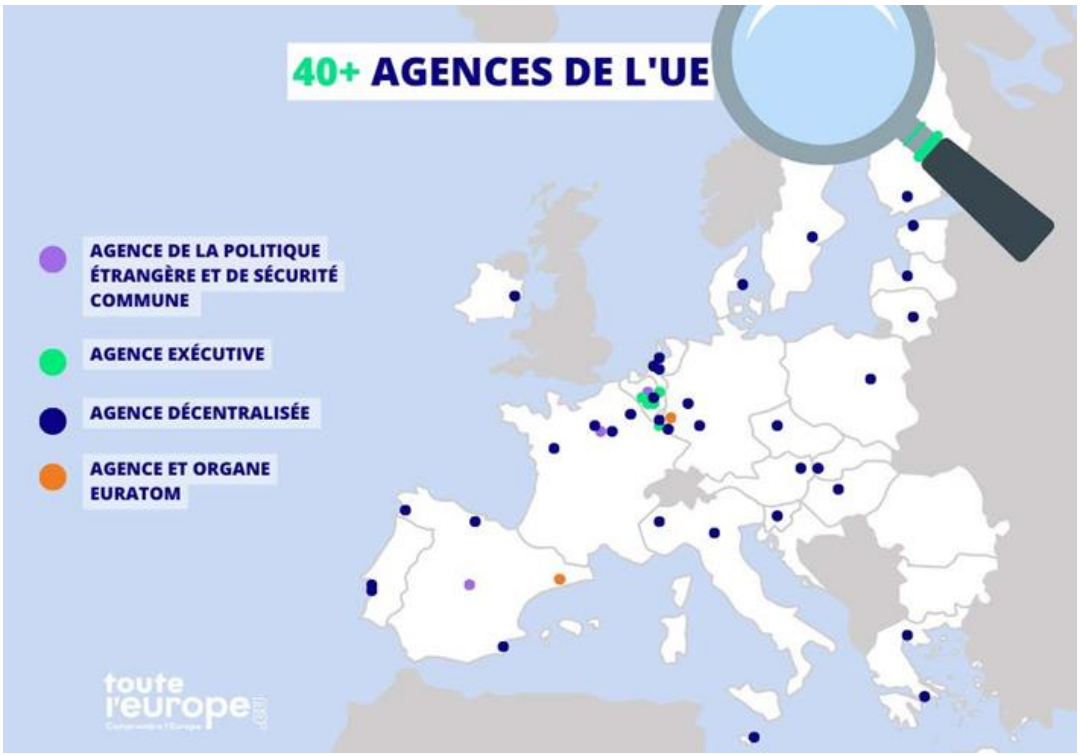
Source: Slideshow used by Simon Loréal during the seminar *Civil Service Examinations: Doing Differently to Make a Difference (2023).*

We must emphasize that the European Union represents, today, an unparalleled construction in the world. It does not constitute a conventional international organization, nor a confederation or federation of States. It represents, in fact, a unique legal entity, to which the Member States consented to delegate part of their sovereign competencies. This singularity justifies its structure: besides the seven main institutions, bodies such as the European Economic and Social Committee and interinstitutional services exist. Among these, the EPSO (European Personnel Selection Office) stands out, the body responsible for organizing all European Union examinations.

Finally, 49 agencies operate across almost the entire European territory. On the map, one observes these decentralized points in various countries. They represent highly specialized organizations in specific domains, aimed at assisting in the application and execution of European

policies. I cite as examples the European Environment Agency, headquartered in Copenhagen, and the European Securities and Markets Authority, located in Paris, a city that hosts three agencies in total. This vast network of institutions, bodies, and agencies, although geographically dispersed, composes a single and integrated civil service.

European Union Agency



Source: Slideshow used by Simon Loréal during the seminar *Civil Service Examinations: Doing Differently to Make a Difference (2023).*

Currently, approximately 60,000 public agents compose the workforce of the European administration. I would like to address the fundamental concepts regarding the recruitment and nature of this civil service. It was structured rapidly, following the pace of the bloc's own integration and, as I mentioned, sought solid inspiration from the French system.

The European system consolidates itself, thus, as a career civil service. Its pillar involves the examinations to fill permanent positions, aiming to build a technical workforce that spends its entire professional life within the block. The Staff Regulations govern this trajectory; this regulatory framework defines the fundamental rules and rights of these public agents.

Regarding recruitment, the regulation lists three fundamental principles that sustain the European civil service. The first establishes the need to select professionals who possess the highest qualities of competence, efficiency, and integrity. In practice, the entire selection system relies on this premise, making merit the central pillar. This principle dictates that equal treatment must exist, allowing anyone to compete in a system based on technical and ethical excellence.

The second principle establishes respect for the broadest possible geographic scope. This criterion acts as a counterweight to merit by demanding that the selection remain inclusive regarding the entire territory of the Union. It creates a balancing mechanism that avoids disparities among nationalities within the workforce. The central challenge of the European administration lies precisely in harmonizing the rigor of individual merit with equity in the representation of the various Member States.

The third pillar establishes that the existence of geographic imbalances does not authorize the reservation of positions for specific countries, prohibiting discrimination by nationality. This topic drives profound current debates, given the underrepresentation of certain nations in European institutions. The challenge lies in how to correct these participation gaps without violating the principle of equality, especially in States that present greater resistance or difficulty in integrating their citizens into the bloc's civil service.

Currently, selection processes based on nationality do not exist in the European civil service. However, several Member States advocate creating examinations with positions reserved by nationality as a means to restore geographic balance. Conversely, other nations, such as France, maintain that merit must prevail absolutely. They argue that the administration cannot allow affirmative action policies or selections based strictly on the criterion of nationality.

The Staff Regulations establish clear obligations for entering the civil service. Regarding selection criteria, the candidate must necessarily pass the examination, possess the nationality of one of the European Union Member States, and demonstrate proficiency in at least two of its official languages. As I highlighted earlier, given the twenty-four existing official languages, mastering two of these languages serves as a requirement for appointment to the position.

About 3,000 people, half of the 60,000 agents composing the European structures work at the European Commission. It acts, in fact, as the

institution of greatest scale and the most representative of the bloc. The administration rigorously monitors data to identify the origin of these agents. All institutions conduct this monitoring.

Different types of agents make up the workforce. Without delving excessively into technical details, the three initial categories refer to permanent officials, who represent approximately 60% of the staff across European institutions. Contract and temporary agents constitute the remaining percentage. Thus, tenured civil servants compose the civil service, structured into three categories that share similarities with the French system. Among them, the Administrators (equivalent to category A in France) stand out, carrying responsibility for policy development across a vast range of domains.

Since the European Union covers a broad spectrum of competencies, we require specialists in Law, Finance, Economics, and Communication, as well as support areas like HR. We must also highlight the high demand for translators and interpreters, since the twenty-four official languages generate permanent translation obligations in large-scale meetings and legislative projects.

“WE MUST FUNDAMENTALLY REMEMBER THAT, ONCE THE EUROPEAN UNION ADOPTS A LEGISLATIVE PROJECT, THE MEMBER STATES HAVE THE DUTY TO IMPLEMENT IT. IT REPRESENTS A BINDING AND COERCIVE ACT.”

The scope of action encompasses a vast range of missions. These range from policy and legislation development and technical analysis work to the exercise of regulatory functions, participation in international

negotiations, and constant dialogue with the various stakeholders involved in the processes.

The European Union also operates a highly dynamic career system, structured in grades progressing from AD5 to AD16. The AD5 level marks the entry of the administrator. Recruitment for this position is based on academic degrees, without requiring prior experience. Throughout their professional trajectory, the civil servant can ascend gradually. At the AD9 and AD12 levels, they assume middle management functions, while the AD15 and AD16 grades target director positions. Beyond vertical progression, the model offers ample opportunities for mobility among departments and various institutions. One even observes a significant flow between European and national administrations. The secondment of civil servants from their countries of origin to work in the bloc's agencies, and vice versa, evidences this flow.

Regarding selection processes, two types of external examinations exist, constituting the majority of the selection processes open to the public. Generalist examinations occur, as a rule, at the AD5 level and dispense with prior professional experience. They focus on academic degrees and attract a significant volume of candidates. Conversely, the European Union has intensified recruitment through examinations for specialists, targeting highly specific profiles that require three, six, or even nine years of prior experience. Recently, the administration conducted large-scale examinations for economists, offering about 900 vacancies, alongside selections for intellectual property specialists and professionals focused on crisis management and migration.

Internal examinations also exist. These allow professionals already integrated into European institutions to ascend in their careers or, in the case of contract agents, secure tenure as permanent officials. To coordinate these processes, the European Union established the EPSO (European Personnel Selection Office) in 2002. This centralized interinstitutional service organizes examinations for all the bloc's agencies. This model differs from the French system, because, despite certain central selections, each ministry preserves the autonomy to organize its own examinations. The massive expansion of the Union in 2004 drove the creation of EPSO. This expansion demanded large-scale recruitment and required a technical instrument capable of managing this unprecedented volume.

EPSO receives between 46,000 and 50,000 applications annually for external examinations, resulting in an average of 1,300 to 1,500 successful

candidates eligible for recruitment by European institutions. Beyond these main competitions, the agency coordinates simplified processes aimed at selecting contract agents. One of EPSO's central tasks involves managing the EU Careers portal, a centralized website that provides detailed information about careers and selections in all twenty-four official languages of the European Union. I invite you to visit the portal, which you can also access in Portuguese.

Regarding how the examinations function, the administration divides them into three main phases. These phases underwent significant changes to increase efficiency. The first stage consists of registration and strict verification of eligibility criteria, such as holding nationality from a Member State and demonstrating proficiency at the minimum required level in the official languages. We must highlight that no age limit exists for applications and that the entire procedure occurs exclusively through the single portal. EPSO recently underwent a profound reform, aiming to reduce the total duration of the selection process to just six months, a drastic change compared to the previous model, which took considerably longer.

Within this new selection structure, oral tests, which were previously fundamental, were completely eliminated, with the goal of concentrating all exams into a single day. Currently, candidates take the tests completely remotely. Two months ago, EPSO opted for a supervision system based exclusively on artificial intelligence, allowing candidates to take the tests in their homes under automated monitoring. However, this transition faced major technical difficulties, which resulted in the suspension or cancellation of several examinations. Despite these challenges, the objective remains focused on enabling multiple at-home tests that integrate reasoning exams and specific knowledge tests in strictly technical domains.

In these technical examinations, the administration uses the Multiple-Choice Question system (QCM), alongside digital competency tests. It also administers a practical case to assess written expression skills and, finally, proceeds to the eligibility verification system. This set of stages ensures that the candidate possesses, beyond theoretical knowledge, the operational capacity that the European administration demands.

We must highlight that passing all testing stages does not guarantee immediate recruitment. Successful candidates join a reserve list, valid for one to three years, which the administration can extend. Once on the list, the candidate must apply for specific vacancies that the various institutions offer. Interviews and direct contacts with the recruiting units then follow. Only

after this internal selection does appointment as a permanent official occur. Until this final recruitment materializes, passing the examination does not grant the status of a civil servant. Finally, we should note that the number of candidates on the reserve list usually exceeds the number of actual hires.

Bruno Miguel Santos
Deputy Director General of Public Administration and Employment (DGAEP) in Portugal

We commit to overcoming great challenges, especially after recent experiences in our selection processes failed to achieve the expected results. The first objective involves ensuring we centralize recruitment in its conception, relying on a single entity specializing in the entire core business. Above all, we seek to develop a 100% digital and paperless recruitment model.

We aim for a recruitment system accessible to any citizen, whether they live 300 km from the capital or 2,000 km away in the autonomous regions of the Azores or Madeira. Our objective involves developing a centralized and paperless model that remains, above all, user-friendly. In other words, it must be guided by ease of use, making integration into the civil service attractive and adding value to the search for new talent. Furthermore, we must ensure these recruitment models fully align with the development of our digital competencies.

Thus, we currently develop our recruitment model under a logic of promoting employment and fostering employability. We seek something attractive to young people and accessible to those who face entry barriers, prioritizing operational efficiency and effectiveness. Historically, Portugal possessed an extremely slow system. In special career tracks, such as Inspection or the Public Security Police, the selection process usually lasts between 18 and 20 months. It can reach 22 months in extreme cases. We intend to reduce this waiting time sharply.

From the perspective of new generations, the scenario also presents challenges. A recently graduated youth applies for a selection process and only 18 months later receives a call to report. In a country like Portugal, where migratory flows remain extremely dynamic and immediate, this talented person will very likely no longer remain available for hiring when the call finally happens.

Hence, reducing our recruitment system's response time represents a great challenge, since time became an essential factor in contemporary life. Marked by the culture of immediacy, the current routine overlaps email notifications, text messages, and app alerts that culminate in phone calls to ensure maximum speed in responses. This urgency in private life generates an unsustainable mismatch when it confronts administrative sluggishness. Recognizing the importance of time constitutes the first step to humanize recruitment.

“LOOKING AT THE SELECTION PROCESS MEANS PRIORITIZING THE HUMAN FACTOR BY VALUING BEHAVIORAL COMPETENCIES AND THE POTENTIAL FOR DIRECT CONTRIBUTION TO THE EXECUTION, CAPACITY BUILDING, AND CONSTANT IMPROVEMENT OF THE CIVIL SERVICE.”

Therefore, the recruitment that Portugal currently develops focuses on the individual. We do not seek mere selection methodologies, but rather a methodology for talent discovery.

We must integrate new talents, new mind concepts, and divergent thinking into the public administration. Only then will the decision-maker and public agencies manage to offer innovative responses, transforming into reality what previously seemed a dream. This process begins in recruitment, which must remain capable of capturing the most talented professionals with the aptitude to achieve strategic goals and objectives. We aim for more than professional integrations: We seek the economist or architect who overcomes technical bubbles to act, even in Human Resources, with the rigor of a jurist in the field of Law.

Above all, professionals with technical and behavioral competencies interest us. We seek those ready to integrate into a mission, acting in the execution of strategic plans and functioning as common denominators in creating collaborative environments within each public service. We do not merely seek 'one more resource;' we seek individuals with concrete identities and talents.

Our recruitment model assumes a mixed action structure, which we divide into two essential stages. The first phase consists of creating a talent reserve, a process that the Directorate-General for Public Administration and Employment (DGAEP) manages entirely. We developed a reserve framework based on selection methods that, despite traditional terminology, do not solely aim to confirm technical mastery or know-how. The central objective involves discovering talent. We seek to identify candidates who demonstrate the functional and soft skills necessary for developing innovative projects in the public sector.

We design and process this entire procedure on an electronic platform, without direct human intervention and without the initial submission of documents. In this first phase, we do not seek to validate immediately whether the candidate holds the declared bachelor's or master's degree. Our objective involves making the individual responsible for their profile information, inviting them to integrate into an exclusive capacity-building pathway. Similar to the European Union model, Portugal also utilizes internal mobility mechanisms. These mechanisms allow the civil servant to transition between areas such as Education, Economy, and Security, alternating between general or specific career tracks throughout their pathways.

Above all, we want candidates to understand that this represents a concrete hiring opportunity. They appear on a reserve list that ranks them according to their professional pathway. We divide the model into two crucial moments. After the initial screening, we move to a second phase in which we, the recruitment specialists, transfer the responsibility to those who possess specific knowledge of the area. We delegate the final hiring decision to them.

To exemplify the operation, public entities report their personnel needs to the DGAEP based on the profiles we provide. Currently, we work with five functional hiring profiles: Management, Planning, and Evaluation; Planning and Inspection; Asset Management; and Economic or Financial Evaluation. We maintain a single, more restricted and specific profile, the Jurist, due to

the requirements of the current legislative norm that we could not yet alter to fit the transversal model.

In Portugal, the jurist can practice special litigation and represent the State in court without necessarily acting as a career lawyer, provided they possess the corresponding registration with the Bar Association. Due to this enabling law, we restrict this profile to Law graduates. For the other areas, the process remains swift. When an entity requests ten professionals for planning, we consult our list and forward the thirty highest-ranked candidates who chose that territorial region. From that moment on, the decision falls to the agency. This involves an integrated and individualized selection logic, which seeks to reconcile the candidate's desire with the institution's hiring need.

Legal certainty and speed guide the final result of this process. Our model integrates the candidate's accountability and values their integral profile, going beyond technical knowledge. The hiring entity holds decisive autonomy in the choice. Upon receiving the ranked list, the agency can conduct its own evaluation. This evaluation even allows the agency to alter the final classification of the candidates that the DGAEP identified. The objective involves ensuring the process remains transparent and the administration controls all its stages, ensuring the choice falls on the person who best suits the institution's needs.

You might question me about how we filter false information if we do not demand documents at the beginning of the process. The answer is simple: verification occurs at the moment of signing the contract. Upon reaching this final stage, the candidate assumes the commitment to truthfulness and presents the proof of their qualifications. If the information fails verification, we apply the exclusion criterion. However, our priority remains attracting people genuinely dedicated to the public mission. We seek serious professionals who understand that they must reciprocate the simplification effort that the State makes with integrity and commitment to the collective interest.

We currently engage in a full process of learning and improvement. One of our strategic actions involved concentrating the centralized recruitment processes in the month of September. During this period, young academics conclude their studies and begin the search for their first job. As public decision-makers, we want to stand at the vanguard of hiring this new generation. Our objective involves rejuvenating the public administration by attracting talent through enriching work, which integrates resources for

continuous training and capacity building. We impart to young people that they achieve immense gains by working daily with and for people. After all, acting as a civil servant essentially means dedicating oneself to serving others. Thank you very much.

Fernando Fontainha
Professor at the Institute of Social and Political Studies of the State University of Rio de Janeiro (IESP/UERJ)

I thank you for the invitation and ask: Why is this meeting relevant? When I coined the concept of examination-centric ideology between 2012 and 2013, I never imagined that, in 2023, I would see this topic addressed and constituted as a public problem from a perspective that goes beyond merely improving the examinations.

This event represents a significant moment of maturity in our debate. We stood on the verge of a General Civil Service Examination Law that would force any and all national selection processes to adopt multiple-choice testing. We almost witnessed this setback. Today, for the first time, we focus on what really matters: the connection between recruitment and citizenship. The central focus shifts from merely the procedural guarantees of those seeking public service to guaranteeing rights for the whole society. We must realize that health, education, and social security represent more than services; they constitute collective goods that demand an excellent selection process to ensure proper management.

In a simplified analysis, we observe that, in the absence of institutionalized training schools, the examination ends up assuming the central role in defining the civil servant's ethos. In certain professional trajectories, entry through selections that bear little relation to the practical daily routine of the next thirty or forty years can create a perception that the career defines itself entirely at the moment of passing the test. This scenario reinforces the need for us to integrate recruitment into a more dynamic professional lifecycle, connected to the reality of the service the administration provides to society.

In certain functions of great institutional relevance, a selection model disconnected from daily practice can generate a feeling of distance between the agency and society. In this sense, the MGI's initiative demonstrates an admirable commitment to modernization. By rethinking these models, the administration seeks to balance the strengthening of

institutions with a vision more focused on citizenship. This ensures that entering the civil service represents, above all, a commitment to delivery and transparency toward the citizen.

> **“THIS REPRESENTS A NECESSARY INITIATIVE. AS AN ACADEMIC, MY ROLE INVOLVES COMMUNICATING THE RESULTS OF CONSOLIDATED RESEARCH, SUCH AS THE COMPARATIVE STUDY I CONDUCTED DURING MY DOCTORATE ON THE FRENCH JUDICIARY SYSTEM AND CIVIL SERVICE.”**

I would even like to highlight a recent study that the Institute of Applied Economic Research (Ipea) published and the National School for Labor Magistrates recommended. This study analyzed the first unified national examination for the labor judiciary. This rich experience offers fundamental dialogues for improving the training and selection strategies that Enap conducts.

My research trajectory reinforces the importance of comparative analysis, and I believe that, for this reason, I integrate this international panel. Knowing the experiences of Portugal, Spain, and France remains essential, but we must define the purpose of this comparison. International benchmarking proves valuable when it serves as a source of inspiration and new ideas for us to improve our own model. However, without clear strategic guidance, we risk falling into unproductive mimicry, attempting to replicate external models uncritically. Both postures prove misguided when facing the challenge of modernizing the State.

Comparison proves extremely useful for us to analyze our own challenges from a new perspective, questioning practices that seem natural

to us out of pure habit. When contrasting the French and Brazilian systems, I noticed that we rarely question the viability of allowing candidates to take the same examination for an unlimited time, without restricting their attempts. In France, a policy of maximizing opportunities applies. After three unsuccessful attempts in the same selection process, the State encourages the citizen to seek careers more compatible with their profile and professional talent.

We must question whether such a measure would represent exclusion or a violation of rights, since Brazilian jurisprudence tends to consider this limitation unconstitutional due to the tradition of the unlimited-attempts model. We commonly see candidates taking fifteen or twenty exams. People frequently ask me about public figures who failed multiple judiciary examinations. My analysis relies on statistical evidence demonstrating that entry into the Brazilian judiciary requires overcoming approximately eight previous failures before passing the final selection process. This scenario invites us to think whether our system privileges persistence to the detriment of earlier vocational guidance.

Many magistrates, for example, faced cycles of seven or eight selection processes before passing, not counting their participation in selections for the Public Prosecutor's Office or other related careers. The profile of the candidate who maintains an almost weekly exam routine became common. Although this scenario may seem curious from a distance, it reflects a serious and exhausting reality. This does not represent superficial criticism, but the recognition of a fact: the exclusive dedication to the selection process acts as a striking and complex characteristic of our system, which requires us to reflect deeply on the health and efficiency of this trajectory.

The practical effect of this rule in the French system does not involve exclusion, but rather the encouragement of conscious preparation. The State stimulates the candidate to participate in the selection process only when they feel truly ready, avoiding the culture of taking exams ‘just to test.’ In models excessively focused on physical endurance and biological control during long hours of testing, the capacity to withstand exhaustion ends up becoming a selection variable. What we propose to reflect upon is whether the success criterion should reside in physical resilience to the exam format or in the maturity and technical readiness of the future civil servant.

We must fundamentally recognize that the possibility of maintaining a constant routine of evaluations does not remain accessible to everyone,

which generates a latent inequality in the system. Often, already-graduated professionals depend on family support to maintain exclusive dedication to their studies. Although candidates can balance work and preparation, the conditions of competitiveness become disparate compared to those who can focus entirely on the examinations.

We must fundamentally reflect on how the current rules of the Brazilian civil service entrance examination can, even if unintentionally, act as barriers to social mobility. Even though the concept of public selection carries the promise of equality, the current structure often ends up limiting the access of historically disadvantaged groups or those who face structural prejudice. We observe that, in certain contexts, the private sector has managed to advance more rapidly in inclusion policies. This scenario alerts us to the urgency of modernizing our regulatory frameworks, ensuring that the civil service acts, in fact, as the greatest engine of equity and representation in the country.

We must reflect on whether charging registration fees for accessing the civil service acts, in fact, as a universal practice or whether it represents a particularity we created. In other systems, like the French one, the idea of paying to compete for a vacancy can sound strange to the local administrative culture. In Brazil, we deal with monumental numbers, such as selection processes that gather more than a million registered candidates, which represents a significant portion of the population. This phenomenon of mass registrations invites us to question the normality and sustainability of this large-scale selection model.

Let us consider the reality of the examinations for the judiciary. In many cases, we have 15,000 candidates registered for only 17 vacancies. The first stage, based on multiple-choice tests, acts as such a drastic filter that fewer than 700 candidates remain for the subsequent phases. We must reflect on whether this large-scale selection model serves as the most appropriate one for identifying the profiles the State needs. If our objective involves promoting inclusion, we must rethink this structure because the current format can end up distancing precisely the talents we seek to integrate into the civil service.

This current structure generates a complex cycle, with which the need to manage massive volumes of registered candidates leads to outsourcing and the extensive use of multiple-choice tests as simplified filters. Consequently, this ends up justifying the collection of fees that can act as an access barrier. If we want to transform the system, we must consider

measures such as replacing multiple-choice tests with competency assessments, reviewing the mandatory nature of registration fees, and implementing limits on the number of attempts per career. These changes would alter the very morphology of recruitment, allowing the civil service entrance examination to fulfill its mission of selecting talent with greater equity and focus on the professional reality.

Another relevant aspect involves leveraging prior experience, inspired by the French model. In Brazil, we concentrate entry almost exclusively on what we call the first examination, where the evaluation relies primarily on test performance. In France, however, the culture of the second and third examinations exists, focusing on mobility. The second examination allows civil servants already integrated into the Public Administration to transition between different areas. This represents a selection among peers who already demonstrated public vocation, promoting a circulation of talent that oxygenates the State and values existing professionals.

The third selection model focuses on consolidated market experience. Professionals with long trajectories in diverse sectors bring valuable practical competencies to the civil service. Someone who worked for decades in direct public service possesses a sensitivity and conflict-resolution capacity that remain essential for social assistance or social security agencies. What occurs, however, is that we place a recently passed candidate with little experience to provide this service. By valuing this background, we allow the State to welcome citizens with professional maturity and empathy, ensuring a more humanized and efficient service, especially for those who most depend on public guidance.

One point that awakens great interest in the French system involves the breadth of university education the Judiciary demands. To enter the career of a judge, the administration requires a four-year degree in any field of knowledge. This openness relies on an essential republican principle: the State must not institute market reserves for specific corporations. In the French view, public institutions must act as spaces of plurality, avoiding monopolies of knowledge that refer to pre-modern structures. By allowing professionals from different academic backgrounds to compete, the State uses careers as real tools for mobility and social ascension, ensuring that the middle class finds in the civil service a dynamic path of development.

In our administrative culture, imagining a Bachelor of History competing for the Judiciary became almost inconceivable. This occurs because the examination-centric ideology consolidated the idea that the

selection process acts as the sole shaper of the professional profile. However, we must reflect on the symbolic weight of the expression 'taking office.' In a Republic, the public function must not have owners, but rather temporary managers. The true owner of every public function represents the collective of citizens, and entry into the State must represent the beginning of a commitment to serve society, rather than the acquisition of domain over the position.

The examination-centric ideology prevails in our public sector, largely due to the absence of training schools as integral stages of the selection process. Currently, the civil servant's ethos restricts itself to the merit of passing the test, because the selection process, in isolation, does not fulfill the role of technical and ethical training. Since preparation for the tests occurs mostly in private environments, the State receives professionals molded by external logics. I speak as a civil servant and a Bachelor of Laws, aware of the guarantees my education offers, but convinced that entry must represent only the beginning of a formative pathway governed by the values of the public interest.

We must reflect on the reasons why the examination, although aiming to assess competencies, still does not intrinsically link to the professional's training. My research experience in France reveals that the selection processes function as admission exams to government schools. There, the State assumes the responsibility of molding professions of a public nature. This allows the construction of a shared ethos, the fruit of a common experience, consolidated over thirty-one months of training for the Judiciary or eighteen months for the legal profession. In contrast, the Brazilian model acts immediately, since passing the Bar Exam or a civil service entrance examination allows full practice the very next day. Thank you very much.

Renata Vilhena
Professor at Fundação Dom Cabral, President of the Board of Directors at República.org, and Member of the 'Movimento Pessoas à Frente'

I serve as a member of the Public Management Center at *Fundação Dom Cabral* and president of the Board of Directors of *República.org.* This organization, alongside the Lemann Foundation and other partners, composes the *Movimento Pessoas à Frente* (People First Movement). I would like to highlight the purpose that unites us. Our central conviction holds that strengthening Brazilian institutions mandatorily requires a strong personnel

management policy. By valuing and developing our civil servants' potential, we create the necessary conditions to deliver more public value to society.

The *Movimento Pessoas à Frente* and *República.org* dedicate themselves to conducting in-depth studies and research, among their various attributions. The civil service entrance examination stood as a central theme on our agenda for a long period. This occurs because, in line with what Daniel Gerson highlighted, we believe that an assertive choice at entry significantly increases the chances of institutional success. A well-structured recruitment and selection policy remains fundamental for us to advance both in management and in service delivery. Beyond this analytical vision, I bring the experience of thirty years as a career civil servant. I dedicated twelve of those years to the Secretariat of Planning and Management, where we continuously handled the challenges of civil service entrance examinations.

In addition to the presented benchmarks, I bring a panorama that the World Bank elaborated regarding minimum selection requirements, covering processes, models, and management. We identify three profiles of countries. The first adopts a process structured around knowledge tests, curriculum analysis, competency tests, and interviews, with well-defined scoring criteria and weights for the final result. The second group utilizes a more flexible model. Although it also considers the curriculum and interviews, it differentiates itself by granting a committee the discretion to select the candidate who best integrates into the public sector, without the rigor of strictly weighted scores.

The third group, the Brazilian case, differs from all others, since we exclusively use the written test. Consequently, we perceive that a very large gap exists and that Brazil lags significantly regarding the selection process compared to many other countries.

I will now address other themes we consider fundamental for a good selection process. Recruitment intrinsically links to the guidelines the administration establishes in the preparation phase of the examination. We discuss strategies constantly. In this case, the process must begin with something the MGI strongly advocates: working on workforce planning.

“IT IS NO LONGER WORTHWHILE TO CONDUCT EXAMINATIONS BASED SOLELY ON THE NUMBER OF EXISTING RETIREMENTS. DEVELOPING A PLAN FOCUSED ON THE WORKFORCE PROFILE REMAINS FUNDAMENTAL FOR US TO ACHIEVE GREATER ACCURACY IN OUR PLACEMENTS.”

We must look not only at the number of positions the administration offers, but at the description of these functions, observing the entire evolution of the future of work that already makes itself present. Daniel Gerson mentioned the difficulty of recruiting for the Information Technology area, while Francisco addressed the issue of Artificial Intelligence. We know that the attributions of several positions remain completely outdated or no longer even exist in practice. In my work with municipalities, I observe that some still conduct examinations for functions that no longer make sense in the current context.

I participated in drafting a project in a municipality that conducted examinations for highly specific and fragmented functions. We need to review these models so we do not continue repeating patterns that no longer keep pace with the world we inhabit. Looking at the required competencies is fundamental. For this, we need to define the necessary profile for the functions we are recruiting for. This point was stressed by the representatives from all the countries.

We rely on references, such as the World Economic Forum, which periodically updates the skills and competencies for the future of work. We must imperatively possess the conditions to define these competencies, modernizing them and tracking their constant evolution. Another point touched upon here involves the duration and periodicity of the selection

processes. Processes that demand excessive preparation time or occur with very long intervals between them prove unproductive.

Because we conduct examinations that demand immense effort in Brazil, the administration ends up outsourcing them, making them expensive. We plan an enormous number of vacancies, and the process extends over a long period. When the calls to report begin, many candidates have already withdrawn due to the delay. However, we must follow through to the end of the line to avoid questioning from the Public Prosecutor's Office. We find ourselves barred from opening new selection processes while the previous one remains valid. This generates cases of validities stretching five years or more. We continue calling candidates who, often, have already lost interest. Consequently, the public administration remains stalled.

Then, establishing a clear definition regarding the duration and periodicity of the selection processes proves fundamental for a recruitment policy that considers such variables. Adopting permanent examinations, with shorter cycles, would allow for continuous recruitment, capable of oxygenating the public machine and mitigating excessive generational gaps. This dynamic favors a more agile movement of the workforce dedicated to formulating public policies. Furthermore, the number of vacancies, the regime, and the working hours must remain compatible with the competencies that the emerging new jobs require. In short, conducting selections in the current formats for the job structures we hold today is no longer viable.

Based on these premises, I bring to the discussion challenges grounded in documents from the Senate's Constitution and Justice Committee (CCJ), regarding the Bill (PL) the Chamber of Deputies approved unanimously. The *Movimento Pessoas à Frente* participated effectively in drafting this project, which identifies a critical obstacle in the Brazilian scenario: the disaggregation of civil service examination management.

This disaggregation means that the personnel management subsystems lack integration. We need to look from the formulation of the selection process to the area responsible for recruitment, selection, and profile dissemination. We aim to guarantee attractiveness for a qualified admission.

Frequently, we conduct the examination, integrate the new staff, and assume the process is concluded. In this regard, concerning ourselves with onboarding those who enter remains fundamental. Simultaneously, we must manage performance, establishing the expected deliveries for each

position or function and ensuring the administration properly monitors this process.

To overcome this scenario, we need to integrate all personnel management subsystems. Currently, our selection process relies on generic knowledge, with an excessive focus on professional test-takers and preparatory courses. We still demand knowledge very distant from the institutional reality, which contradicts a management policy focused on valuing our civil servants. Furthermore, we use antiquated testing modalities that fail to accompany the technological and social evolution we currently experience.

Facing these challenges, the Committee on Constitution and Justice and Citizenship (CCJC) document presents interesting benchmarking examples, such as those from Canada and Portugal, which served as references for our reflections. I consider it fundamental to look at the international scenario, analyzing both successes and failures, so we gain subsidies to overcome our structural problems.

Continuing with the challenges, we need new methods to assess the practical skills that contemporary occupations require. These include group dynamics, simulations, interviews, and analyzing relevant professional experiences. These tools remain essential for capturing the civil servant profile we seek for the public sector. We must select people truly aligned with the public purpose, who do not seek the examination solely for stability or because it represents a good job.

Another challenge lies in promoting inclusion. We seek to identify candidates holding the required skills while considering our vast geographic dispersion. In this aspect, I believe the National Unified Civil Service Examination advances significantly by facilitating outreach to people and strengthening our democracy's representation. We must fundamentally ensure all these processes possess transparent, fair criteria, free from prejudice or discrimination. This point generates concern in many unions, under the allegation that competency assessment would constitute a subjective process. However, reducing subjectivity remains perfectly possible, provided we establish transparent and open criteria, ensuring everyone understands how the administration conducts the evaluation.

In this sense, the Bill currently moving through the Senate seeks to fill existing gaps in Brazil. It incorporates successful experiences and grants legal certainty to the system. As a national norm, its scope also extends to states and municipalities. Thinking of an examination policy focused

exclusively on the Federal Government serves no purpose, since its reality differs from that of the states and, especially, from the experience of the municipalities. In a country of vast geographic dimensions like ours, considering the particularities of those who operate public policies on the front lines is imperative.

Therefore, implementing a national law that guides the selection process will bring great legal certainty to all entities comprising the public administration. Furthermore, this legislation will establish the minimum rules necessary for all Federative spheres, ensuring a standard of excellence and compliance throughout the national territory.

Finally, I list some proposals I consider fundamental, supplementing those speakers already presented: a selection based not only on knowledge but on competencies; examinations with a predetermined number of vacancies and limited deadlines for calling candidates; short time intervals between selection processes; and training courses. We justify this because, even if we recruit professionals holding the necessary competencies, these evolve continuously. This requires us to develop these talents throughout their entire public life.

With these measures, we hope to count on civil servants more motivated to act in the public sphere, focusing on the ethos issue and the sense of belonging, of serving the public, and of teamwork. We aim for a selection restricted, in fact, to the highest-ranked candidates, maximizing the professional's immediate utilization. The objective involves avoiding spending years calling people who already lost interest or who perhaps no longer hold an affinity with the purpose they initially proposed for themselves.

If we want to make a difference, let us do things differently, honoring the wonderful name given to this meeting. Let us draw inspiration from the benchmarks and successful experiences presented here, mustering the courage to face the necessary resistance. Only in this way can we consolidate a more professional civil service capable of delivering more value to society. This represents our function as civil servants. Thank you very much.

INNOVATIONS IN CIVIL SERVICE ENTRANCE EXAMINATIONS

Alexandre Gomide: Director of Advanced Studies at Enap.

Fernando Coelho: Professor of Public Management at USP.

Sheila Tolentino: Specialist in Public Policy and Governmental Management, Researcher at Ipea, and Professor in the Department of Public Policy Management at the University of Brasília.

Weber Sutti: Director of Articulation and Mobilization at the Lemann Foundation and Member of the *Movimento Pessoas à Frente*.

Frei David: Founder of Educafro.

Gabriela Lotta: Professor and Researcher of Public Administration and Government at FGV.

SUMMARY OF THE DEBATE:

The discussions at this panel highlighted the proposal for an innovative selection system that relies on the tripod of competency, vocation, and representation. The experts proposed strengthening the public-service ethos, defining it as the integration of democratic commitment, technical knowledge, and decision-making capacity. The discussion emphasized that the civil service entrance examination must serve as the beginning of a talent management cycle, encompassing everything from workforce planning to the probationary stage and continuous training.

Alexandre Gomide
Director of Advanced Studies at Enap

It brings me honor to participate in this event and discuss such a relevant theme alongside recognized figures in the public management field who share a concern for the State, democracy, and our Republic. This panel, dedicated to Innovations in civil service entrance examinations, plays a fundamental role, as it resumes the debate on state capacity. State capacity consists of the government's aptitude to act and implement public policies. The quality of the people who compose the State represents the central element to ensure this effective acting capacity.

To ensure this quality, the bureaucracy unfolds into several dimensions, with intellectual treatment playing a fundamental role. Knowing how to recruit, select, and allocate the appropriate professionals into the correct functions remains essential for us to consolidate an increasingly effective, efficient, and, above all, legitimate State. Currently, the legitimacy of institutions and of the Democratic Rule of Law itself faces global challenges. Therefore, we must strengthen it through constitutional, republican, and democratic state action.

We must select people with competencies, expertise, and motivation for the civil service. Upon entering the State, they must develop and preserve ethics and democratic and republican values. After all, the civil servant constitutes the essential stone of this great building that forms our Democratic Rule of Law. This occurs because the civil servant performs the challenging function of guaranteeing the resilience of democratic institutions, simultaneously maintaining the responsibility and competence necessary to deliver results in a constantly transforming world.

“THE GREAT CHALLENGE LIES IN RECONCILING THIS RESILIENCE WITH THE NECESSARY AGILITY, PRESERVING THE STABILITY OF THE ENTIRE INSTITUTIONAL BUILDING WHILE THE STATE ADAPTS TO NEW TIMES.”

Acting quickly in delivering results and adapting to an increasingly diverse world constitutes the great challenge that this seminar helps address. In addition, we face the mission of selecting people who represent the ethnic, racial, geographic, and territorial diversity of our population. To guarantee its legitimacy, the bureaucracy must reflect the face of Brazilian society, ensuring the integrity of the evaluation processes. To deepen the debate on these issues, we count on our guest experts, following the established presentation order.

Fernando Coelho
Professor of Public Management at USP

I would like to thank the MGI and Enap for the opportunity for dialogue. I would like to congratulate them on this initiative. As an academic dedicated to studying civil service entrance examinations, I recall that the last time I presented this theme to a broad audience within the federal government was in 2021, during the public hearings for PEC 32. On that occasion, José Celso, the current secretary, and I discussed the inadequacy of that proposal and how the modernization of examinations failed to rely on the perspectives of a representative bureaucracy or a dedicated bureaucracy. I have investigated this theme for ten years, since 2013, starting with a preliminary initiative from Esaf, which now integrates Enap.

At that time, I served on the examining board for the 2013 selection process for Specialist in Public Policies and Governmental Management (EPPGG), a process that ultimately faced judicialization. That experience

represented a first attempt to modernize civil service entrance examinations, structuring phases and stages that went beyond merely assessing traditional knowledge. My academic contributions on the subject include several articles and, more recently, a technical note produced in partnership with *República.org* and the *Movimento Pessoas à Frente*, which we will soon share with the public. It brings me satisfaction to discuss this theme with managers, academics, and experts from the third sector and civil society.

I present five points for reflection regarding civil service entrance examinations in Brazil. The first refers to our duty to revisit the very concept of the civil service entrance examination. Administrative Law theorists consolidated a legal-administrative understanding that defines the selection process as the technical means to guarantee constitutional principles. However, although we exhaustively discuss its legality and morality, we still lack an in-depth discussion regarding its efficiency.

We start from the premise that the administration underutilizes the legal institute of the civil service entrance examination as a managerial tool. The trajectory of selection processes in Brazil dates back to the 1934 Constitution, although its consolidation and diffusion occurred after the promulgation of the 1988 Federal Constitution. Considering the impact at the subnational level remains important, as the municipal workforce jumped from approximately 1.8 million to 6.5 million workers, a contingent the administration selected entirely through civil service entrance examinations.

Over the last 35 years, we have experimented intensely with this model. Therefore, making an assessment at this moment regarding how to transition from a qualification paradigm to a competency paradigm remains fundamental.

Advancing the exposition, I present two essential foundations for rethinking the civil service entrance examination in Brazil. The first, which I consider to be in an advanced stage of maturation, involves the representative bureaucracy. This pillar focuses on the inclusion and plurality of the civil service, considering its national scope and the necessary complementarity that affirmative actions bring. The innovation of the CPNU, for example, beautifully materializes this perspective.

Nevertheless, we must discuss the dedicated bureaucracy, guided by the idea of the public-service ethos and the diverse competencies necessary for state exercise. The central challenge lies in how we evaluate

these competencies using the current model. To deepen this reflection, I present, next, a second provocation.

In order to understand this next topic, we must advance the concept of the civil service entrance examination's vicious circle. We can expand this reflection starting from Professor Fontainha's ideas regarding the examination-centric ideology, which marks the panorama of selection processes in Brazil. The predominance of single-phase examinations characterizes this scenario. These examinations rely on objective multiple-choice tests that privilege memorization to the detriment of assessing specific skills. In this model, the qualification paradigm still supersedes the competency paradigm, not only due to the fear of judicialization but because an excessive focus on reducing costs and deadlines has guided the selections.

Frequently, extremely low costs drive the execution of civil service entrance examinations, without considering the strategy and the long-term impact of this choice on the State. The tight schedule for reflecting upon and drafting the official notices prevents a definition consistent with the administration's real needs. This model ultimately favors candidates who possess the time and financial resources to focus their preparation on this specific format, regardless of their vocation, which constitutes an adverse selection. The notion of merit remains restricted to passing the selection process and, paradoxically, this perspective of excellence cools down after entry. This occurs either through a mistaken interpretation of equality or through corporatist pressures.

Meanwhile, we have observed a significant increase in litigation and the judicialization of selection processes over the last decade. This panorama ultimately inhibits innovation in official notices and test development, forcing an excessive simplification of processes to mitigate legal questioning. Such a phenomenon directly impacts the standard of the questions, which the administration begins formulating with the primary intention of avoiding appeals, rather than assessing competencies. I base this assertion on studies I conducted alongside the organizing institutions themselves, which show that the aversion to legal risk shapes the design of the evaluations.

The third point refers to strengthening the entry system into the civil service. We must fundamentally understand that the civil service entrance examination, in isolation, will not solve all obstacles. We need to think about the integrity of the entry system. We have argued that this system,

composed of four stages, presents a missing link connecting its phases. Frequently, workforce planning fails to guide the drafting of the official notice, as dissemination proves insufficient, heavily dominated by preparatory courses. Furthermore, the examination committee loses its capacity for dialogue with the organization itself, consequently abdicating strategic control over the selection process.

Additionally, we observe that, following the conclusion of the examination, critical flaws exist in organizational socialization, functional allocation, and initial training. These stages rarely connect to performance management and the probationary stage. We must think systemically. We have monitored incremental innovations in this phase and we must seek these best practices. A notable example involves the creation of proactive and multidisciplinary examination committees. Although they still constitute the exception rather than the rule, they have generated significant results for the Public Administration.

Other best practices involve developing reflective processes when drafting official notices.

> **“WE MUST FUNDAMENTALLY AVOID THE AUTOMATIC REPUBLICATION OF OBSOLETE MODELS, ENSURING THAT THE ATTRIBUTIONS AND REQUIRED COMPETENCIES REFLECT THE POSITION'S CURRENT REALITY.”**

Furthermore, the administration must maintain a constant, technical dialogue with the organizing institution, instead of simply outsourcing the test execution. Only by reclaiming the leading role in publicizing the selection process can we mitigate the dysfunctional appropriation of the debate by preparatory courses.

Finally, the penultimate point addresses the need for a norm that supports innovation in civil service entrance examinations in Brazil. As other

speakers mentioned, the focus falls on the Bill currently in the Federal Senate. We must note that the legislative process surrounding this theme extends for almost twenty years, totaling more than fifty initiatives. However, most of these proposals seek legal certainty centered exclusively on the candidate's rights, functioning as a statute for the professional test-taker. Only two initiatives sought a general law focused on improving public service delivery: one of a maximalist nature and another minimalist.

The Chamber of Deputies approved this minimalist proposal last year, and it currently moves through the Federal Senate. We must fundamentally rely on a norm that establishes the necessary mediation between the principles of the Federal Constitution (CF/88) and the technical drafting of official notices. This infra-constitutional legislation would, therefore, fulfill this essential role. When analyzing the Bill, many might assume, a priori, that it lacks innovations. However, a careful reading reveals significant advances, such as mandatory workforce planning and the provision for collaboration among federative entities. This represents a vital measure for states and municipalities that lack their own administrative capacity to execute selection processes.

The bill also provides for strengthening examination committees and introduces the modality of remote selection processes. This is possibly the most innovative and high-risk item, which will require meticulous regulation. Regarding evaluation attributes and formats, the project recognizes that examinations must assess knowledge, skills, and behaviors, integrating a broad concept of competencies. Besides that, it encourages the use of the training course. Although this already represents a consolidated practice in management-cycle careers and within the bureaucratic elite, we must fundamentally expand it to a set of occupations that have not yet incorporated this strategic stage.

What is, therefore, our conclusion? I believe that the unified examination, as the MGI modeled it, constitutes a disruptive and fundamental innovation for consolidating a representative bureaucracy in Brazil. However, this initiative complements the need for a general norm; that is, the approval of the bill. We need a legal framework that guides us and reduces the risks of legal uncertainty in innovation processes. This is what I have advocated in my articles and interviews: the importance of the unified examination added to the relevance of the bill that, currently, resides in the Senate's CCJ. I invite those who do not yet know it to analyze it. Thank you very much for your attention.

Sheila Tolentino
Specialist in Public Policy and Governmental Management, Researcher at Ipea, and Professor in the Department of Public Policy Management at the University of Brasília

I appreciate the invitation and the opportunity to be here. I begin my speech by asking: What is the problem-situation we face? As discussed extensively today, the belief prevails that the legal framework of civil service entrance examinations inherently impedes any innovation. However, as Professor Fernando Coelho just demonstrated, this perception does not entirely match reality, as the obstacle remains more cultural and interpretative than strictly legal.

Another point I will draw attention to involves the practices of workforce allocation, as my analysis relies on the premise of 'the right person in the right place.'

> **"IN THE CIVIL SERVICE, WE HAVE THE POSITIONS AND THE NEED FOR SELECTION. A SIGNIFICANT VOLUME OF INTERESTED PARTIES EXISTS, AND WE DO NOT LACK CANDIDATES."**

However, we lack clarity regarding the effectiveness of allocating these professionals to the functions most suited to their profiles. This proves paramount for the full operation of the public machine. I will highlight two moments in this process where innovation remains urgent. In a systemic view of workforce composition, we navigate the following stages: recruitment, selection, allocation, and onboarding.

I selected recruitment and allocation as priority stages for innovation and will address them in detail. As discussed in several interventions today, the recruitment phase is fundamental, although it remains underexplored in

Brazil. Professor Fernando Coelho mentioned the need for the State to reclaim a leading role in publicizing the selection processes, but I intend to expand this reflection. We already possess expertise in recruitment; however, this practice has remained limited to freely appointed and dismissed positions, a competency that our government school, Enap, continues to consolidate. Nonetheless, the challenge lies in the fact that this still occurs within a rather restricted universe.

In the selection field, we have knowledge tests, title evaluations, and training courses. On these fronts, innovation remains necessary both in updating content and in new methodologies. Finally, the allocation and onboarding stages concern the strategic distribution of the workforce. Frequently, allocation follows the logic that top-ranked candidates choose their placements. However, this practice does not always converge with the public interest or with optimizing professional profiles relative to the units' demands. Therefore, discussing this model remains imperative. Added to this is the onboarding challenge, whose complexity increases in selection processes that incorporate hundreds or thousands of civil servants simultaneously.

The simultaneous entry of hundreds of new civil servants into a single agency turns onboarding and training into an extreme logistical and pedagogical challenge. In this context, I understand recruitment as an enabling stage. What could we implement to innovate on this front? Imagine the network of government schools offering short online courses, fully automated, utilizing already available technologies. Such courses would offer a learning pathway focused on content of strategic interest to the Public Administration, preparing the new entrant even before they begin their functions.

Thus, instead of merely passively receiving the workforce supply, we would actively shape this profile strategically. We could offer learning pathways whose certifications would count toward points in the title evaluation stage of civil service examinations. These pathways would cover fundamental themes such as diversity and plurality, innovation, ethics, behavioral competencies, evidence-based public policies and their implementation, teamwork, plain language, citizen service, and even programming languages. All these represent critical competencies that the Public Administration currently lacks.

Instead of waiting for individuals to arrive prepared exclusively by preparatory courses, under the aegis of traditional examination culture, we

must assume the leading role and actively shape this new workforce supply. The objective requires candidates to enter the selection processes already with the content and values desirable for the proper exercise of public functions. This prior training supply can remain regular, since automation allows the everlasting availability of these contents within government school systems. Additionally, seasonal offerings linked to specific demands of impending selection processes could exist. The central idea involves printing a higher and more qualified frequency upon the selection processes.

This paradigm shift proves necessary because conducting selections for hundreds of vacancies, allowing an agency to receive all these new civil servants simultaneously, remains counterproductive. The administration must replenish personnel demand annually, mitigating generational clash challenges and reducing the high cost of managing civil servant integration in large blocks. A continuous entry flow allows the administration to absorb the workforce more organically and strategically.

When dealing with the selection itself, we must reflect on whether we should understand the examination merely as that massive objective test, held on specific dates, or whether it can constitute something more comprehensive. We can work with the idea of pre-selections to build talent pools. In dialogue with the Secretariat of Management and Innovation, I used the metaphor of a large "talent pool" (*piscina de talentos*). Through regular selection processes, we would seek the necessary competencies according to the Public Administration's demand.

This change proves perfectly viable and does not violate the legal framework, since we would merely conduct an enabling stage prior to the examination, in line with what we already understand today. The MGI's Secretariat of Personnel Management already continues to mature this debate, focusing on assessments that prioritize problem-solving over simple content memorization. For higher education positions, essays must assume a significant weight, given that communicative competence remains indispensable in the civil service. Because we deal with the collective interest, clarity, objectivity, logical reasoning, and a systemic vision remain fundamental, without prejudice to the specific technical knowledge of each function.

With respect to mid-level positions, we apply the identical framework of problem-oriented objective assessments designed to evaluate candidates' practical competencies. Technical writing similarly occupies a

pivotal role in verifying the capacity for clear and efficient communication. Furthermore, candidates can begin cultivating these essential skills during the introductory qualification courses referenced earlier, which would be made accessible to the public as a structured, democratic mechanism for candidate preparation.

Logical reasoning and solving practical problems remain essential, without prejudice to tests targeting specific requirements of each career, such as physical aptitude tests or technical skills assessments. I present, then, a vision of the future: instituting regular examinations that function as an enabling stage for specific selections. The central objective involves overcoming the notion of the civil service entrance examination as a large, isolated, and traumatic event. We must transform it into a continuous and routine activity within the civil service, strictly focused on capturing the best competencies.

Finally, I address allocation and training. Although profile and competency assessments frequently face criticism and judicialization, we can approach them from a new perspective. The State can make these competency tests available to the citizens themselves, allowing them to access the system and identify the areas where their profile best fits. This offer would guide the candidate in their choice, ensuring a more productive professional trajectory. After all, we are dealing with careers that can last thirty years. The civil servant must not spend this time performing activities disconnected from their true calling and competence.

The displacement between the civil servant's competence and their function frequently generates the so-called suffering at work. To mitigate this problem, we can apply behavioral profile tests to assist in the strategic allocation of the workforce. We would conduct such tests via digital platforms. We must not understand them as an exclusionary stage of the civil service entrance examination; conversely, we must view them as a prerogative of the Public Administration to execute the technical allocation of the already-approved workforce, ensuring the best fit between the professional and the position. Because the candidate already passed, this profile analysis does not integrate the selection process, functioning strictly as a talent management tool.

Finally, I address onboarding, which must encompass a training plan focused on both internal processes and specific contents. In current practice, the experience differs: upon selection, we enter with classes of

hundreds of people and complete a training course that often lacks a direct connection with the destination unit and its daily demands.

Currently, at the moment of workforce allocation, the administration often does not truly know what activities the new hire will develop. Therefore, this definition ends up acting as a surprise for the entrant. I believe we can and must plan this process in advance. The agency that provides the vacancies and coordinates the selection must be clear regarding what it expects from the professional. We can outline and clarify these expectations right from the training course, ensuring a more assertive transition.

I deal, finally, with an equally important stage that Enap has developed with growing competence: continuous training throughout the entire career. This encompasses both knowledge management and the initial training of the workforce. We must prioritize knowledge transfer. Frequently, we encounter situations in the civil service where a civil servant retires as the sole holder of mastery over a certain process. Therefore, developing mechanisms that guarantee succession and the preservation of institutional knowledge must obligatorily remain on our strategic radar.

Finally, I would like to mention freely appointed and dismissed positions as a reference for our model. Currently, we already possess well-structured recruitment and selection policies for these functions, and Enap holds broad competence in this domain. A successful practice exists that we could extend to all commissioned positions by demanding minimum qualification. A concrete example involves the function of the ombudsman in the Federal Government, which already requires completing a specific training workload as a prerequisite for exercising the position.

We could adopt similar requirements for other freely appointed positions, prioritizing essential competencies such as leadership. This qualification could even occur after appointment, establishing a determined deadline for the manager to develop the necessary competencies for the full exercise of the function. Then, we guarantee that political trust arrives accompanied by the necessary technical and managerial proficiency.

The central point I would like to emphasize is that infra-legal innovation proves perfectly possible. The government possesses the margin to assume the leading role in recruitment, explore new possibilities in workforce allocation, and consolidate a strategic vision for selection processes in Brazil. Thank you very much.

Weber Sutti
Director of Articulation and Mobilization at the Lemann Foundation and Member of the 'Movimento Pessoas à Frente'

I serve as a director at the Lemann Foundation and stand here representing, with great pride, the *Movimento Pessoas à Frente*. For those who do not yet know us, we represent a group dedicated to thinking about the effectiveness of the civil service. We have contributed significantly to various state governments and to the Federal Government.

We operate under the premise that improving public policies requires valuing and developing people. Aligned with this panel's provocation regarding innovation, I always reflect that, sometimes, innovating consists of stopping what is obsolete, and not necessarily creating something new or merely doing the same thing differently. I consider it urgent that we resume the idea of granting predictability and frequency to civil service entrance examinations in Brazil.

I confess that when I witness the opening of a selection process for hundreds of vacancies at once, I feel profound concern. The fact that the State goes fifteen years without holding examinations only to suddenly open three hundred vacancies creates generational gaps that become a critical problem for administrative continuity. We must urgently resume our focus on talent attraction. Francisco Gaetani tells an emblematic story about the time he took his examination, when prime-time commercials during *Jornal Nacional,* the news, advertised the public selection process.

During that period, the government assumed an active role in mobilizing and inviting citizens to integrate into and transform the State.

I fully agree with Professor Fernando Coelho's analysis that contexts exist where the debate centers almost exclusively around the civil service entrance examination. Conversely, in several states, the public career does not even figure into the population's professional imagination. We need to invert this logic. In this sense, I welcome the CPNU initiative, which represents an innovative response to this capillarity challenge. However, the State must clearly define its positioning and needs, overcoming structural obstacles that hinder the formulation of a strategic vision regarding the contemporary civil servant's role.

One of these structural problems involves what I call exacerbated specific corporatism. I refer to the posture of agencies that claim they want to join the CPNU, but argue their career holds specificities making adherence unviable. Others argue the rush to launch their own official notices prevents

convergence. Although I have not debated this specific point with members of the current government, my experience in the State allows me to formulate this hypothesis based on practical experience. In my view, this represents an anti-State vision, that is, a perspective where the interests of isolated careers supersede the national project, utilizing spaces of power and influence to circumvent proposals aimed at deeper and systemic transformations.

Added to this, another critical obstacle prevents institutional clarity: data scarcity. In many states and municipalities, the absence of quality information regarding the profile of active and retired civil servants is alarming. Without precise diagnoses, planning personnel replacement or understanding the real needs of the Public Administration becomes almost impossible, compromising the efficiency of any selection process.

Although the information exists at the Federal level, the administration does not make the data fully available for societal scrutiny or academic study. We face difficulties mapping, for example, the average permanence time in certain careers. Does this time vary according to race? Do gender disparities or regional differences exist? Currently, we do not have these answers. This information, although available internally, remains inaccessible to the public debate. The State needs to mobilize these data to gain clarity on its real shortcomings. This scenario leads us to a central problem discussed today: the Brazilian career model, marked by an excessive number of positions and specificities that complicate management.

While Portugal has five career tracks and the European Union only three, Brazil totals about 242 career tracks, an excessive number that creates a major barrier facing contemporary challenges. Each specificity becomes a lock against institutional adaptation. At this point, another critical problem arises: the nonexistence of mobility. The legal argument that the civil servant took the examination for a specific career track prevents them from transitioning to areas where they could be more productive or dedicated. This rigidity compromises efficiency. Unlike the Brazilian scenario, mobility stands as one of the fundamental principles governing European Union and OECD countries, ensuring the civil servant circulates and reallocates according to the State's need and the professional's profile.

To advance, reforming the career model remains fundamental. However, this movement collides with the resistance of elite careers, which sustain an exacerbated corporatism within the Brazilian State. Another

complex but necessary theme involves discussing lateral entry. In dialogue with Mônica Bernardi, vice-president of the João Pinheiro Foundation (MG), we analyzed the entry model for the EPPGG career track, which uses the Enem (National High School Exam) as an entry door. Successful candidates undergo four years of undergraduate studies that function as the training course itself. This represents an exquisite initiative, as it captures young talents with state vocation, offering them solid training that consolidates the public-service ethos, something a single test could never measure.

The Brazilian State lacks not only innovation in lateral entry mechanisms but also the consideration of regional disparities. Candidates commonly take examinations for states in the North region without possessing any local identity. Many seek regions like the Northeast, Midwest, or North under the perception of lower competition, but, after a short period, request a transfer to centers like Brasília, São Paulo, or Rio de Janeiro. This movement fuels what I call the removal war. I experienced this as chief of staff at Iphan. In Amapá, for example, we managed to form an unprecedented team of three architects who, in just two months, requested resignation from the unit. We need to break this logic and design incentive and permanence mechanisms that guarantee representation and prioritize the local population. This requires innovation and political courage.

Another fundamental point lies in the probationary stage, which we must understand as the final stage of the selection process. Unfortunately, the Brazilian administrative culture usually neglects this phase. An evaluative 'make-believe' prevails, often motivated by leniency or low starting salaries. By failing to take the evaluation seriously, we perpetuate staff lacking aptitude or a public-service ethos, making the State itself responsible for potential future inefficiencies.

Thus, we need real and effective probationary stage policies to guarantee that the Brazilian State acts, in these initial three years, to consolidate professionals imbued with a public-service ethos. Concurrently, I bring a reflection on training, as the State tends to standardize occupation criteria and certifications. However, I consider that an excess of credentials can favor closing the administrative system, especially in commissioned positions. By creating excessively rigid access barriers, we run the risk of restricting leadership positions only to career civil servants, limiting the oxygenation and entry of new perspectives into public management.

Oxygenation, drawn from professionals with diversified trajectories, is fundamental. Countries like Germany and France, which previously

operated under closed leadership systems, reversed this model upon realizing that the State had paralyzed. We must, therefore, look at leadership positions intending to attract the most qualified profiles for the challenges of each position. To achieve this, discussing remuneration is necessary. The focus should not center on a linear percentage increase for the permanent staff, but rather on establishing competitive remuneration consistent with the complex experiences these management positions demand.

This proves fundamental to what we intend to achieve. We must maintain an open process, without demanding prior certifications as an entry barrier, because a formal course alone does not guarantee competence, ethics, innovation, and leadership capacity. This involves behavioral competencies and adult learning development, which we must address adequately. It represents a behavioral and cultural change effort, involving constant feedback. The State needs to advance in this direction, not only for leadership positions but also in civil service entrance examination processes.

Another urgent point to debate involves implementing racial affirmative action policies in examinations. At the Lemann Foundation and the *Movimento Pessoas à Frente*, we argue that data on reality must ground such policies. A 30% reservation for black individuals in career tracks composed of 90% white individuals remains insufficient. We cannot accept a sixty-year horizon for the transformation to occur. We must analyze the indicators. If careers with 90% white individuals exist, we must consider quotas of 50%, 60%, or even 70%. In selection processes with few vacancies, these could remain entirely exclusive for black individuals, accelerating the correction of this historical disparity. The State's need to become representative cannot become a discussion lost in time or treated merely bureaucratically. For public policies to achieve effectiveness, the bureaucratic body must reflect society's plurality.

Finally, I highlight important innovations present in Bill (PL) 2258. It represents a positive project, despite stirring controversy among civil servants and representative entities, such as Fonacate and the National Association of Specialists in Public Policies and Governmental Management (ANESP). These entities show resistance, especially regarding the inclusion of the term "behavior" as an evaluation criterion. This involves the same terminology we observe in other contexts: behavioral competencies or behavioral skills. In Brazil, we still lack mastery over the practical application of this model, which fuels distrust. Many civil servants, accustomed to strictly

formal controls, fear that evaluators could instrumentalize behavioral criteria as ideological filters. However, from the perspective of behavioral science, the objective is the opposite: it involves identifying the adherence of competencies and skills to the nature and complexity of each public function.

However, if terminology constitutes the main obstacle, perhaps we should consider adapting it so we do not compromise the advancement of Bill 2258/22. It is a positive project that introduces crucial innovations, including in the technological field. In this regard, we must imperatively reflect on how we can strategically integrate technology into civil service entrance examinations, taking as a reference Portugal's successful experience, which modernized its selection processes focusing on efficiency and transparency.

I conclude by warning that we cannot neglect the biases inherent in technology and behavioral tests, especially regarding gender and race. We must maintain constant vigilance over these points. The Federal Government should fundamentally institute a committee composed of members from civil society and the other branches to permanently monitor the experience of civil service entrance examinations. By approving legislation that allows innovation and concomitantly creating an examination observatory integrating the Judiciary, the Public Prosecutor's Office, and the Legislative, the State establishes a greater control mechanism. This monitoring, from the perspective of political and civil society, provides the security and trust necessary for us to advance in modernizing the selection processes.

“THE CIVIL SERVICE ENTRANCE EXAMINATION MODEL THAT BROUGHT US HERE FAILED TO STRUCTURE A STATE CAPABLE OF SOLVING OUR GREATEST SOCIAL PROBLEMS.”

Although the initiatives the administration designed so far deserve praise, we need to accelerate the pace and invest in technology and

competency evaluation. Regardless of the nomenclature used, the focus must remain on ensuring the State attracts people who possess the public-service ethos. This represents the profound transformation we must promote.

The *Movimento Pessoas à Frente* provides various materials on the theme available on its portal and stands ready to collaborate not only with the Federal Government but with any entity wishing to modernize its selection and recruitment methods. We understand this acts as the main door for transforming the Brazilian State. By instituting an examination observatory within the framework of legislation that allows innovation, we create an effective monitoring and control mechanism. This scrutiny, from the perspective of political and civil society, provides the trust necessary for us to innovate in public selection processes. Thank you very much.

Gabriela Lotta
Professor and Researcher of Public Administration and Government at FGV

I would really like to thank you for the invitation. Observing the maturity level of this discussion makes me very happy. Minister Esther Dweck mentioned a meeting we held at the beginning of the administration this morning. Seeing that those conversations advanced significantly brings me gratification, reflecting not only in the government's proposals but also in the dialogues at this event.

I participate in this panel from three perspectives: as a professor and researcher at the Getulio Vargas Foundation (FGV), as vice-president of the Board of *República.org*, and as a researcher in partnership with Alexandre Gomide and the Enap team, focusing on the development of the public-service ethos, the central theme of my subsequent exposition.

When discussing innovation in civil service entrance examinations, although many possible operational measures exist, I basically see four great elements that we must highlight here. The first is the need to conceive the examinations as strategic elements, rather than merely operational ones, as already mentioned in today's event. The second point concerns looking at the examination while thinking about the State of the future. We conduct selection processes to select people who will work for the next three decades in a State we do not yet fully know, but which these professionals

will help build. Therefore, holding this future perspective remains fundamental.

The third element focuses on the need to design civil service entrance examinations to be less corporatist and more geared toward citizenship, as speaker Fernando Coelho highlighted. The fourth element refers to viewing the examinations as a central strategic component in personnel management, since, through these people, we will manage to implement changes capable of generating structural transformations in the State. Adopting the selection process as a strategy acts as the fundamental starting point for us to think about innovations.

I would like to deepen some of these elements with reflections I have developed at FGV, at *República.org*, and at Enap itself. The first point involves understanding who this civil servant of the future is. In an event held at Enap with the AGU, I presented some reflections that I would like to revisit.

> **"THINKING ABOUT THE PROFESSIONAL PROFILE FOR THE STATE OF THE FUTURE REQUIRES SEEKING INDIVIDUALS WITH A CALLING FOR THE ETHICS OF SERVING, CAPABLE OF OPERATING FULLY WITHIN THE RULES OF THE DEMOCRATIC RULE OF LAW."**

Second, we need civil servants who defend democracy, social inclusion, and the fight against inequalities.

Third, we need professionals capable of solving complex problems, a competency that proves essential facing the crises of distinct natures we have experienced. Fourth, the civil servant of the future must possess articulation capacity, both intra-state, among the various ministries, and with society, the market, and multilateral organizations. This governance focus brings articulation as a fundamental element for state action in the future.

Fifth, we need civil servants who understand, represent, and manage to deal with the diversity of Brazilian society, adopting it as a fundamental principle of their action and daily decisions. Sixth, we need professionals capable of navigating crisis contexts and anticipating problems, holding the flexibility to rethink their actions within these scenarios. As I mentioned, one of the fundamental points in the discussion regarding the civil servants of the future is the idea of the public-service ethos. The challenge consists of structuring selection processes capable of attracting profiles aligned with the Public Administration, the Democratic Rule of Law, and the very ethics of the civil service.

I would like to deepen this point based on a discussion we have developed at Enap, alongside Alexandre Gomide and other researchers: What, after all, defines this public-service ethos? In conversation with Alexandre this morning, we noted with satisfaction that the term gained relevance, but a certain conceptual confusion still persists regarding its definition and how to incorporate its elements into civil service entrance examinations.

The research we currently develop, in dialogue with the literature and international experiences, indicates that the public-service ethos basically comprises three dimensions. We must understand these dimensions as interrelated layers of distinct natures that materialize in the civil servants' daily actions. If we manage to include these three dimensions in the selection processes and, subsequently, in the reception of new staff, we will advance toward a structure where the bureaucratic body contributes more effectively to the Democratic Rule of Law.

We propose that the public-service ethos comprises three distinct yet complementary elements that act together. The first is the idea of vocation: the civil servants' commitment to the Rule of Law, the laws, constitutional principles, and the values of inclusion, fighting inequalities, and democracy itself. We want dedicated civil servants; in other words, those who believe in the Welfare State and the principles governing our Constitution.

However, in exercising their functions, these civil servants must act with expertise and specific knowledge, which remain necessary to develop the activities the administration hired them for. This represents the second element, which we call training and expertise. It derives from a professional dimension, composed of the technical knowledge the function requires. Although every civil servant must defend constitutional principles, some will

work with the budget, while others will work with technology, which requires specialized and distinct technical knowledge.

Finally, a third fundamental component exists within the public-service ethos, which is the civil servants' capacity to make the necessary decisions facing specific situations. We call this the discretion dimension. It involves the capacity to interpret the context encountered to make the decision that best solves the problem in question. Thus, everyone defends the Constitution and masters their technical areas, but they will face different dilemmas and decisions throughout their careers and daily work. The central issue is that we need civil servants with the skill to understand the scenario of a specific decision and take the appropriate measure within that exact context.

As I mentioned, we work with the premise that the three elements remain absolutely necessary and complementary, because, only together, do they allow the public-service ethos to operate fully. The question arises, therefore, whether it proves possible to select people in a civil service entrance examination that manages to foresee all these elements. Clearly, the answer is no. Fernando Fontainha, Fernando Coelho, and Weber Sutti all addressed this point. It remains unviable to demand that all these components remain present in the selection process, primarily because the administration develops part of the ethos through the socialization process within the Public Administration, in interaction with peers. However, it proves possible to foresee certain elements that we should, indeed, include in the examinations to help select profiles more aligned with the public-service ethos, allowing the administration to improve it over time. I bring here some proposals in this regard.

Regarding the first element, to select people aligned with a calling oriented toward the public-service ethos, we should maintain the content knowledge tests we already conduct. However, we must also include instruments capable of verifying republican values and the commitment to the Democratic Rule of Law. Naturally, after entry, the administration will need to invest in training and continuous education to reinforce these values, which remain fundamental for acting within the State.

Regarding the second element, expertise, the CPNU addresses part of this need in the general test. However, expertise manifests itself fully in specific tests, acting inherently to each organization or function. This requires, therefore, specific knowledge tests and evaluations that verify whether candidates possess the capacity to apply this knowledge in

exercising the function. By using analytical or problem-solving-based tests, we manage to assess this expertise practically. We must emphasize that continuous education remains essential to update this knowledge, as expertise is processual and transforms overtime.

Finally, discretion proves highly specific to each work context. It strictly links to the idea of competencies, which the administration should incorporate as elements into selection processes through varied tests. This requires our examinations to manage to evaluate analytical capacity and decision-making, dimensions that continuous education processes must also support throughout the career.

To conclude, this model shows us that a single examination format that will solve all challenges does not exist. We will need to combine different types of tests: essay, problem-solving, case studies, practical tests, and behavioral analysis. However, the examination, in isolation, remains insufficient, as speakers stated other times here. We must work in an integrated manner with training; this includes improving the probationary stage, career management systems, and performance evaluation.

I believe these points compose the Federal Government's agenda. My speech carries optimism, because I see that all these elements sit on the discussion table. Bill (PL) 2258 helps advance these issues, as does the onboarding program that Enap currently designs, the training courses, and the CPNU itself. This constitutes an agenda the administration must continuously build and improve.

I close by revisiting two central points. First, the administration can and must treat the examinations as change inducers that generate structural transformations. Furthermore, these changes must aim to attract civil servants aligned with the ethics of serving and the public-service ethos, reinforcing what Professor Fontainha mentioned regarding having less corporatism and more citizenship. Thank you very much.

Frei David
Founder of Educafro

In reference to the courage this administration demonstrated, we understand that under the leadership of the MGI team the CPNU will constitute an exemplary selection process capable of serving as a reference for other countries worldwide and solving a very serious problem. We must understand that the current decentralized examination model represents

an obstacle from the start, as it excludes black, poor, indigenous, and *Quilombola* candidates, since many lack the money to pay for hotels and flights to each location where the administration launches an examination.

This represents the first point I highlight. I take the opportunity to greet Cesgranrio (Rio State Higher Education Candidate Selection Center) and express my trust in its performance. USP (University of São Paulo) research demonstrates that the institutions conducting the examinations generate a large part of the problems regarding the application of affirmative action policies for black individuals. I am still certain this will not happen with Cesgranrio. Our concern remains legitimate and urgent, as the volume of errors in applying affirmative action policies in civil service entrance examinations constitutes a true scandal throughout Brazil.

I would also like to note that we rarely witness a white person defending black people on a debate panel. I feel strengthened seeing white brothers and sisters engaged in this struggle here, because racism was not our invention; whiteness created it. I now want to share something that immensely bothers me: Brazil approved a 50% affirmative action policy for black individuals in universities, but from a perspective that covers up a serious problem. Out of every hundred people who conclude high school in Brazil, how many graduate from the private system and how many from the public system? Annually, only 12% of students complete high school in the private system.

For ethical and proportionality reasons, the state should allocate 88% of the vacancies to graduates of the public network. However, the legislation reserves only 50%. This configuration presents an ethical gap and initiates out of step with constitutional precepts. We are currently working with jurists and communicators to analyze the viability of questioning this point in the legislation taking effect this year. Ethical rigor would demand that the reservation of vacancies for private schools remain limited to the 12% they represent in basic education, and not the current 50%.

The second point I wish to highlight is my appreciation for President Lula and all those who collaborated on the decree reserving 30% of political appointments for Black individuals. However, there is a worrying strategic gap: the decree established a deadline of December 2025 to meet this goal, but I must question which ministries will actually have vacancies available by then. Virtually all ministries have already filled their positions of trust. I ask, therefore: when executing recent ministerial shifts within Congress, was

there any demand that the administration effectively apply the guidelines set forth in this decree?

Unfortunately, we see the maintenance of restricted groups to the detriment of the promised diversity. Therefore, affirmative action policies without vigilance become harmless, as any vacancy reservation lacking rigorous oversight fails to fulfill its social role. We held a meeting with the minister of the Federal Court of Accounts (TCU) to discuss this scenario and will hold a second meeting to detail the identified flaws. The TCU committed to acting with rigor in supervising the application of the affirmative actions law, ensuring the norm transforms into effective practice.

The third point concerns Law No. 12,990, the current Affirmative Action Act, which expires in June of next year. I perceive a concerning level of political instability regarding its renewal, as there is a risk of a legislative impasse in Congress that could prevent the approval of new legislation, thereby jeopardizing the progress achieved thus far. However, I would like to highlight a relevant point: there is an Organization of American States (OAS) convention against all forms of discrimination. Although we have seen four progressive-leaning administrations, none of them have ratified this convention; I state this without accusation, merely as a matter of record.

A clash occurred, at the time, with then-minister Damares. I told her: 'If real commitment to the black population exists, the government must sign the convention against discrimination that has been stalled since 2001.' Nearly all countries had already joined, except Brazil. The administration promised to forward it and, in fact, Bolsonaro signed the convention, after the passage of four left-wing administrations. Therefore, what matters, regardless of whether the government leans left, center, or right, is doing the right thing, respecting the black people.

Regarding Law No. 12,990, research conducted by several experts reveals that the effectiveness rate of reserving 20% of the vacancies for black individuals reached only 0.53%. It is imperative that we analyze the data this team produced; I even request you send this material so I can formally forward it to the Ministry of Management and Innovation. The inefficiency of the Affirmative Actions Law's current structure represents an objective fact demanding immediate correction.

> **“WE MUST QUESTION THE SELECTIVE SPEED OF OUR LEGAL FRAMEWORK, AS MARKET LAWS ENJOY IMMEDIATE EFFECTIVENESS, WHILE REPARATION AGENDAS FOR BLACK INDIVIDUALS FACE SYSTEMIC NEGLECT.”**

The journey of Law No. 10,639 serves as an example of this omission. Even though it establishes the mandatory teaching of black history in schools, two decades did not suffice for the administration to enact it in almost 90% of municipalities.

Such evidence shows the face of Brazilian structural racism and imposes the challenge of overcoming it on the examination system. The current scenario remains uncertain, given the impending expiration of the current law in June 2024. The threat of legal instability hovers over the unified examination because the absence of a swift legislative renewal, due to political obstacles in Congress, might leave the affirmative action policies without support at the moment the administration calls the successful candidates to report.

However, I bring forth data of extreme relevance for the future of this policy: by ratifying the Inter-American Convention against Racism, the previous administration consolidated a historic advance. Because this convention was approved by the Chamber of Deputies and the Senate and subsequently enacted, it now holds constitutional status in Brazil. Therefore, the continuation of quota policies should no longer be a matter of political debate; the Convention is clear: States Parties are obligated to achieve equality between Black and white individuals across all positions—to equalize, not merely to assign 20% or 30%. Consequently, our advocacy does not aim for a new affirmative action law, but rather for the regulation and full implementation of the Constitutional Amendment (PEC) that incorporates the Inter-American Convention.

Technically, the creation of a new affirmative action law has become unnecessary in light of the new legal framework. Should the Legislative

Branch opt for new regulations, they must remain equivalent or superior to the terms of the Convention, which are unequivocal: as a signatory, Brazil has committed to promoting full equality in all positions between Black and white citizens. This implies a pursuit of real parity, transcending the limits of 20% or 30%. Minister Luiz Marinho advocated for a more incisive stance in this regard, although this vision did not prevail in the interministerial debate.

I conclude with an earnest appeal regarding the vision of unfair meritocracy that still prevails in the management of public service examinations. Meritocracy remains one of the cruelest frameworks through which to evaluate individuals. It is concerning to witness how this vision ignores the disparate starting points of our society, treating civil service recruitment unequally under the cloak of a false neutrality. I believe it is imperative that the MGI and the examining boards critically confront this concept. To substantiate this urgent review, I recommend the work of Michael Sandel (2020), a preeminent professor at Harvard University. His book, *The Tyranny of Merit*, is an essential text for anyone seeking to foster a truly democratic selection process.

I would like to highlight a point I mentioned previously and ask Cesgranrio to dedicate special attention to it: the criteria for exempting the registration fee. We must fundamentally understand that the civil service should not remain accessible only to those holding financial resources. Because of this, the exemption bracket should, for social justice, cover candidates with an income of up to two minimum wages.

Another critical point concerns the frauds that compromise the integrity of the official notices. As I demonstrated, the effectiveness of only 0.53% in a large part of the selection processes under the aegis of the current law signals implementation flaws. In the notary examination in São Paulo, for example, we witnessed a disparity where paying candidates had forty days to organize, while the administration granted exemption applicants only thirty-eight hours to do so. This represents an exclusionary mechanism that violates the principle of equality.

I launch another question regarding whether it is admissible to make an examination publicize results while omitting individual scores. The São Paulo Court of Justice recently published the result for the notary selection process without this transparency. We appealed to the Judiciary, but did not succeed. Added to this, we observe in São Paulo the formation of committees featuring teachers from private preparatory courses, which generates an evident conflict of interest. In the aforementioned

examination, 90% of those approved for the vacancies reserved for the black population are white. The agency claimed a heteroidentification board existed, but if the board lacks ethics and rigor, it compromises the integrity of the entire process. Finally, I reinforce that the examination does not end with the score, but with the effective appointment. I exemplify with the case of a young woman appointed three times from a selection process at a university, and the process still remains *sub judice*.

NATIONAL UNIFIED CIVIL SERVICE EXAMINATION

Regina Camargos: Deputy Secretary of Personnel Management at the MGI.

Lucíola Arruda: Director of Personnel Management and of the Secretariat of Shared Services at the MGI.

Tatiana Dias Silva: Director of Evaluation, Monitoring, and Information Management at the Ministry of Racial Equality (MIR).

Marco Aurélio Costa: Researcher at Ipea.

Álvaro de Freitas: Superintendent of Examinations at the Cesgranrio Foundation.

SUMMARY OF THE DEBATE:

This panel detailed the logistics and methodological foundations of the CPNU, consolidating it as the central instrument for the democratization and efficiency of personnel management in Brazil. The debate emphasized the overcoming of geographic and financial barriers, replacing fragmented public notices and Brasília-centered examinations with a model reaching 180 municipalities. The experts demonstrated that centralizing operational intelligence, combined with the decentralization of test administration, reduces costs for both the State and the citizen, thereby mitigating civil servant attrition and ensuring that the civil service reflects the nation's regional plurality.

Regina Camargos
Deputy Secretary of Personnel Management at the MGI

I would like to point out, as an introduction, that the CPNU acts as one of the priorities of the innovation process that the Secretariat of Personnel Management of the Ministry of Management and Innovation currently implements. It represents a fundamental dimension of this ambitious project to renew personnel management in the Federal Public Administration.

There are other ongoing projects with which we intend to fully cover the labor cycle of the federal public sector, from hiring to retirement.

> **“THE CPNU SERVES AS OUR FLAGSHIP, INNOVATING THE WAY CIVIL SERVANTS ENTER THE FEDERAL PUBLIC ADMINISTRATION.”**

Afterwards, we currently review all subsequent stages, such as training, onboarding, and the probationary stage, regarding criteria and legislation. Currently, a working group dedicates itself to discussing all the regulations related to personnel management and labor relations in the public sector.

This remains a subject rarely explored independently, as these fields were, until recently, treated as indistinct. While I recognize that personnel management and labor relations maintain a constant dialogue, I contend that they possess distinct specificities and cannot be reduced to one another. In the realm of labor relations, this Ministry is innovating by revitalizing the dialogue with civil servants through the Negotiation Tables. Our objective is to address working conditions within the Brazilian public sector in a systemic manner. I joined this team at the invitation of Secretary José Celso, primarily to facilitate these pact-making processes.

Although my background is in Economics rather than Law, I accepted the challenge of coordinating the normative review of personnel management and labor relations within the public sector. I have dedicated

myself intensely to the structuring and conduct of the Negotiation Tables. In this context, we are currently operationalizing a project dating back to President Lula's first term: the regulation of Convention 151 of the International Labour Organization (ILO), which establishes the right to collective bargaining in the public sector. Our working group is at an advanced stage of research, and we intend to soon submit the draft regulation of this significant international treaty to the President of the Republic.

With this initiative, we intend to democratize labor relations in the public sector and institute new debate forums regarding personnel management, which the collective bargaining tables make viable. We believe that this discussion must not remain restricted to experts, as it proves fundamental that we hear civil servants and their representative entities so we can collectively define the best for public management. Thank you very much.

Through this initiative, we intend to democratize labor relations in the public sector and establish new forums for debate regarding personnel management, facilitated by collective bargaining tables. We believe this discussion should not remain restricted to experts; it is essential that we engage civil servants and their representative entities to collectively define the best path forward for public management. Thank you very much.

Lucíola Arruda
Director of Personnel Management and of the Secretariat of Shared Services at the MGI

I am Director of Personnel Management and the Secretariat of Shared Services (SSC) and represent our secretary, Cilair Abreu. Our secretariat, linked to the Ministry of Management and Innovation in Public Services, coordinates the entire logistical support area. This encompasses budget, finance, and information technology, in addition to personnel management. We currently provide all the necessary infrastructure for the National Unified Civil Service Examination (CPNU), which includes the hiring process for the organizing institution.

I would like to reinforce the pillars of this innovative project, structured this year by the SGP teams under the leadership of José Celso and Cida Chagas, who are with us today. I wish to express my recognition of everyone's commitment to making an initiative of such magnitude viable in

record time. The central purpose is the execution of a unified selection process, with exams administered simultaneously across approximately 180 municipalities, covering all regions of the country. This geographic reach is what ensures broader popular participation. As Frei David rightly pointed out, centralizing exams imposes insurmountable financial barriers for many candidates who lack the resources to fund travel and lodging in major urban centers or in Brasília.

Several institutions holding authorized selection processes restricted the administration of tests to Brasília, often due to budgetary limitations or the absence of technical expertise to conduct logistical impact studies. The Unified Examination emerges precisely to promote the capillarity of opportunities, ensuring that citizens from all regions can participate in this selection process under equal conditions. This represents an unprecedented gain in scale. We conducted cost-per-candidate studies thoroughly and, by projecting for the 180 municipalities, we reduced the unit value considerably. Many agencies joined the project precisely due to the scarcity of budgetary resources for individual selection processes, a reflection of the long period without authorizations for new examinations at the federal level.

Furthermore, we made it possible to fill a significant volume of vacancies through a single selection process, yet we faced a critical challenge: competition among the federal institutions themselves. As a career civil servant at the National Treasury, I recall situations in which we would swear in a professional who, within a few days, would resign to assume a position at the Federal Revenue Service or the Federal Court of Accounts. This internal competition generated constant administrative instability.

Often, civil service calling did not guide the candidate's choice, but rather immediate opportunity, as they took all available examinations and opted for the first call or the most attractive remuneration. The Unified Examination not only democratizes access to multiple careers simultaneously but also optimizes agency management, drastically reducing the loss of newly sworn-in civil servants to other areas of the Administration.

Another relevant aspect is the possibility for the candidate to pay a single registration fee to compete for several careers within the same thematic block. This represents a tangible economic benefit, especially for those who usually invest significant resources in multiple registrations. The

project counted on the voluntary adherence of 21 agencies, totaling 6,640 vacancies offered.

For clarification, some institutions did not join this first cycle because they had already concluded hiring processes with other examination boards, or because they still lacked formal authorization at the moment of unification. For these reasons, we consolidated the current group of participating institutions.

Regarding the selection of the 180 municipalities covered, our colleague Marco Aurélio, from Ipea, will detail the technical methodology we used to ensure the selection process's geographic and demographic representativeness.

Regarding the CPNU's governance architecture, the instituting decree rigorously defined its composition. We rely on a committee tasked with establishing the general guidelines, procedures, and implementation goals, ensuring the uniformity of the process. Moreover, the structure features a consultative and deliberative committee, comprising all participating agencies, alongside operational technical groups made up of specialized staff from various ministries.

"ALL THIS GOVERNANCE GUARANTEES LEGAL CERTAINTY AND DEMOCRATIZES ACCESS ON A NATIONAL SCALE, RESPECTING AFFIRMATIVE ACTION POLICIES AND STRENGTHENING THE VALUATION OF THE PUBLIC-SERVICE ETHOS IN THE STATE."

Our objective is to attract candidates who possess a vocation for a state career, overcoming the view of the examination as a selection process guided exclusively by remuneration. This guideline also directs the

formulation of the test syllabi, which seek to identify the future civil servant's commitment to the collective interest.

Finally, I present a brief context regarding the hiring of the organizing institution. Currently, the selection of these entities occurs mostly through direct contracting, grounded in the need to evaluate the institution's technical capacity and expertise. In the case of the CPNU, the challenge is of unprecedented proportions: conducting an examination in 180 municipalities for an estimated audience of over 3 million candidates.

Selecting an institution with proven operational robustness was indispensable. To this end, we consulted twelve organizations with a track record of large-scale examinations. Of these, five presented formal proposals, and we selected three that demonstrated full technical capacity to make the project viable with the rigorous security standards required.

The three selected institutions possess a proven track record in conducting large-scale selection processes, such as the Enem (National High School Exam), which covers an even larger number of municipalities and requires complex logistical engineering, including reverse logistics and rigorous security protocols. Among the technically qualified institutions, the hiring committee opted for the one presenting the most economically advantageous proposal: Cesgranrio, our strategic partner on this journey, which will detail its technical expertise next.

From a legal perspective, the hiring of the organizer occurred via bidding exemption, in strict compliance with legal provisions. The support for this lies in the fact that the institution is Brazilian, non-profit, with a statutory purpose aimed at teaching and research, besides possessing an unblemished ethical and professional reputation.

The structure of the examination foresees, initially, objective and essay tests of a classifying and exclusionary nature. Following this, the process encompasses fundamental validation stages: the biopsychosocial evaluation, conducted with rigorous technical care; the heteroidentification procedure; and the confirmation of indigenous status. The latter holds paramount importance, given the specific vacancy reservation for this group in Funai positions.

The second stage will comprise the title evaluation for all higher-education positions, as well as for Funai's mid-level careers. The third stage, which does not integrate the contractual scope with the organizing board, refers to the training course, a specific requirement of certain institutions. For the careers demanding this qualification, Enap or other government schools

will administer the course. To this end, the board will prioritize processing the results for these careers, ensuring speed for the training schedule.

To conclude, I present our expected results. The first objective is expanding and democratizing access to public positions. Concurrently, we seek to optimize costs, processes, and the entire logistical operation. The MGI team assumed direct responsibility for hiring for this examination since, with the extinction of Esaf and the retirement of specialized staff, the expertise necessary to organize large-scale examinations was dispersed. By centralizing this competence, the Ministry fills the technical gaps of various departments, ensuring the excellence and legal certainty of the process.

We also aim to standardize the competitive process and the access criteria for the entire Brazilian population. Our objective involves institutionalizing a periodic and unified selection model, avoiding excessive gaps that result in the intergenerational imbalance we observe today. In my own team, we count on civil servants over 70 years old who hold institutional memory. However, we need regular examinations to prevent a disruption in the transfer of knowledge among the different generations of civil servants.

Finally, we want to strengthen the public-service ethos in the Federal Public Administration. We want the new civil servants to experience public policies in their practical dimension, in direct contact with society. Furthermore, we want them to know how the administration applies them, seek to improve them, and possess a real civil service calling for the civil service. Thank you very much.

Tatiana Dias Silva
Director of Evaluation, Monitoring, and Information Management at the Ministry of Racial Equality (MIR)

I appreciate the invitation and greet the MGI for opening this space for dialogue. My contribution today divides into three complementary perspectives. The first stems from my role as Director of Evaluation, Monitoring, and Information Management at the Ministry of Racial Equality. I am part of the Secretariat of Management of Sinapir (National System for the Promotion of Racial Equality), the body through which we articulate and strengthen equity policies alongside states, municipalities, and the Federal District.

Complementarily, I present the perspective of an Ipea researcher. I belong to the most recent career track to enter the Institute, whose selection process is now fifteen years old. Throughout this trajectory at Ipea, I have prioritized monitoring racial equality policies, with an analytical focus on the impact of affirmative action policies in federal civil service entrance examinations.

Many of the reflections I will share stem from this technical background, but also from an identity-based experience.

"I SPEAK FROM THE PERSPECTIVE OF A BLACK WOMAN IN THE PUBLIC SECTOR, INSERTED INTO A CAREER WHERE THE PARTICIPATION OF THIS GROUP REMAINS RESIDUAL."

Recently, in an Enap seminar regarding women in State careers, we noted that the presence of black people remains minimal; and that of black women, even less.

In the Ipea career track, we represent only 5%. The group is so restricted that we can identify each member individually. The scarcity of data is such that statistical disaggregation becomes a challenge facing data protection norms (LGPD). My analysis of the National Unified Civil Service Examination (CPNU) relies, therefore, on its democratization potential and the urgency of expanding the representativeness of all segments that compose Brazilian society in the federal civil service.

I always structure these reflections based on three complementary dimensions. The first refers to the specific scope of affirmative action policies. The second consists of a critical analysis of the civil service entrance examination model, seeking to denaturalize aspects regarded as neutral but which, in essence, are imbued with beliefs that reproduce inequalities.

The third dimension is our central objective and situates itself on the institutional level, focused on building representative and anti-racist bureaucracies. To ground this transformation, we have developed rigorous

research, ranging from the application of Law No. 12,990/2014 in federal examinations to analyzing regulations at the subnational level.

Data systematized by Mário Theodoro and Rebecca Igreja identify that, by December 2021, we already had over 135 subnational regulations aimed at promoting racial equality and reserving vacancies. At Ipea, in collaboration with researcher Ana Paula, who is present here, we conducted a survey in 2012 covering four states and over 40 municipalities that had already implemented affirmative action policies for entry into the public sector.

I have recently coordinated studies regarding the ethnic-racial profile of the Brazilian Public Prosecutor's Office and the labor judiciary, analyzing their respective inclusion policies. Based on this empirical accumulation, I present considerations that illuminate the democratization potential of the National Unified Civil Service Examination (CPNU).

Regarding the implementation of affirmative action policies, we identified several obstacles preventing the filling of the minimum percentage of reserved vacancies. One of these obstacles is the phenomenon of over-selection. We observe that the administration transposes the same criteria and selection paradigms of the broad competition, without filters, to the vacancy reservation system. This subjects black candidates and people with disabilities to an exclusionary funnel that ignores the public administration's strategic objectives. Distinguishing the purposes remains imperative, because, while in broad competition the operational goal is to filter a massive universe of candidates, in vacancy reservation, the State's sovereign interest is to guarantee this group achieves approval and effectively occupies the positions destined for reparation and diversity.

One of the obstacles, already faced by the current regulatory framework, is the barrier clause; however, other significant obstacles persist. A critical point is the fragmentation of vacancies, a phenomenon that manifests itself sharply in teaching careers. As early as 2014, in an analysis conducted at Ipea alongside our colleague Josenilton, we identified that a restrictive interpretation of the norm would severely compromise the implementation of affirmative action policies, especially for teaching positions. Although some institutions advanced in overcoming this model, others still maintain practices that make vacancy reservation unviable in practice.

Professor Luiz Mello, from the Federal University of Goiás (UFG), developed a fundamental study in which he identifies an alarming deficit, not only in the effective occupation but in the very offer of reserved vacancies. There are higher education institutions that have gone years without reserving any vacancies in their selection processes. This reality is widely documented in the professor's research and also in the studies of researcher Vanda, from the Federal University of Grande Dourados (UFGD), evidencing the urgency for more robust control and standardization mechanisms.

Another fundamental issue resides in the content and structuring of the tests. The themes must imperatively dialogue with the position's attributions and the nature of the vacancy. We have identified that the over-selection phenomenon frequently detaches the exam's profile from the function's actual competencies, fostering excessive credentialism. This mechanism acts as an exclusionary filter that reduces the effectiveness of affirmative action policies.

In addition, we must advance in the standardization of heteroidentification processes, establishing clear guidelines to ensure the procedure is conducted fairly and transparently. Finally, as previously mentioned, it remains important to guarantee alternation and proportionality in summonses, ensuring the administration respects the rights of candidates benefiting from affirmative action policies, in accordance with the guidelines of the Reference Guide for Civil Service Entrance Examinations, prepared by the MGI and Enap.

We must also ensure that entry through affirmative action policies does not compromise career progression. It is not uncommon for the administration to later recalculate the order of seniority and move the civil servant who entered via quotas to the end of the list, arguing a lower entry score. This practice generates cumulative losses throughout their entire professional career

Another essential point is the cost of participation. When analyzing the Labor Judiciary selection process, we investigated preparation and registration expenses. It became evident that financial costs, although naturalized by some social strata, are prohibitive for the majority of the population, acting as an economic filter that precedes the exam itself.

In our investigations into legal careers, we identified that the average investment the approved candidates spent to make approval viable reached R$36,000 (thirty-six thousand reais), with a median of R$30,000.

These data, collected via survey and focus groups with the entrants themselves, reveal an alarming scenario. As an Administration professional, these values caused me profound strangeness because they sit absolutely distant from the financial reality of the majority of the underrepresented population.

A third fundamental pillar for consolidating representative bureaucracies consists of projecting, beyond entry, statistical visibility and continuous training. Institutions must incorporate the debate on racial equity and diversity into their organizational action plans, ensuring equitable training conditions.

In the field of recommendations, transparency is non-negotiable. In previous surveys, I faced the technical impossibility of identifying the candidates' entry modality, whether through broad competition, racial affirmative action policies, or reservation for people with disabilities. The traceability of these data remains indispensable for social control and for effectively guaranteeing these groups' access and permanence in the State.

I advocate, equally, for structuring measures to reduce preparation costs, such as creating public examination schools and offering free didactic materials, following Itamaraty's historically successful model. Currently, with the broadness of remote learning, democratizing access to high-level content proves perfectly viable. In the justice system, broadcasting oral exams via video platforms would serve both as a transparency instrument and as training material for new candidates.

In addition to this, we need recruitment strategies that transcend merely publishing the official notice in the Official Gazette. We often fail to mobilize new talent because we do not explicitly communicate that these profiles are welcome. A direct invitation to those who do not possess the social capital of traditional civil service families is necessary, ensuring that the State operates as an accessible space for everyone, regardless of their educational or family background.

To conclude, I would like to address teaching examinations. Currently, traveling to campuses in the interior requires candidates to set aside nearly a week for topic selection, the assembly of examination boards, and oral and written exams. I believe we can evolve, inspired by the unified examination experience, toward a unified registry model for approved teachers. Such a measure would prevent a professional, after being ranked second in one region, from being unable to compete for other vacancies due to financial or logistical exhaustion. This represents a necessary step for the State’s

efficiency and the dignity of researchers. I thank you once again for the opportunity to contribute to this fundamental debate.

Marco Aurélio Costa
Researcher at Ipea

This trajectory began with a message from José Celso consulting me about a provocative proposal: 'Let's hold a unified examination; help us define the cities.' At that moment, I understood the depth of the challenge. When Tatiana mentioned the importance of denaturalizing established concepts, I reflected on how much I had internalized the fact that federal examinations occurred primarily in the capitals. I accepted this centralization as an immutable fact of reality.

José Celso's idea to decentralize the selection process served as the catalyst I needed. I decided to prioritize this project and dive into structuring it, motivated by the impressive agility with which the Ministry has operated. It remains admirable to see the administration make such an audacious initiative viable in less than a year. I express my recognition to the entire team involved.

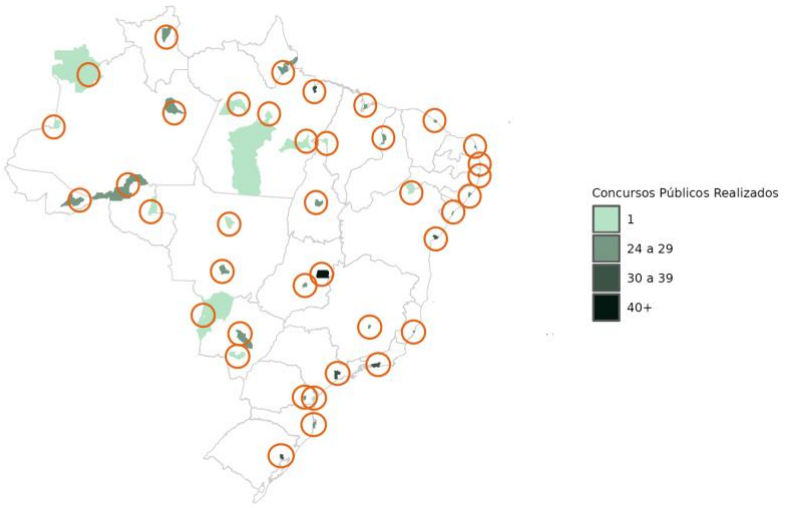
The central question was how to operationalize decentralization. We began with a retrospective diagnosis, analyzing the history of selection processes over the last sixteen years. We mapped 49 examinations conducted by the agencies that today integrate the National Unified Civil Service Examination (CPNU). In these selection processes, which totaled more than 9,000 vacancies, the maximum reach was only 34 host municipalities in a single examination.

In a country with 5,570 municipalities and vast socio-spatial diversity, reaching the ceiling of 34 host cities is an alarming datum. The historical average stood at only 15 cities, a reflection of an administrative culture that concentrates tests exclusively in Brasília or, at most, in state capitals. This geographic isolation is one of the main bottlenecks we needed to face.

In statistical terms, the historical average is fifteen cities, with a median of seventeen. We identified an atypical case where twelve municipalities hosted tests only once, meeting specific demands from agencies such as Incra and ICMBio. In short, the scenario was this: less than 1% of Brazilian municipalities hosted federal civil service entrance examinations.

In light of the international experiences discussed today, one perceives the precariousness of a system where the State operates in such a limited fraction of its territory. This map illustrates the 39 municipalities that, at some point in recent history, served as host cities. To support the transition from this model to our new proposal, we have developed two rigorous indicators: a population coverage index and a territorial coverage index.

Host municipalities for examinations between 2008 and 2023, with a coverage radius of 100 km from the municipality's center.



Source: Slide presented by Marco Aurélio Costa during the Seminar *Civil Service Examinations: Doing Differently to Make a Difference* (2023).

For the calculation methodology, we established a 100-km radius of influence from each host city. We considered all urban centers contained within this perimeter as the covered population. For the territorial index, our team used the centroid of the municipal seats, calculating the area effectively covered by this reach radius.

What do the data reveal? The historical selection process with the greatest reach (34 host cities) covered 54% of the population. At first glance, reaching more than half of the Brazilian population seems positive, but this datum masks a severe exclusion: the territorial coverage index was only 10%. This evidence shows that the remaining 46% of the population is dispersed across 90% of the national territory, lacking the presence of the State.

As Tatiana rightly pointed out, participation costs represent a real and exclusionary barrier.

> **“IT IS NOT POSSIBLE TO SPEAK OF DEMOCRATIZING ACCESS, NOR OF BUILDING A CIVIL SERVANT BODY THAT REFLECTS THE COUNTRY'S REGIONAL AND SOCIAL DIVERSITY, IF THE EXECUTION OF THE SELECTION PROCESSES REMAINS CENTRALIZED.”**

In short, the concentration in a few host cities implies limited territorial coverage and, consequently, severe access restriction. Candidates living in distant points of the territory are compelled to bear high logistical costs, which unbalances competitiveness and compromises the civil service's spirit of equality.

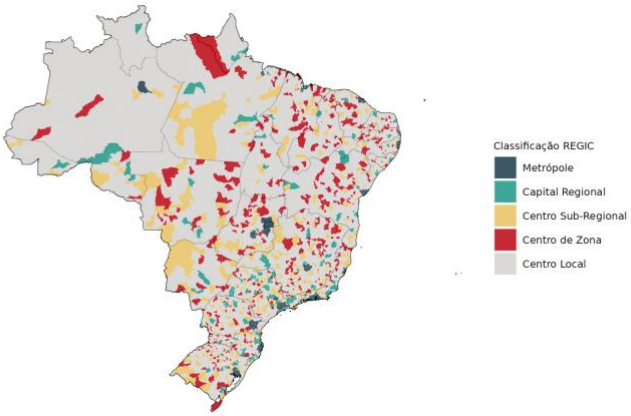
What are the central objectives of this proposal? Objectively, to expand territorial and demographic coverage, aiming to mitigate disparities in participation conditions and democratize access to the State. The second objective is to ensure a federal civil service body endowed with greater regional and social diversity.

In the initial proposal, we applied a specific population cut-off for the South, Southeast, Northeast, and Midwest regions. However, the North region received a differentiated methodological treatment. This distinction is necessary given the singularity of the Amazonian urban network, whose distances and displacement dynamics demand customized accessibility criteria.

In the South, Southeast, Northeast, and Midwest macro-regions, we based our selection on the IBGE's REGIC survey. This study is fundamental, as it hierarchizes Brazilian municipalities and maps their dependency and interaction networks, classifying them from metropolises and regional capitals down to local centers.

For these four regions, we established as a minimum requirement that the municipality be classified at least as a regional capital, with a population exceeding 100,000 inhabitants. However, for the North region, we applied a differentiated population cut-off of 75,000 inhabitants. This methodological calibration aimed to ensure a quick logistical response, without giving up the technical precision necessary for democratizing the selection process.

The classification of Brazilian cities according to REGIC (IBGE).



Source: Slide presented by Marco Aurélio Costa during the Seminar *Civil Service Examinations: Doing Differently to Make a Difference* (2023).

In the subsequent stage, involving technical intermediation, we worked to reduce logistical redundancies. Because several regional capitals present geographic proximity and overlapping spheres of influence, we opted to maintain the pole of greatest regional relevance. Given the high concentration of the Brazilian urban system, maintaining all centers in certain areas would create a new form of disparity. In the state of São Paulo, for example, the density of qualified cities would allow a candidate to choose among ten neighboring municipalities to take the exam.

To ensure equality, we refined the host network, prioritizing regions of Brazil that were not previously covered by the State's presence. We sought centers capable of hosting the selection process in these remote areas, where citizens would face exhausting travel, even if such poles presented population contingents slightly below the standard criteria.

This was the structuring logic of the proposal. To contextualize the use of REGIC, we must emphasize that it is organized into five hierarchical levels, and our initial proposal prioritized the two top strata: metropolises and regional capitals. It is fundamental to point out that the IBGE, within the scope of this survey, operates with a concept of 'city' that is not synonymous with 'municipality.' The city is understood as a population cluster. For this reason, we selected only one hub municipality within each cluster, avoiding the excessive privileging of certain localities. Thus, our analytical base was not the 5,570 isolated municipalities, but rather the consolidated network of metropolitan arrangements and regional capitals.

This was our preliminary result. The initial proposal already expanded the network to 129 cities. At this stage, we strictly applied the demographic criterion: municipalities with over 100,000 inhabitants and classified as regional capitals in the South, Southeast, Northeast, and Midwest regions; and a threshold of 75,000 inhabitants for the North region, still without a specific regionalized cut-off.

With this first exercise, the population coverage index jumped to 83%, but the territorial coverage reached only 28%, a still reduced level marked by logistical redundancies. Based on this diagnosis, we advanced to a new methodological stage, using the IBGE's Intermediate Geographic Regions survey to confront the data and identify the overlapping spheres of influence.

Initial Proposal: 129 cities



Source: Slide presented by Marco Aurélio Costa during the Seminar *Civil Service Examinations: Doing Differently to Make a Difference* (2023).

We identified that out of the 133 existing intermediate regions in Brazil, approximately 40 did not include any city in the initial cut-off, while others presented multiple host cities in the same region. We then performed a refined adjustment, suppressing and adding localities until we consolidated a second proposal with 149 cities.

In this stage, we excluded 27 municipalities and incorporated another 44, in addition to three localities with a history in previous selection processes, aiming to meet the specificities of the adhering institutions. With this rearrangement, we raised the population coverage index to almost 90%. Territorial coverage advanced to 39%, a substantial increment that corrected critical distortions from previous scenarios.

The Intermediate Proposal with 149 cities, incorporating the regional perspective and reducing redundancies



Source: Slide presented by Marco Aurélio Costa during the Seminar *Civil Service Examinations: Doing Differently to Make a Difference* (2023).

As a final stage, we structured two models: an intermediate proposal with 165 cities and the definitive configuration with 180. To make this refinement viable, we used a simulation system developed by our statistics team, which allowed us to include municipalities and measure, in real-time, the impact on the territorial and population coverage indexes.

We conducted multiple simulation exercises to identify the expansion arrangement that best equalized geographic accessibility and the operational demands of the agencies. The 165-city proposal incorporated

strategic adjustments in Amapá, Amazonas, and Pará; in the Northeast, the team prioritized Bahia and Maranhão; in the Midwest, the states of Goiás, Mato Grosso do Sul, and Mato Grosso; and in the Southeast, Minas Gerais and São Paulo. With this design, the population coverage surpassed 90%, and the territorial coverage exceeded the 45% threshold.

The Final Proposal with 180 cities, expanding territorial and population coverage



Source: Slide presented by Marco Aurélio Costa during the Seminar *Civil Service Examinations: Doing Differently to Make a Difference* (2023).

In the final configuration, with 180 cities, we reached 94% population coverage and 48% territorial coverage. The synthesis of these indicators demonstrates the progressive expansion of reach until we hit the threshold of decreasing marginal utility. In other words, we reached the point where including additional localities would generate only residual population and territorial gains relative to the complex logistical effort required.

Therefore, the proposal with 180 cities represents the ideal scenario. Although marginal arrangements may occur to meet specific demands, this is a great number.

With just over 3% of Brazilian municipalities, we managed to ensure access for more than 90% of the population and guarantee a territorial coverage five times greater than the historical model. It is the materialization of a closer and more accessible State.

This result stems from a rigorous technical criterion. The configuration of the 180 cities, grounded in REGIC, ensures that all Brazilian sub-regional centers are covered. It is important to emphasize that in a country of continental dimensions, municipalities exist whose territorial extension equals that of European countries, where a 100-kilometer radius of influence might not cover the entirety of the municipal area. However, we maintained the consistency of the established criteria to preserve the proposal's integrity and technical clarity.

Regarding the expected effects, adopting this network of municipalities projects a qualitative leap in public service delivery indicators. This unprecedented decentralization democratizes access to federal selection processes on a national scale and drastically reduces economic barriers for candidates, thereby mitigating participation costs

This effort adds to what we previously exposed regarding the unification of the registration fee. Generally, from the administration's perspective, discussions around the cost of the examination typically focus only on the agency's point of view. However, in a country that intends to be democratic, considering the selection process's cost from the population's perspective remains fundamental.

Decentralization is an essential step so that, as this culture consolidates, people from across the entire national territory have a real opportunity to enter federal civil service careers. We hope that, in the long term, this initiative will result in a more diverse civil service body that faithfully represents the country's social and spatial diversity.

Álvaro de Freitas
Superintendent of Examinations at the Cesgranrio Foundation

The selection of the Cesgranrio Foundation for the Unified Examination is a source of satisfaction and rigorous institutional commitment. Therefore, we structured a presentation that highlights the Cesgranrio Foundation's trajectory, evidencing the pillars that grounded the MGI's decision. Our institution began its operations in 1971, and curiously, its genesis intrinsically links to conducting a unified selection process: the unified university entrance exam of Rio de Janeiro. The premise that guides the National Unified Civil Service Examination (CPNU) today is the same one that inspired our foundation five decades ago.

In 1971, a consortium of ten federal, state, and private institutions founded Cesgranrio as a non-profit entity, specifically dedicated to managing this unified process. This university entrance exam model lasted until 1988, a milestone when the foundation expanded its operations into the public civil service entrance examination segment. Subsequently, in 1995, we consolidated a strategic partnership with the Ministry of Education, via Inep, assuming the execution of the country's major educational assessments.

“THE CESGRANRIO FOUNDATION HELD OPERATIONAL RESPONSIBILITY FOR THE FIRST SAEB AND THE FIRST 'PROVÃO' (GREAT EXAM). FURTHERMORE, WE EXECUTED ALL EDITIONS OF THE ENEM SINCE ITS CREATION IN 1998, EXCEPT FOR LAST YEAR.”

Our trajectory also includes conducting the first Enade (then named ENC) and the first Encceja, which attests to our expertise in national-scale processes.

In the civil service entrance examination segment, the Cesgranrio Foundation holds the operational expertise for the three largest selection processes Brazil has ever held: two Banco do Brasil examinations and one for Caixa Econômica Federal. The Banco do Brasil examination remains the largest in the country's history, with 1.6 million candidates distributed across approximately 170 cities.

Beyond logistical robustness, Cesgranrio possesses a solid academic aspect, maintaining its own college and a professional master's degree in evaluation. This differential guarantees that test development occurs under rigorous scientific criteria and in a maximum-security environment within the institution itself.

Another non-negotiable pillar is accessibility. We transpose the Enem experience to all our examinations. We offer complete adaptations to ensure equality, including tests in video Libras (Brazilian Sign Language), braille, reading assistance, and compatibility with screen readers. This represents a consolidated innovation that today defines the standard of our selection processes.

In the operational scope, the Cesgranrio Foundation has three large headquarters, totaling 25,000 square meters of technical area. We rely on an exclusive 7,000-square-meter building dedicated strictly to the administration and reverse logistics stages.

Recently, we successfully concluded the Saeb operation, administering it to 7.2 million students across all 5,570 Brazilian municipalities and their districts. This experience proves that we possess the necessary reach to cover any locality within the national territory.

To sustain this network, we maintain permanent representations in all states and the Federal District. We consolidated and tested this logistical structure throughout the Enem editions. It is worth mentioning that, in 2009, after a confidentiality breach incident in the exam, the government summoned Cesgranrio on an emergency basis to assume the operation. From that challenge onward, we led the construction of the security and administration mechanics that today grant Enem the status of absolute success regarding integrity.

Our operational reach, therefore, remains comprehensive and tested under the most extreme conditions. Under our management, the Enem has already reached approximately 1,800 municipalities and registered a record 8.7 million candidates, which endorses our expertise in managing processes of monumental proportions

Complementing this logistical base, continuous investment in technology constitutes a strategic pillar for the Cesgranrio Foundation. We maintain a robust structure dedicated to innovation, seeking to position the institution at the forefront of solutions for public selection processes.

Through partnerships with global giants such as Microsoft and Google, we operate with high-performance platforms. However, the system's intelligence remains internal: the entire workflow occurs within an integrated ecosystem, which the Cesgranrio Foundation's own technical staff exclusively develops and manages, guaranteeing total control over data security and efficiency.

A strategic differential, especially facing the allocation challenges in recent exams, is our georeferencing system via the Google API. In Rio de Janeiro, for example, we achieved the mark of allocating no candidates more than 16 kilometers away from their residence, with an average travel distance of only 2.33 kilometers. This intelligent cross-referencing between the participant's address and the test location guarantees optimized logistics that mitigate large urban displacements.

Concurrently, we operate with an exclusive application for our coordinators. On the day of the selection process, this tool allows real-time monitoring of all rooms. Data regarding the number of absentees and occurrences, such as power fluctuations or local issues, arrive at our center instantaneously. We have high-technology monitoring rooms that support immediate decision-making, providing a robust layer of security and control over the examination's execution.

Beyond operational excellence, the Cesgranrio Foundation maintains a solid commitment to social responsibility. As a non-profit institution, we fully reinvest our resources into socio-cultural projects. We maintain continuous initiatives supporting the communities neighboring our headquarters, and we possess a historic and significant presence in fostering national culture.

I sought to expose here, concisely, our foundation's massive scale and installed capacity so that everyone involved possesses absolute peace of mind regarding our selection for this project. Although the examining board's definition generated surprise in some sectors, I reinforce that we remain fully prepared for this challenge.

The purpose of this presentation was to demonstrate that the Cesgranrio Foundation remains completely capable, in addition to bringing together all the technical, logistical, and ethical conditions to conduct this selection process with excellence. Thank you for your attention.

AFFIRMATIVE ACTION POLICIES IN CIVIL SERVICE ENTRANCE EXAMINATIONS: PAST, PRESENT AND FUTURE

Maria Aparecida Chagas Ferreira: Director of Personnel Provisioning and Movement at the Ministry of Management and Innovation in Public Services (MGI).

Delton Aparecido Felipe: Researcher at the Brazilian Association of black Researchers.

Mislene Metchacuna: Director of Administration and Management at Funai.

Márcia Lima: Secretary of Affirmative Action Policies, Combating and Overcoming Racism at the Ministry of Racial Equality (MIR).

SUMMARY OF THE DEBATE:

The closing panel of this Seminar consolidated the critical diagnosis of a decade of affirmative action policies, evidencing the need to strengthen vacancy reservation to guarantee a representative bureaucracy. The discussion emphasized that ethnic-racial inclusion in the civil service acts as a state efficiency strategy, projecting a future with greater control mechanisms and the expansion of the social reach of affirmative action policies. Furthermore, the panel highlighted the importance of explicitly including *Quilombolas* and indigenous peoples and legally shielding the process against frauds through the confirmation of self-declaration and the incidence of affirmative action policies on the global vacancy announcement, ensuring that the civil service reflects the plurality of Brazilian society.

Maria Aparecida Chagas Ferreira
Director of Personnel Provisioning and Movement at the Ministry of Management and Innovation in Public Services (MGI)

We begin our closing panel after a journey of extremely productive debates, enriched by international perspectives and profound reflections on the Brazilian context. As we observed throughout the seminar, the convergence of themes expands our responsibility to consolidate the conclusions into practical guidelines. We now form a thought-provoking panel, whose title proposes an indispensable analysis: *Affirmative action policies: past, present, and future.*

As we revisit the past, we note that the Affirmative Actions Law in the civil service, which completes its first decade next year, worked as a central axis of our discussions. It remains undeniable that the legislation promoted structural advances; however, we clearly recognize the need to improve its implementation to ensure the results become even more effective and inclusive.

One of the necessary improvements concerns the norm's effectiveness. Although Law No. 12,990 establishes the reservation of 20% of vacancies for black people in each selection process, Enap's most recent report indicates that we still fall short of this objective. In the period between 2014 and 2020, the effective occupation rate reached only 15%.

As our minister highlighted in her opening speech, we faced a severe gap in conducting civil service entrance examinations in recent years. This prevented the law from finding the necessary space for its full maturity. Furthermore, we identified critical implementation obstacles, such as the fragmentation of vacancies in official notices, a practice that pulverizes opportunities and, in practice, makes the real application of affirmative action policies for black candidates unviable.

The implementation model adopted so far resulted in a persistent invisibility of black people in various State careers, notably those holding higher remuneration and prestige. The data remain alarming: we, black women, do not even reach 5% of the composition of some of these staff rosters. In certain strategic careers, the representativeness of black people stands at zero.

This retrospective diagnosis defines our starting point and the scenario we remain determined to transform. The transition we seek materializes in the present we experience today. As we debated throughout this seminar, we now have the historic opportunity to apply the affirmative

action policies under new understandings, aiming at a broad, diverse, and representative insertion into the Federal Executive Branch.

> **“THE NATIONAL UNIFIED CIVIL SERVICE EXAMINATION MATERIALIZES THIS CONCRETE OPPORTUNITY FOR TRANSFORMATION. WE HARBOR HIGH EXPECTATIONS AND WORK INTENSELY SO WE IN FACT ACHIEVE THE GOALS OF REPRESENTATIVENESS.”**

The National Unified Civil Service Examination (CPNU) establishes a historic milestone: the reservation of vacancies for indigenous people within Funai's staff. In consonance with Ana Lúcia's experience report, we developed a regulatory improvement through Normative Instruction (IN) No. 23, published this year. The central purpose of this norm is to address the challenge of vacancy fragmentation, ensuring that the administration applies affirmative action policies to the total number of opportunities offered, preventing the pulverization that compromised such policies in the past.

We already identified selection processes that innovate in applying affirmative action policies to mitigate fragmentation, using criteria such as a public draw for vacancy reservation. The Ministry of Science, Technology, and Innovation (MCTI) serves as an emblematic example of how it proves viable to implement the legislation in a way that achieves its primary objective, even in complex structures outside the academic environment.

Regarding the strengthening of the present, IN No. 23 establishes a fundamental monitoring mechanism by the MGI. From now on, the personnel management units of the promoting agencies must formally register those entering via vacancy reservation. This tracking will allow us to evaluate, with precision, the policy's effectiveness and the real profile of the new federal civil service.

The effective registration of entrants through affirmative action policies acts as a fundamental pillar, because any public policy devoid of monitoring and evaluation ends up confined to an institutional limbo. Those who know Enap's study will note that data collection demanded a herculean effort from committed researchers. This occurred precisely because our personnel system still lacks structured information about the law's application. To date, we do not possess precise systemic data that identify who entered via vacancy reservation.

Facing this reality, I would like to provoke the colleagues present here to project the future. Without neglecting the past's legacy or the present's challenges, our priority must be charting the paths to consolidate what we already widely debated: expanding Brazilian representativeness in the Federal Public Administration and, by extension, in the Legislative and Judicial branches, as well as in other federative entities.

Our objective is to pursue the democratization of access to public office. I ask, then, my colleagues: What path must we chart so we can achieve this, in fact, representative future?

Delton Aparecido Felipe
Researcher at the Brazilian Association of black Researchers

It is with profound satisfaction that I participate in this seminar. After a day of intense debate, I find myself facing the thought-provoking challenge of responding to Cida Chagas's provocation and engaging with the voices that, throughout this journey, have expressed a common desire: to build a selection process that reliably reflects Brazilian diversity

I accept this invitation on behalf of the Brazilian Association of Black Researchers (ABPN), an institution with a 23-year trajectory and a body of approximately 5,000 associates. Our network covers everyone from high school students to post-doctors, teachers, and holders of popular knowledge. It is from the speaking position of black men and women dedicated to reflecting upon and improving public policies in Brazil that I present my considerations.

The challenge I received is profound. My central concern lies in projecting the Brazil of the future, echoing a fundamental premise: planning access to the civil service is, ultimately, planning the very architecture of the State.

Thinking about civil service entrance examinations necessarily requires conceiving the profile of the State we desire. I would like to focus specifically on teaching. I speak from my experience as a professor at the State University of Maringá (UEM) and as a researcher at FGV, where I coordinate diversity initiatives. Every career we envision is molded by academic training. It is important that students, regardless of their chosen trajectory, find a living reference of diversity within the faculty. Plurality at the front lines of the State depends on plurality at the foundation of education.

As we evaluate the decade of Law No. 12,990 and its specific impact on the teaching career, mapping the obstacles and formulating strategies that ensure effective representativeness becomes necessary. ABPN maintains an affirmative action observatory, with researchers distributed across all regions of the country, dedicated to measuring the impact of vacancy reservations for students and teachers in their respective institutions.

I have maintained that the debate on examinations and racial affirmative action policies must encompass the entire cycle of inclusion, comprising access, retention (both material and symbolic), and success, ultimately reflected in career progression.

A determining element, frequently underestimated, is that the presence of black teachers constitutes, in itself, a permanence policy for black students. From this perspective, Law No. 12,990/2014 reveals itself as an indispensable instrument for modernizing and updating equity policies in Brazilian Higher Education.

Scientific evidence demonstrates that, although many students overcome material permanence obstacles, symbolic permanence constitutes a complex challenge. The presence of a teaching staff that serves as a reference and qualified interlocutor is determinant for the student to develop a sense of belonging and, in the future, envision an academic career or entry into State careers via civil service entrance examinations.

To ground this thesis, I resort to the seminal study by Professors Luiz Mello (UFG) and Ubiratã Rezende. They conducted a meticulous mapping of official notices published between 2014 and 2018 to verify the applicability of affirmative action policies in higher education teaching. The work was exhaustive, involving the individual analysis of selection processes in 63 universities and 38 federal institutes, covering the entire national territory.

“THE CONCLUSION OF THE STUDY REMAINS ALARMING: THE RESERVATION OF VACANCIES FOR BLACK TEACHERS IN FEDERAL INSTITUTIONS FELL DRASTICALLY SHORT OF LEGAL EXPECTATIONS.”

In universities, specifically, the index of vacancies effectively offered via affirmative action policies did not reach the 10% threshold, situating itself, in real terms, below 5% during the analyzed period. These indicators evidence that the application of Law No. 12,990 faced severe structural barriers in the academic environment during its first years of validity.

As other speakers pointed out, executing a civil service entrance examination demands qualified management and political will for diversity to materialize. However, we observe within the institutions certain administrative maneuvers that, in practice, make affirmative actions unviable.

The most recurrent strategy involves excessively fragmenting vacancies by specialties or subareas. By dividing the official notice into multiple areas with only one vacancy each, the institution avoids reaching the necessary quorum that would trigger the mandatory 20% reservation.

To exemplify: in a college of Pedagogy, instead of launching a unified selection process with ten vacancies for the unit, the administration divides the opportunities into ten distinct areas with one vacancy each, thereby neutralizing the legal requirement.

The Pedagogy example stands emblematic: the institution publishes distinct official notices for Teaching Methodology and Teaching Practice. Although they are correlated fields, the administration treats the selections as isolated processes. This fragmentation ends up obstructing the flow of representation, preventing today's affirmative-action students from finding,

in the future, a teaching staff that also entered via affirmative actions, breaking the mirroring cycle necessary for academia.

Added to this, we face the obstacle of restrictive interpretations. Even in scenarios with a sufficient quorum for reservation, such as in official notices with three vacancies, the law's application runs into conservative legal readings. We must, therefore, qualify the operationalization of these selection processes.

Projecting a selection process is projecting the nation's future. This requires recognizing that public inclusion policies serve as the engine of our social transformation.

We can no longer accept the argument that structural transformations are rendered unviable by administrative or legal hurdles. If the premise of this seminar is 'doing differently to make a difference,' our foundation must be Anti-discrimination Law and the existing legal frameworks that already authorize an equitable distribution of vacancies. The following question emerges: after a decade of the law's validity, what will be the fate of the vacancies that the administration failed to reserve for Black individuals? Will the State treat these opportunities as an unrecoverable liability?

In sectors such as the Judiciary and Medicine, which remain majority white, the discussion regarding proportionality in vacancy destination is unpostponable. Facing the history of official notices that neglected the reservation for black and Indigenous teachers, must we not consider whether, in the next selection processes, the administration should direct these opportunities specifically to these groups? We cannot allow another ten years to pass under new legislation that still admits legal-administrative maneuvers capable of emptying its effectiveness.

It is from this speaking position that we, black researchers, demand not only the opening of new selection processes but substantive effectiveness in their application. We understand that managing these processes frequently collides with institutional resistance; however, we already have victorious paradigms. At ABPN, we articulate the black Rectories group, composed of twelve rectors who occupy high leadership positions and materialize the commitment to equity.

These managers have ratified that breaking the status quo is viable. They demonstrate that, through technical-scientific dialogue and grounded legal consultations, designing strategies for an effective inclusion of black

teachers proves possible. And why do I reiterate the teaching career's importance with such insistence?

There are no economists, bachelors of Law, or administrators who have not gone through the classroom experience. As a professor passionate about the craft, I understand the teacher as hope: the one who supports and encourages the student to persist, even facing adversities. For this reason, planning access to teaching is designing the very base of our national training.

Although universities should act as the bastions of Law No. 12,990/2014, the real impact still proves insufficient. As evidenced, institutions existed that, in the norm's first eight years, did not reserve even a single vacancy for black teachers due to the deliberate fragmentation of official notices. Facing this scenario, is there a lack of vacancy offers, or does the political disposition for inclusive management lack?

Recently, I witnessed the mobilization power of a black collective that succeeded in including Psychology and Racial Relations as a mandatory discipline. It is this capacity to rethink knowledge that we speak of. No innovative future exists without the black and indigenous presence. True innovation resides in the diversity of thought of the subjects who handle technology. There is no way to conceive a full democracy in Brazil without our presence. Thank you very much.

Mislene Metchacuna
Director of Administration and Management at Funai

I thank the MGI and Enap for this seminar of fundamental importance for the current moment of reconstruction and qualification of Brazilian public policies. On behalf of the National Foundation of Indigenous Peoples (Funai), I express that this forum for debate and decision profoundly welcomes us.

To contextualize, Funai is the State's indigenist branch and, historically, faces challenges to find adequate representativeness in institutional spaces. Therefore, the presentations that preceded me, especially Professor Delton Felipe's reflections, fully represent my views.

I am an Indigenous woman of the Ticuna people, originating from Amazonas, and I have integrated Funai's staff for 11 years. My journey is a direct result of the restructuring and expansion project of public universities in the North Region, one of the country's most remote areas. This process of democratizing education granted me the conditions to enter the federal civil

service through the 2010 selection process, whose exam I took in the municipality of Tabatinga.

My trajectory corroborates what the colleague from Ipea said: it is fundamental to conduct studies that allow reaching hard-to-access areas and populations that a lack of financial conditions frequently excludes, preventing them from traveling to capitals or funding registrations. I feel I am the result of an inclusion project that remains timid for the most remote regions, especially in the Amazon. Bringing my voice and occupying this space as an Indigenous woman right now is highly representative.

When we discuss the need for affirmative action policies or affirmative actions for indigenous peoples, we perceive that we still stand one step behind regarding the black movement's historic struggle, which has already obtained more consolidated advances. In our case, the agendas still remain in an initial stage.

We came from a historical past that marked attempts at racial whitening, and looking at this diverse and beautiful plenary, I question: besides me, are other indigenous people present? The silence or low representativeness here demonstrates how much we still need to advance to make it viable for more Indigenous people to occupy these spaces in public structures through civil service entrance examinations.

Although guaranteeing affirmative action policies in universities represents a recent advance, the low presence of indigenous people in spaces like this still persists. I myself entered higher education through broad competition. Following my journey, others managed to enter via vacancy reservation, which represents progress, but the numbers still remain very timid.

In federal civil service entrance examinations, this scenario is even more restricted. In the 2010 Funai selection process, of which I am a part, only nine Indigenous people achieved approval through broad competition. In the 2016 selection process, this number fell to eight.

“THESE DATA DEMONSTRATE THE URGENCY OF INCLUDING INDIGENOUS PEOPLE IN STATE STRUCTURES.”

The State is not an abstract entity; people make it. Therefore, it is fundamental that the staff possesses a qualified gaze, committed to including black people, indigenous people, Persons with Disabilities (PwDs), and women. We live in a more favorable moment today, with a government focused on social policies and attentive to the specificities of a multicultural and ethnically diverse Brazilian population. This seminar summons us to attention, because we, Funai civil servants, know that we still face internal and external resistances.

We must break with institutional inertia and gain acceptance as professionals who possess the necessary conditions and the capacity to integrate into the civil service. Frequently, the administration treats social inclusion merely as an empty discourse. In practice, however, we still feel restriction, discomfort, and a veiled distrust regarding the viability of this presence.

Given everything aforementioned, it is fundamental to reiterate that we are not talking about privileges, but about necessary and overdue affirmative actions. It is exhausting that, in the middle of the 21st century, we still need to fight for the obvious, insisting on proving our competence. We faced a recent past where the official discourse preached the extinction of the country's only indigenist agency and the end of Indigenous peoples, whom society erroneously viewed as obstacles to progress and economic development.

Having overcome this unnecessary phase of our country's history, we must join forces to guarantee that affirmative actions consolidate in fact. Currently, we have the opportunity of vacancy reservation for indigenous people in Funai's civil service entrance examination. However, extending this policy to other public organizations and institutions remains a grandiose yearning.

I hope we manage to advance gradually. A certain fear and questioning still exist regarding what our intentions would be when occupying these spaces. We must state the obvious: we are as human as any citizen. We possess differentiated cultures and languages, but we share the same thought and the duty to collaborate with public administration. Our contribution aims for an effective management that respects and guarantees Brazilian society's constitutive differences.

In Brazil, we number more than one and a half million indigenous people, representing about 1% of the population. Unfortunately, historical processes of attempted elimination and identity erasure mark our

trajectory, a challenge we share with the black population. Thanks to the resistance of social and Indigenous movements, we achieved advances in the Federal Constitution, such as Article 5, which ensures everyone's equality before the law.

However, it falls to us, public managers, to reflect on how much we have contributed so this equality materializes in practice. We face complex challenges, whether in the National Congress or within the various political forces inside the government. Often, the continuity of policies depends on the current administration's orientation, treating affirmative actions as if they represented a threat or a risk to society, when, in truth, they constitute a mechanism of justice.

At Funai, this challenge reflects a historical demand from Indigenous movements across the national territory. While we have, for the first time, a Ministry of Indigenous Peoples, this alone does not suffice. It is fundamental that we reshape the face of the civil service, making it truly representative of Brazilian diversity.

The CPNU emerges with the proposal to guarantee the participation of indigenous peoples who live in their territories and who, as I mentioned, lack the conditions to access traditional selection processes. I believe we find ourselves in a favorable moment to advance and, in the medium and long term, transform the State's face. Guaranteeing these spaces does not represent an act of confrontation, but the necessary condition for democracy to consolidate fully.

We hope that no government will ever again treat Funai and Indigenous peoples with disdain. The work we conduct aims to defend fundamental rights within a context of climate crisis that affects everyone, regardless of class, race, or gender. Indigenous peoples and Funai hold the responsibility and the duty to ensure these spaces of preservation and life; however, for this to be achieved, the administration must effectively listen to our demands.

I conclude by congratulating the event’s organization and citing a leader from the Xukuru people: ‘Tell the people to advance.’ We are here to advance together.

I would like to add a fundamental datum. According to the last Census, we number 1.7 million Indigenous people in Brazil. However, within the Federal Public Administration, this presence is almost nonexistent. In a universe of approximately 500,000 Executive Branch civil servants, only 0.3% self-declare as indigenous.

In fact, our objective with this work is to advance in order to reverse this scenario, making the indigenous presence a reality in public administration, so these people can act directly in formulating and executing their own policies and actions. Thank you.

Márcia Lima
Secretary of Affirmative Action Policies, Combating and Overcoming Racism at the Ministry of Racial Equality (MIR)

I would like to highlight the guidelines grounding this new design for affirmative action policies. We have the critical accumulation of ten years of Law No. 12,990/2014, a legacy revealing the urgency of advancing on points where the previous legislation proved timid or where legal interpretation ended up erecting barriers to access.

Our proposal, constantly improving, focuses on ensuring vacancy reservation becomes a tangible reality in all stages of the selection process. This demands directly confronting vacancy fragmentation and establishing clearer heteroidentification criteria. The objectives are to ensure the process's legal certainty and consolidate the policy's social legitimacy.

We work from the premise that diversity in the civil service transcends the sphere of social justice; it is a matter of State efficiency. A government structure that fails to mirror the plurality of its society will inevitably face difficulties in formulating public policies that are truly effective for that same population.

I would like to present the data sustaining this thesis and justifying our proposal to expand reservation percentages, as well as include new groups, such as indigenous peoples, in the legal text we will submit to the National Congress.

A central point of this process is major institutional articulation. The Ministry of Racial Equality, in direct partnership with the Ministry of Management and Innovation, has fully dedicated itself to diagnosing and confronting the difficulties the current legislation presents.

Today, voices like those of Frei David and Delton Felipe brought fundamental points that reinforce our conviction. Beyond revisiting the legal text, we deeply analyzed the body of studies produced in the last decade. It remains necessary to highlight the importance of the research Enap and Ipea developed through black civil servants who, since 2014, accompany, monitor, and diagnose the impact of Law No. 12,990.

All this accumulation of scientific knowledge served as the basis for the legislative renewal proposal we elaborated. We now face a crucial schedule issue: the political timing. The Congress must ratify the renewal of affirmative action policies by June 9, 2024.

We work rigorously according to this deadline. Although we initiated the process well in advance, we know parliamentary time has its own dynamics. For this reason, we structured this working group, mapped the structural problems, and we remain mobilized to guarantee the continuity and improvement of this State policy.

Vacancy fragmentation is a systemic problem, with critical incidence in universities. As Delton Felipe rightly pointed out, we possess solid proposals to advance the legislation, but we face the challenge of university autonomy. For this reason, the affirmative policy must be disseminated and actively addressed within these institutional spaces.

Our current proposal is rigorously supported by data and grounds itself in the Racial Equality Statute to define the beneficiary public.

> **“WE ARE INNOVATING BY INCLUDING QUILOMBOLAS AND INDIGENOUS PEOPLES IN THIS NEW VERSION, BY PROPOSING THE INCREASE OF THE RESERVATION FROM 20% TO 30%.”**

Additionally, we seek to reduce the minimum quorum in official notices from three to two vacancies for the mandatory application of the affirmative action policy, a direct measure to neutralize opportunity dispersion and guarantee the law's effectiveness.

Another fundamental pillar of our reform is reviewing verification procedures. We propose transitioning the nomenclature to confirmation of self-declaration. This change is strategic: the term heteroidentification can mistakenly suggest the State is invalidating the subject's identity, which fosters legal uncertainty. In our design, the candidate exercises their right

starting from self-declaration, and the commission's function is strictly to confirm this technical condition.

The commission lacks the prerogative to identify the individual, aiming instead to validate the declaration they presented. We adopted this technical refinement to make advancing the matter in Congress viable, given the theme's extreme sensitivity. In the Bill on affirmative action policies for Higher Education, for example, the Chamber suppressed similar provisions. In the Senate, we faced amendments aiming to extinguish any verification mechanism.

We must find paths to overcome resistance. Legislation, in isolation, does not replace active policy and permanent vigilance against fraud within universities and other institutional spaces. We live in a scenario of constant tension that demands redoubled attention. While Law No. 12,990/2014 focused on the Black population (*pretos and pardos*), our current proposal expands this scope to explicitly include Quilombola and Indigenous peoples.

Our greatest urgency resides in the approval schedule, given the meager remaining validity period. However, the preparatory work proved exhaustive: we consolidated implementation evaluations, official decisions, and the Supreme Federal Court's ADC 41 guidelines, our guiding document. Armed with detailed data from the MGI's Secretariat of Personnel Management, we have the precise diagnosis of why the implementation faced so many obstacles and, more importantly, how we intend to overcome them.

Another point we will seek to improve involves the technical details that allow circumventing the legislation. Currently, we face law firms specializing in litigating against Law No. 12,990/2014 and digital content instructing how to perform before a heteroidentification commission. In short, an industry of mechanisms to defraud the system consolidated itself.

To combat this scenario, we are focusing on crucial aspects, such as the dynamics of filling broad competition vacancies and structuring specific reserve lists. A chronic problem resides in opening selection processes with only two vacancies, where the law does not demand immediate reservation. However, if new vacancies arise throughout the examination's validity, the administration ends up neglecting the affirmative action policy in these surplus summonses.

Mitigating all these legal loopholes constitutes a complex challenge, but we are advancing. We diagnosed that the law's low compliance frequently stems from this divergence between the original official notice

and subsequent summonses. Our proposal seeks to legally surround this gap, guaranteeing the reservation falls upon the total number of summonses, not just the official notice's inaugural number.

Vacancy fragmentation remains the central challenge we are committed to solving, leading us back to the imperative of political articulation. In the university context, the model of selection processes by department predates the current legislation, but altering its logic remains urgent. If the institution announces a total of one hundred vacancies, the reservation must fall upon this global announcement before any official notice fragments them.

The next question concerns the allocation criterion: where should the administration direct the affirmative-action-policy holder's vacancy? I advocate for the creation of objective parameters, prioritizing, for example, departments with zero or very low ethnic-racial representation. We have strategic areas without a single Black faculty member. However, such rigorous criteria can hardly be fully detailed in the text of the law, under the risk of conflicting with the principle of university autonomy. Therefore, I reiterate that it is fundamental to combine the legal dimension with the political dimension. The law does not replace critical vigilance and militancy within institutions. I make a point of noting that the answer to the demands we heard today depends on the political occupation of these decision-making spaces.

The law is our instrument of effectiveness. Although Brazil has remained a signatory to international conventions since the 1950s, we know diplomatic agreements, in isolation, do not eradicate discrimination. However, these milestones serve as the basis for our decisions. When we elaborate a merit opinion for a bill, we ground our argumentation in these treaties, the Racial Equality Statute[8], and the STF's consolidated jurisprudence.

Currently, the Federal Government possesses a legal framework backing us to advance affirmative actions, sensitive themes in the public debate. We already demonstrated our articulation capacity by approving the revision of the Affirmative Action Policies Law in higher education. This process proved complex but victorious under the leadership of Deputy Dandara Tonantzin and Senator Paulo Paim.

[8] The Racial Equality Statute (Law No. 12,288/2010) is the legal instrument that consolidates rights and guidelines for overcoming ethnic-racial inequalities in Brazil. It grounds the implementation of affirmative actions in various areas, including the civil service, by establishing the State's duty to promote equal opportunities and combat discrimination.

SEMINAR II

Civil Entrance Examinations: People and Innovation: New Paradigms for Recruitment in the Public Sector

02/06 - 03/06/2025

OPENING

Betânia Lemos: President at National School of Public Administration (Enap).

Eveline Martins Brito: Executive Secretary at Office of the Comptroller General (CGU).

Anielle Franco: Minister of State at Ministry of Racial Equality (MIR).

Esther Dweck: Minister of State at Ministry of Management and Innovation in Public Services (MGI).

SUMMARY OF THE DEBATE:

The implementation of the National Unified Civil Service Examination (CPNU) was debated in this opening panel as a milestone in the democratization of access to the State and in the consolidation of a representative bureaucracy. With 2.1 million registered candidates, the examination process utilized regional and ethno-racial diversity as an asset to strengthen state capacities. The coordination among MGI, CGU, and the Attorney General's Office (AGU) ensured the integrity and legal certainty of the innovation, while Enap institutionalized transversal training and specializations as requirements for the probationary period. The seminar reaffirmed the commitment to the recomposition of the federal workforce, focused on ethical preparation and care for the citizen.

Betânia Lemos
President of the National School of Public Administration (Enap)

I would like to greet the authorities present and state that it is an honor and, at the same time, a very significant challenge to be at this table composed entirely of women to discuss civil service entrance examinations.

We know that the profile of those selected in civil service entrance examinations was restricted to population groups from a few regions of the country. This scenario resulted in a low proportion of black civil servants compared to the national demographics, in addition to various under-representations of society. Faced with this diagnosis, Minister Esther Dweck and the MGI team identified the opportunity to improve the selection model, which culminated in the implementation of the CPNU.

This was one of the pillars for the construction of a public bureaucracy that reflects the diversity of the country and of its population. The objective is to consolidate a representative and active bureaucracy, capable of elevating the quality of the deliveries and services demanded by society.

The CPNU democratized access to the civil service throughout the national territory. With exams administered in more than 200 municipalities, the examination process adopted a differentiated methodology to mitigate exclusions and ensure diversity.

> **“THE PLURALITY OF PROFILES IN THE PUBLIC SECTOR IS IMPERATIVE, AS IT INCORPORATES DISTINCT VISIONS AND LIFE REPERTOIRES, ENSURING PUBLIC POLICIES ADHERE MORE CLOSELY TO SOCIAL DEMANDS.”**

Aligned with this directive, Minister Esther Dweck demanded from Enap the development of an innovative training program. The objective was to guarantee that, beyond the entry via CPNU, the new civil servants would

receive solid technical and ethical preparation, consistent with the challenges of the new Public Administration.

The more than 6,500 new civil servants will participate in training with a workload of 280 hours. The administration established the program as a mandatory requirement for approval in the probationary period and, consequently, for the acquisition of functional stability. This involves transversal training, which covers the functioning of the State, the harmony among the Powers, and the regional nuances of the country, in addition to founding the cycles and concepts of public policies. The purpose is to ensure that entry into the civil service is guided by rigorous technical and institutional preparation.

Regarding the civil servants with in-person training courses at Enap as a stage of the civil service entrance examination, everyone receives, in an unprecedented manner, training at the *lato sensu* specialization level (MBA). Currently, there are various careers in training at Enap, totaling approximately 1,300 people, with a workload that varies from 380 to 550 hours, depending on the career. This constitutes solid training, which offers a diversified and in-depth view of the role of the civil servant and the meaning of public service, guiding the instrumental application of public policy mechanisms to meet the demands of society.

Everything that is new can and should be improved. This is the inaugural edition of the CPNU and the first time that civil servants undergo in-depth training courses. There are, therefore, several points to be perfected, which remains the central objective of this international seminar. The intention is to promote a debate on different aspects of this experience, learn from this first cycle and from the practices of other countries to, from that point, build paths for the next cycles of entry into the civil service.

I hope this seminar becomes a space for exchanges and commitments, so that we may continue with the purpose of strengthening a State that welcomes, includes, and transforms the lives of people in Brazil.

Eveline Martins Brito
Executive Secretary of the Office of the Comptroller General (CGU)

Firstly, I would like to say that it remains an honor to be here representing Minister Vinícius. The completion of this seminar represents, above all, an act of courage and of innovation. What we will discuss over the course of these two days goes beyond technical procedures or

administrative norms. It involves promoting intense debates so that we can improve this commitment to institutional transformation. This moment proposes a reflection on the new paths of the public administration, seeking to consolidate the innovations already implemented.

> **“THE PERSONNEL SELECTION, TO SERVE BRAZILIAN SOCIETY, WITH JUSTICE AND EXCELLENCE, CONSTITUTES ONE OF THE NOBLEST MISSIONS OF THE STATE.”**

To serve is a profound concept that translates into the act of caring. The civil servant cares for people and needs to understand this mission, because exercising the public function means meeting the needs of Brazilian society

Each civil servant who enters the State's workforce becomes a pillar of our democracy, whether working in healthcare to save lives, in education to prepare citizens for the future, or in security to protect the population. This relevance also extends to those who work in oversight, seeking the best application of public funds in the formulation of public policies aimed at the common good.

These are the women and men who, with their daily work, guarantee the continuity, the stability, and the quality of the services provided to millions of Brazilians, especially to those who need them most. This seminar constitutes, therefore, a fundamental space for the strengthening and renewal of the commitment to a selection model that values competence, promotes diversity, and ensures equity.

In this sense, in addition to the care for incoming civil servants, both in the selection and in the training course, the challenge unfolds into a look directed at the civil servants who are already in office. It is necessary to consider the new dilemmas of this era, such as the growing presence of artificial intelligence, climate changes, and the non-negotiable commitment to the truth.

Therefore, the innovation in public selection processes, the implementation of affirmative action policies, the overcoming of logistical

and legal challenges, and the debate on these themes are directly linked to the construction of a civil service capable of responding to contemporary challenges.

In this context, we highlight the collective role in the construction of the National Unified Civil Service Examination. We consulted the Office of the Comptroller General (CGU) from the beginning for the mapping and mitigation of the risks inherent to this challenge. Through dialogues and strategies aimed at integrity, ethics, and transparency, we sought to ensure that the selection of civil servants consolidates itself as a republican and reliable process.

The President of the Republic assigned this mission to everyone involved. The support of the CGU represents more than an institutional partnership, as it reflects the commitment to the construction of a Democratic State of Law, in which democracy, social justice, and the defense of the public interest converge.

The civil service possesses the essential civil service calling to promote transformations. The actions of the civil servants guarantee the implementation and the stability of public policies through daily work. It is the responsibility of the functional body to ensure the continuity of essential services, such as public assistance, education, and the maintenance of national infrastructure, guaranteeing that the State remains operational regardless of conjunctural changes.

Civil servants are the ones responsible for the operation of the public machinery, for welcoming the citizen, for protecting rights, and for boosting national development. Investing in the selection of these professionals means investing in the future of the country, guaranteeing that the Brazilian State remains capable of responding to social demands, reducing inequalities, and promoting sustainable development.

Anielle Franco
Minister of State of Racial Equality

I would like, first, to greet this incredible table, and then to express my condolences for the passing of Judge Edinaldo[9], a person with whom I had some work and partnerships in the Ministry. I saw that Minister Macaé

[9] Edinaldo César Santos Junior, a renowned black magistrate and Human Rights reference, who passed away on June 1, 2025, in Aracaju.

Evaristo made a post yesterday and also that several other friends expressed themselves. Edinaldo was a black magistrate whose trajectory and expertise leave a great legacy. I begin, therefore, my speech with my condolences to his family and friends.

As I sit at this table alongside women I admire and am proud to stand with, I once again condemn the attacks against Marina Silva[10], who, after everything she has faced, is still the target of new aggressions. For this reason, it is fundamental that we increasingly occupy these spaces.

I have great honor and pride in walking alongside so many other women, especially those who make up this panel. I often joke with Minister Esther, calling her my "building manager," because I recognize that taking on this role with such courage and innovation, as she has done, is not for just anyone. Therefore, I begin my remarks not only by repudiating the hostilities against Marina, but also by expressing my gratitude for standing alongside Esther, once again, in this construction.

In this regard, it is necessary to congratulate the work carried out by MGI, as well as to thank you for everything we have done together. I now wish to share a little of my history and how I perceived the civil service entrance examination in the country. I grew up hearing my mother say that my sister and I needed to study to take a civil service entrance examination, and that, for me, seemed like a distant dream.

My trajectory was marked by the reality of someone who grew up in Maré, observing the physical proximity of the Federal University of Rio de Janeiro (UFRJ), but feeling the social distancing of that institution. Entry into higher education only became possible at UERJ thanks to affirmative action policies and the system of affirmative action policies, policies that effectively transform realities. This academic base, with a degree in Language Arts, allowed me to enter the civil service through a civil service entrance examination for teaching in the Municipal Department of Education of Rio de Janeiro, working in elementary and middle school.

The homologation of my approval in the municipal civil service entrance examination occurred in 2022, simultaneously with the invitation from the President of the Republic to join the government. On that occasion, in dialogue with Mayor Eduardo Paes, I highlighted the irony of that moment, since the summons occurred after years of expectation. This experience brought a clear understanding of the challenges of the civil service entrance

[10] Reference to the insults parliamentarians directed at the Minister of the Environment during National Congress hearings in 2025.

examination, including bureaucratic obstacles that I faced previously, such as the process of recognizing a foreign diploma, which would make taking office impossible in previous attempts.

Throughout this process, I sought to understand the dynamics and the requirements of the public selection processes. Although it was not possible to assume the position after the approval, the successful experience in the examination process was a milestone that I shared with my family. Subsequently, I followed similar trajectories in selection processes for my master's and doctorate, scheduled for completion in November of this year, which demand a preparatory rigor comparable to that of civil service entrance examinations.

I share this account because, for a large part of the Brazilian population, the civil service entrance examination represents the main path for upward mobility and access to opportunities. In my experience in the private sector, the absence of stability generated a constant institutional insecurity. This reality became evident in 2018, when my dismissal occurred, motivated by subjective issues related to my public image. On that occasion, it became clear that entry into the civil service, through a stable enrollment, would offer the necessary guarantees for full and protected professional practice.

“THESE REFLECTIONS REINFORCE THE IMPORTANCE OF INITIATIVES SUCH AS THIS FORUM AND THE NATIONAL UNIFIED CIVIL SERVICE EXAMINATION, WHICH ARE FUNDAMENTAL FOR BUILDING A PLURAL AND REPRESENTATIVE CIVIL SERVICE.”

It is fundamental that civil servants recognize themselves in the spaces they occupy. During my trajectory in teaching, the absence of

representation was evident, whether due to geographical origin or identity characteristics that the administration perceived as distinct from the established standard. Democratizing these spaces is, therefore, an institutional necessity.

In this sense, I reinforce my commitment to the defense of affirmative action policies, of which I have been a direct beneficiary in my entire academic trajectory. This institutional policy made my entry into the State University of Rio de Janeiro (UERJ) possible, with approval in third place, and founded my path in graduate studies, including the completion of my master's and, currently, my doctorate. I present this trajectory as evidence of the effectiveness of such policies, as well as an instrument of social transformation and of promotion of academic excellence in the Public Administration.

I recall the dialogue with the President, accompanied by Minister Esther Dweck, about the decree that established the vacancy reservation of 30% for black people in trust functions. On that occasion, when we were questioned about the impact of the measure, we highlighted that, beyond the absence of budgetary costs, the initiative possesses an inestimable social and institutional dimension. Guaranteeing the presence of black people at all levels of the Federal Public Administration is a fundamental measure for the democratization of the State.

Subsequently, faced with the realization of the examination process and with family encouragement to take this fundamental step, I decided to participate. I share this personal experience to articulate it with our institutional role, reaffirming that our actions must always be connected to our origins. The objective is to ensure a future of greater dignity and justice for those who, although they do not directly access decision-making spaces, will find in the civil service entrance examination a democratic path of entry and of representation in the State.

It is a great satisfaction to work alongside such committed female leaders, among so many other women who dedicate their efforts to the social transformation of the country. I wish that these workdays are productive and represent the beginning of a continuous process of strengthening the State, with the expansion of civil service entrance examinations in various areas to guarantee the democratization of

opportunities. As Rebeca Andrade[11] recently said at the Olympics, had always been as good as the others, but what was missing was opportunity.

In this effort, we must inspire ourselves in the legacy of Carolina Maria de Jesus[12] and in the resilience necessary to face the scenario of polarization, and the questioning of affirmative action policies. We remain firm in the defense of these policies, understanding the relevance and the zeal that public management demands.

Esther Dweck
Minister of State at Ministry of Management and Innovation in Public Services (MGI)

I would like to start by greeting the members of this table and, particularly, my friend, Minister Anielle Franco, for her highly inspiring words. Anielle often shares her own story when she speaks, because her life mirrors the reality of many Brazilians. This experience brings fundamental elements so that we can, in fact, promote significant changes in people's lives.

Congratulations, Anielle, for your journey and for being here with us. The mention of Minister Marina Silva remains extremely timely; your support for her in these last weeks was fundamental. It is important to highlight that we, ministers, have sought to strengthen this mutual support, both publicly and internally, especially given the recent episodes involving Marina.

I also register my tribute to Judge Edinaldo, whose loss is immense for all of us. Finally, I greet Betânia for the work of Enap in conducting the directives of the National Unified Civil Service Examination, in partnership with the Personnel Management Secretariat, and for the strategic construction of the training course, an essential stage for the success of this new selection model.

With the publication of the presidential decree on the probationary period, it became mandatory for all newly appointed civil servants to complete the training course during this period. The structuring of the initial training was made possible through a joint effort between the Personnel Management Secretariat and Enap. This collaboration was essential to define the guidelines for the onboarding program. It is worth highlighting

[11] Rebeca Rodrigues de Andrade is a black Brazilian artistic gymnast, a two-time Olympic champion, and the greatest medalist in Brazil's history at the Olympic Games, with 6 medals.
[12] Carolina Maria de Jesus is one of the first black writers in Brazil and is considered one of the most important writers in the country.

that Enap will play a strategic role in the next edition of the CPNU, consolidating its role in preparing new civil servants from the moment they enter the Public Administration.

From the original conception of the National Unified Civil Service Examination to its full execution, the project relied on the fundamental collaboration of various actors and their respective teams. It is important to register that collective effort and the technical commitment of professionals who played strategic roles in each stage of the process made this construction viable.

Since the initial stages, our priority was to ensure the success and the security of this first edition, which demanded rigor and zeal in all phases of conduction. Concurrently, we worked to consolidate this initiative as a permanent public policy. In this context, Enap plays a fundamental role, given its technical competence to assume this strategic function in the training of new civil servants.

Unlike the previous model of the School of Finance Administration (Esaf), which acted as an examining board, the current objective is for Enap to develop the necessary institutional capacity to coordinate and consolidate this process. The focus is on the institutionalization of this policy, ensuring that it strengthens and becomes permanent in the public administration.

It is fundamental that initiatives with positive results have continuity. The model of the CPNU follows this logic and, in this second edition, Enap already actively participates in the initial planning phases. The objective is to promote a gradual transition of competencies to the autarchy, consolidating its strategic and technical attribution in conducting this process.

I would like to register a thank you to the representation of the AGU, which had a fundamental participation throughout this process. As was well pointed out, the performance of the AGU was decisive for the viability of the examination process. Furthermore, before detailing this collaboration, it is also necessary to highlight the essential role played by the oversight bodies, which were important partners in this construction.

In the Ministry, we prioritize a dialogical approach with the oversight bodies, which remains fundamental to confer legal certainty to our innovation initiatives. True to our name, we seek to diagnose the challenges of administrative modernization through the experience of our technical staff and the active listening to civil servants. This approach allows us to

identify barriers and build solutions that make the transformation of the State viable with efficiency and transparency.

Frequently, the main obstacle to innovation is the fear that oversight bodies will punish eventual failures. However, learning and risk are inherent to any innovative process.

> **“IF THE INSTITUTIONAL ENVIRONMENT DOES NOT STAND ERROR AS PART OF DEVELOPMENT, AGENTS AVOID NEW SOLUTIONS, LIMITING THEMSELVES TO REPRODUCING TRADITIONAL METHODS BECAUSE THEY CONSIDER THEM SAFER.”**

To advance, we must overcome this culture of fear, allowing the public administration to evolve without the obstacles of administrative apprehension.

We have maintained a constant dialogue with the oversight bodies regarding this theme and an important convergence exists. Both the CGU and the Federal Court of Accounts (TCU) recognize the necessity to make innovation viable. There is a common understanding that oversight, whether internal or external, must act in a manner that permits institutional learning and controlled risk, without the administration summarily punishing the failure inherent to the new process.

The methodology we adopted in the Ministry favors collaborative construction from the initial stages, meaning we submit our proposals to dialogue, incorporate criticism, and build solutions jointly. We use the risk matrix as a central tool to identify and mitigate potential threats. However, we recognize that the dynamism of complex projects can present unforeseen risks, demanding responsiveness and course corrections throughout the process.

This approach has demonstrated great effectiveness, both in assisting the oversight bodies in the formulation of our policies and in the subsequent analysis of their execution. Faced with eventual inconsistencies, the administration carries out the correction constructively and not merely punitively, which allows a real learning environment and ensures that the public administration can, in fact, advance with safety and agility.

For this reason, I insisted that Eveline be here today. The presence of the representation of the AGU reinforces the importance of the cooperation we have built. Recently, a TCU ruling on the civil service entrance examination reaffirmed this synergy. This understanding remains fundamental for the management, as the recognition that the objective is success offers the necessary security to face challenges in public policies. On that occasion, the TCU understood that specific failures, already identified and in the process of correction by the Ministry, are part of the administrative dynamics. It is this logic that allows us to advance, substituting the presumption of bad faith with technical dialogue and continuous improvement.

Error is an inherent element of the learning process and oversight bodies play a fundamental role in its correction. In this sense, I highlight the decisive performance of the AGU, represented by the Sub-Prosecutor General of Public Management, which monitored everything from the formulation to the defense of the examination process during the judicialization of administrative processes. Likewise, the Legal Consultancy (Conjur) of the Ministry, represented by Karoline Bussato[13] and the entire team, acted in an integrated manner with the AGU to guarantee legal certainty in all phases of execution and closure of the civil service entrance examination. So, once again, I thank Minister Jorge Messias[14], represented here by Ivan[15], and I thank you for this partnership.

The articulation with the Ministries of Racial Equality, of Indigenous Peoples, and of Human Rights and Citizenship was essential to promote diversity in the civil service. This collaboration was reflected both in the fulfillment of the affirmative action policies and in the revision of the implementation ordinances. Furthermore, the drafting of the new Affirmative Actions Law[16] in the civil service, recently approved by the National Congress,

[13] Karoline Bussato, Legal Consultant/MGI.

[14] Jorge Messias, General Attorney of the Union.

[15] Ivan Santos Nunes, Deputy General Counsel of the Union for Public Management.

[16] Law No. 15,142, of June 3, 2025.

represents a historical milestone. With the presidential sanction, this new legal order will fully govern the CPNU 2, consolidating the commitment to representation.

It is necessary to register the role of the Supreme Federal Court (STF) in the preservation of legal certainty during the examination process. Minister Dino granted an injunction guaranteeing its validity until a new law could replace it. This decision maintained the effectiveness of the previous legislation until the promulgation of the new legal framework and was decisive for the continuity of the affirmative action policies for the CPNU. For the next editions, the Examination Process will already be based on the new Affirmative Actions Law, the result of a joint construction with the Ministries of Racial Equality, of Indigenous Peoples, and of Human Rights and Citizenship.

I would like to thank Kiki[17], Executive Secretary of the Ministry, who was with us coordinating this entire process, assuming a large role alongside the team of the Personnel Management Secretariat, from the initial idea to the entire elaboration of the civil service entrance examination. Next, I thank José Celso Cardoso Júnior, Secretary of Personnel Management, and his team. I also highlight Cida Chagas[18], Director of Provisioning, who was initially in my office, just like José Celso, when we began to develop the idea. Both later went to the Personnel Management Secretariat, precisely to conduct the execution of the civil service entrance examination, playing a fundamental role in the formulation and implementation of this public policy.

Following that, I thank Alexandre Retamal[19], a professional we brought from another agency. I consider this movement fundamental in the elaboration of public policies and in the discussion on the transversality of careers. This mobility allows the expertise developed in one area to become innovation in another. Retamal brought the vast experience of the Inep in conducting the Enem to assist in the conception of the civil service entrance examination. As is public knowledge, the CPNU drew great inspiration from this educational exam model, which generated the affectionate nickname of 'The Enem in Civil Service,' a term we adopted with satisfaction.

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[17] Cristina Kiomi Mori, Executive Secretary at MGI. Cristina Kiomi Mori, Secretária Executiva do MGI.

[18] Maria Aparecida Chagas Ferreira, Director of Personnel Provisioning and Movement of the Secretariat of Personnel Management at MGI.

[19] Alexandre Barbosa Retamal, General Coordinator of Logistics of the National Unified Civil Service Examination (CPNU).

I also thank Pedro Assumpção, who formed a constant duo with Retamal, solving problems and thinking of solutions; and Karoline Busatto and the entire Conjur team, in partnership with the AGU, for acting intensely since the beginning. There were moments when we held two or three meetings a day to handle the legal demands. In the Executive Secretariat, I mention Janira[20] and Anna Venturini[21]. It is worth highlighting that Anna worked intensely on the draft of the Affirmative Actions Law, but did not work on the civil service entrance examination, because, in fact, she took the examination process and was approved.

I thank Daniela Gorayeb[22], our advisor for social participation and diversity, for the work in the discussion and implementation of the affirmative action policies; the SETE team, in the person of Secretary Francisco Gaetani[23], whose role is to think about the transformation of the State in articulation with the secretariats of the Ministry; and Frederico[24], who, in the area of personnel management, has played a fundamental role, working very closely with the SGP. This partnership was essential for us to be able to advance on several fronts.

In Cida's team, I thank Queila[25], who has played a prominent role, in addition to the entire SSC team, represented by Secretary Cilair Abreu[26], as well as other people from the Secretariat who played a very important role throughout the execution and also in the reception of civil servants, since we receive the civil servants not only of the Ministry of Management, but of the three ministries in which the SSC operates.

My presentation, therefore, is primarily dedicated to institutional recognition and to reflection on innovation in the public service. We will consolidate and publish this content in due course, since it systematizes fundamental stages of the processes of transformation and institutional maturation that we have undergone.

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[20] Janira Tripodi Borja, Program Director of the Executive Secretariat of the MGI.

[21] Anna Carolina Venturini, Program Director of the Executive Secretariat of the MGI.

[22] Daniela Salomão Gorayeb, Advisor for Social Participation and Diversity of the Executive Secretariat of the MGI.

[23] Francisco Gaetani, Extraordinary Secretary for State Transformation.

[24] Frederico de Morais Andrade Coutinho, Project Manager of the Extraordinary Secretariat for State Transformation (SETE/MGI).

[25] Queila Candido Ferreira Morais, General Coordinator of Civil Service Entrance Examinations and Personnel Provisioning of the MGI.

[26] Cilair Rodrigues de Abreu, Secretary of Shared Services.

Upon assuming management in 2023, under the presidency of Luiz Inácio Lula da Silva, we encountered a critical scenario of personnel deficit in various departments. The shortage of staff was generalized, making the prioritization of the most affected areas difficult. The recently recreated ministries, especially in the areas of Human Rights, Environment, and Culture, faced severe workforce gaps.

In previous years, the Federal Public Administration registered a net loss of over 70 thousand civil servants, heterogeneously among the agencies. Faced with this diagnosis, we made the necessary resources viable for the recomposition of state capacity via public civil service entrance examinations, through the Transition Constitutional Amendment.

The premise of the new model was based on the diagnosis that the ministerial structures faced a process of erosion of expertise in recruitment and selection, a reflection of the hiatus of public civil service entrance examinations since 2016. Faced with the eight-year interruption in the recomposition of staff in various areas, there was a growing demand for centralized technical support.

Added to this, we identified the low regional and ethno-racial diversity in the civil service workforce. Based on these two aspects, the need for technical support for the agencies and the imperative of representation, we structured the logic of centralizing the public selection process as a solution to strengthen state capacity and promote equity.

From this premise, we consolidated the implementation of a new paradigm of public selection. The adherence of 2.1 million registered candidates ratified the viability of the model and the high interest of society in the examination process. Although the final universe was approximately one million effective participants, this volume represents a historic milestone, consolidating itself as the largest civil service entrance examination of the Federal Public Administration.

The process culminated in the selection of more than 6,600 new civil servants, who have already begun entering the functional workforce, many of whom are in the training course phase. This continuous flow of new professionals materializes the recomposition of the workforce and strengthens the technical staff of the Public Administration.

In this context, the realization of this seminar and the launch of the work A Saga do CPNU assume a relevant role in the recording of institutional memory. The systematization and the recounting of experiences remain

fundamental for transparency and the understanding of management processes.

The documentation of these practices allows the administration to share and replicate the innovations developed in a specific area in other areas of the public administration, fostering organizational learning.

We had very important results in terms of representation. We achieved a filling of the affirmative action policies vacancies above the minimum floor, which showed that we have great potential for the entry of more people into the federal public service, especially black people, people with disabilities, and indigenous peoples. We had 33% of approved candidates, above the minimum percentage. At the same time, we began to perceive that we needed to deepen and rethink some issues, including in light of the CPNU 2 and other civil service entrance examinations.

From a logistical perspective, the examination process was successful, despite the magnitude and the complexity of the operational challenge. Judicialization represents another front of considerable challenge. On this subject, the Minister of the Civil House, Rui Costa, in a dialogue about the legal stages of the civil service entrance examination, recalled his previous experience as governor. In forums with the Judiciary, stakeholders raised the very viability of conducting civil service entrance examinations as a critical demand, given the extreme legal and administrative complexity that involves these processes today.

The judicialization of examination processes remains a latent and priority issue. We have worked continuously on the improvement of public selection processes, with the primary objective of mitigating judicial litigation. However, a broader dialogue on the topic is necessary. In this sense, we established a constant dialogue with the Judiciary and with the Public Prosecutor's Office, aiming at the alignment of procedures and the preventive correction of eventual failures, in order to reduce the need for judicialization by candidates and guarantee greater legal stability to the process.

We will broadly debate the theme of the application of affirmative action policies, as well as the perspective of expanding affirmative action policies under the aegis of the new legal framework, in this seminar. Furthermore, we will discuss the assessment of competencies in the public sector.

As highlighted by Executive Secretary Eveline Brito, our directive is to guide entry into the civil service under a vision of social commitment. In this sense, it is important that the new civil servant understands their role as an agent of care and promotion of the population's well-being. The objective is to consolidate a public administration that advances technically and in its commitment to citizenship.

CPNU: EVALUATION, LESSONS LEARNED AND THE FUTURE

José Celso Cardoso Júnior: Secretary of Personnel Management at Ministry of Management and Innovation in Public Services (MGI).

Carlos Corseuil: Planning and Research Technician at Institute for Applied Economic Research (Ipea).

Pedro Masson: General Coordinator of Data Science of the Directorate of High Studies at National School of Public Administration (Enap).

Heliton Ribeiro Tavares: Professor at Federal University of Pará (UFPA).

Regina Coeli Moreira Camargos: Deputy Secretary of Personnel Management at Ministry of Management and Innovation in Public Services (MGI).

SUMMARY OF THE DEBATE:

This panel consolidated the analysis of the results of the National Unified Civil Service Examination (CPNU), evidencing its role as a policy of integration among education, work, and distributive justice. The debate demonstrated that institutional coordination between management and research agencies strengthened state capacity, guaranteeing transparency and data security in the construction of the memory of the examination process. The data revealed significant impacts on social mobility and on the reduction of historical disparities, proving that the unified and decentralized model promoted more equitable and competitive entry into the federal civil service.

José Celso Cardoso Júnior
Secretary of Personnel Management of the Ministry of Management and Innovation in Public Services (MGI)

Initially, it is necessary to highlight that this seminar transcends the specific analysis of the CPNU. It is a comprehensive forum, dedicated to the examination of civil service entrance examinations in their multiple dimensions, complexities, and contemporary challenges. Given the projection achieved by the CPNU from its conception to its execution, it is understandable that the model assumes a leading role in the discussions. However, our expectation is that the reflections produced here reach a broader spectrum regarding the recruitment and selection system in the Brazilian State.

I also want to echo the previous panel, especially Minister Esther Dweck's remarks, by greeting and thanking everyone involved in this endeavor. I also want to thank the teams at the SGP and SSC, as well as the Executive Secretariat and SETE teams.

The CPNU also innovated by articulating the integrated and collective action of various secretariats in favor of this achievement. This involved, including, agencies external to MGI itself. In addition to Enap, Inep participated, as already mentioned, Ipea, represented here at this table, the AGU, and the oversight bodies.

The implementation of this policy demanded complex institutional coordination. Before consolidating itself as an innovation, the proposal presents itself as a structural challenge of public policy, whose implications cover the legal, institutional, organizational, budgetary, and personnel management dimensions.

This set of problems or challenges, which surrounds such an original idea, necessarily demands a collective approach, both from a human and institutional perspective. And this coordination can and must also be considered an innovation in this case. After all, a public policy is never the result of the action of just one department, one directorate, one secretariat, or one ministry.

The process involves and demands a broad collective approach, with the participation of various actors, which we must keep in mind from the beginning. Furthermore, we must emphasize that, in the specific case of the National Unified Civil Service Examination (CPNU), it goes far beyond a restricted innovation in the field of civil service entrance examinations. It is, in fact, a public policy that joins other initiatives, from different spheres, in

the field of employment generation and knowledge production in the public sector.

I refer to the fact that, for example, since the 1990s, when the country universalized the access of children and youth to primary and secondary education, the possibility of expanding schooling opened up. Going further, the initiatives of the 2000s, which allowed the entry of this population into higher education, especially in public universities and through programs such as ProUni and Enem, represented an additional leap in the construction of integrated economic and social mobility policies.

> **“IN THIS SENSE, I SEE CPNU AS ONE MORE STEP IN THIS CONSTRUCTION OF PUBLIC POLICIES THAT OPEN TO THE NEED AND THE POSSIBILITY OF INTEGRATING THE POPULATION INTO JOBS OF A PUBLIC NATURE.”**

This is something that was and continues to be a challenge in a country as heterogeneous and unequal as Brazil. Therefore, it is important to see the CPNU also as an additional brick in this construction of policies that integrate over time, allowing individuals to build personal trajectories that culminate professionally in an activity in the public sector.

Furthermore, the CPNU must also be seen as an opportunity for the integration of personnel management policies themselves within the federal public sector, to the extent that, from this experience, we can better visualize and connect the needs of programs, work processes, and policies in the area.

This cycle begins with the preparation of candidates for entry via the civil service entrance examination and develops through training courses. The process advances with the qualification of these professionals within the scope of the new probationary period, currently in the

implementation phase, and consolidates into a career trajectory guided by the continuous development of civil servants.

Carlos Corseuil
Planning and Research Technician at the Institute for Applied Economic Research (Ipea)

The Institute for Applied Economic Research (Ipea) has acted, since the genesis of the project, in close cooperation with the Ministry of Management and Innovation in Public Services (MGI) in providing technical advice for the execution of the first CPNU. The presented results are, therefore, the fruit of this joint evaluative effort. This diagnosis comprises only the initial step, the true objective being the continuity of this cooperation to present earlier results. We must register the fundamental role of our colleague André Gaertner Campos, who led this effort and was responsible for a large part of the results presented here.

The presented data refer mainly to the social mobility resulting from approval in the CPNU. We observe that a significant portion of the approved candidates is composed of black (*pretos* and *pardos*) candidates, indigenous peoples, and women. The analysis is essentially based on the comparison of previous conditions in the labor market, with an emphasis on salary levels, and the remuneration prospects upon entering their respective careers.

Such comparison demonstrates a significant advance, on average, with a pronounced impact for the aforementioned groups. Thus, in addition to fostering social mobility broadly, the CPNU promotes even more significant ascension for black (*pretos* and *pardos*) candidates, indigenous peoples, and women, directly contributing to the fight against inequalities.

The methodology of this evaluation is based on the universe of 6,719 candidates, which includes approved, summoned, and qualified candidates, even encompassing those with cases undergoing judicialization. This group encompasses the candidates selected within the number of vacancies, those summoned for training courses, and those qualified in subsequent phases. This is a markedly heterogeneous group, composed of 173 distinct civil service positions, a variable which we duly weight in this analysis.

For the analysis of conditions prior to the examination process, we integrated five distinct databases. The primary sources comprise the registration data of the candidates and the records of the Ministry of Labor and Employment, with an emphasis on the Annual Record of Social Information (RAIS), which details the trajectory in the formal labor market. We identified the labor history of the candidates in 75.8% of the cases.

The presented results are based on this subset. The average remuneration of this public, prior to the civil service entrance examination, was R$ 7,657.37. Upon standardizing by working hours, this amount corresponded to R$ 214.88 per hour. I would like to point out that we established all subsequent comparisons based on this standardized remuneration.

“THE MAIN RESULT DEMONSTRATES THAT, WHEN COMPARING THE PREVIOUS REMUNERATION WITH THE ONE ESTABLISHED IN THE OFFICIAL EXAMINATION NOTICE, AND OBSERVING THE PLACEMENT ACROSS THE 173 DIFFERENT CIVIL SERVICE POSITIONS, THE AVERAGE HOURLY REMUNERATION UPON ENTRY INTO THE FEDERAL CIVIL SERVICE IS DOUBLE THE PREVIOUS ONE.”

In summary, we verify an average twofold increase in the remuneration level.

For 28.2% of the candidates, the initial remuneration will be lower than the one previously received. As the administration mentioned at the opening table, there are motivations that transcend the salary dimension, such as the civil service calling, career progression prospects, and stability. Still, for the vast majority, corresponding to 71.8%, an effective salary gain occurred.

When detailing the information by gender, race, and color, the previously anticipated scenario becomes evident. The remuneration earned by candidates in the labor market presented pronounced disparities in the pre-examination period. In general terms, women received lower incomes than men, just as black (*pretos* and *pardos*) and indigenous peoples had lower remuneration than white and yellow individuals.

Upon observing the data, we verify that the inequality faced by these groups in the civil service is significantly smaller, or even nonexistent among the positions, compared to the disparities in the private sector. Consequently, these groups obtain a much more expressive remuneration advance. To exemplify the stratification of the population by these categories, the data demonstrate that the highest previous remuneration belonged to the group of white and yellow men, followed by white and yellow women, *preto*, *pardo*, or indigenous men, and finally, *preta*, *parda*, or indigenous women. This analysis corroborates the comparison that resulted in the average index of 2.1. This indicator reveals that the entry remuneration in the civil service is, on average, 2.1 times higher than that practiced in the private sector, even though a portion of the candidates already had a bond with the public sector.

This distribution occurs as follows: for white men, the increment ratio is 1.8; for white and yellow women, the expected entry remuneration in the new civil service position is 1.94 times higher than the previous one; for the group of preto, pardo, or indigenous individuals, the gain more than doubles, reaching 2.35 for men and 2.48 for women.

These data evidence what the administration initially mentioned regarding the fight against inequalities. The group that traditionally receives lower incomes in the labor market obtains higher magnitudes of remuneration increment. We simultaneously observe the representativity of these groups regarding the distribution of this appreciation.

The data analysis reveals the remuneration evolution of the candidates distributed by income brackets. We observe that, in the initial stratum of the sample, we find the participants who obtained marginal gains or who, as mentioned, registered a reduction in income after entry.

This group represents a specific portion of the surveyed universe, evidencing that the financial impact of the approval varies according to the previous trajectory of each civil servant in the labor market.

The salary distribution evidences significant demographic disparities: we note that the presence of white or yellow men and women decreases as the appreciation brackets increase. This phenomenon indicates that, for this profile, entry into the civil service resulted in more discrete remuneration increments, since their previous positions in the labor market already occupied higher levels.

This configuration alters substantially when analyzing the segments composed of *preto*, *pardo*, or indigenous men and women. In these groups, the representativity expands as the magnitudes of remuneration increase. This phenomenon demonstrates that the black and indigenous population makes up the majority of those who obtained the highest salary gains with the approval, evidencing the role of the civil service entrance examination as an effective vector for economic mobility and the reduction of historical inequalities.

In addition to the segmentation by race, color, and gender, we proceeded to the analysis distributed by civil service positions. We considered eight thematic blocks, aiming to identify the distribution of the remuneration increment among the different areas of the examination process.

The analysis uses an intensity scale to differentiate the levels of salary appreciation, highlighting the most expressive increments. In this context, we observe a notable performance in block 8, in which, regardless of gender or color, we verify a significant improvement in income. This stratum corresponds, precisely, to the intermediate level block, which presented the largest jumps in relative appreciation among all surveyed groups.

Block 4, related to the work and health of civil servants, also presents a high magnitude of appreciation, regardless of gender or color. Other blocks exhibit less expressive increments, with an emphasis on block 2, aimed at data and information technology technicians, which is justified by the already high salary levels in previous professional experiences.

At this stage, we present a refinement with the breakdown of each block into specific careers. Within the work and health block, the performance of labor tax auditors, who appear in the first line of the new diagram, may have driven this result.

As for the final considerations, it is possible to state, from different perspectives, that the approval of candidates in the CPNU represents rapid, intense, and upward mobility. This conclusion encompasses all candidates, specifically the 75.8% for whom we could identify previous experience in the labor market.

We observe a two to two-and-a-half times increase in the standardized hourly remuneration. When detailing the information by gender, color, and race, we note that this mobility is more pronounced among *preto*, *pardo*, or indigenous candidates, as well as among women. This evidence allows us to conclude that, in addition to an expressive effect on mobility, the examination process generates a significant distributive impact.

Finally, we must present the next steps of this research. As mentioned, there is a broad agenda of initiatives to support. We intend to conduct more detailed comparisons, with even more refined data, encompassing not only the CPNU but also simultaneous and similar civil service entrance examinations that had the participation of the same candidates.

Furthermore, we can compare examination processes of participating agencies of the National Unified Civil Service Examination (CPNU) with previous selections of these same institutions, which the administration carried out under different models. It is a comprehensive agenda that will contribute to understanding the mechanisms involved in candidate success and the variation in the profile of approved candidates across different experiences of civil service entrance examinations.

José Celso Cardoso Júnior
Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (MGI)

It is interesting to note that, in Brazil, employment in the public sector fulfilled this role as a vector of social mobility. This occurs because the public sector, especially after the 1988 Constitution, structured itself as a more regulated labor market, endowed with superior remuneration and career prospects. Added to this, the national private labor market has always been characterized by profound heterogeneity and inequality, with lower remuneration and more precarious conditions of insertion and professional trajectory.

> **“THUS, THE PUBLIC SECTOR CONTINUES, ALTHOUGH THIS IS NOT THE INITIALLY DECLARED OBJECTIVE OF THE EXAMINATION PROCESS, TO FULFILL THE FUNCTION OF A LABOR MARKET THAT PROMOTES SOCIAL MOBILITY AND ADVANCEMENT.”**

Pedro Masson
General Coordinator of Data Science at the Directorate of Advanced Studies at the National School of Public Administration (Enap)

Before beginning the presentation, I would like to thank Maria Aparecida Chagas, Secretary José Celso, and the Director of Advanced Studies, Alexandre Gomide, for the opportunity. One of the main innovations of this evaluation stems from the fact that everyone believed in the Enap project focused on the remote research environment.

This initiative was fundamental to modernize our analytical tools and enable the development of this project. It is an infrastructure in which the data remains available to researchers without the need for physical or remote transfer to other devices. This prevents the circulation of sensitive microdata on personal equipment. Enap structured this environment so that researchers access the data, perform the analyses, and extract only the consolidated results. The model is analogous to the secure rooms maintained by Ipea and Inep, but in a virtual format. Such a configuration eliminates the need for physical displacement.

Finally, I thank the team of researchers responsible for the analyses that I will present, composed of Pedro Melo and César Galvão, both civil servants at Enap, in addition to Lorenzo, a scholarship holder from the evidence coordination. They were responsible for preparing the data and the analyses presented here.

The analysis presented here focuses on abstentions, the performance of the candidates, and the affirmative action policies. It is in this context that we insert the aforementioned remote research environment, which counted on the participation of over eight researchers linked to four distinct institutions, utilizing the data without the need for direct file transfer. Such a

model, in our assessment, adds value both in terms of information security and in the optimized use of the data.

> **“IT IS NOTABLE THAT THE PUBLIC SECTOR GENERATES A SIGNIFICANT VOLUME OF DATA, WHOSE POTENTIAL FOR UTILIZATION STILL FACES CHALLENGES RELATED TO INFORMATION SECURITY AND TECHNOLOGICAL INFRASTRUCTURE.”**

In this scenario, the research environment under development at Enap, made possible by the strategic support of the Secretariat of Personnel Management and its directors, consolidated itself as a fundamental initiative to expand the analytical capacity of the administration. We must maximize the use of this evidence to generate concrete results. The indicators presented here offer diagnostics and preliminary reflections that transcend definitive conclusions, since the complexity of the observed phenomena still demands in-depth studies to consolidate their causes.

We had access to the data for approximately one month, a period dedicated to preparing and processing this information. As is known in the field of data science, the analysis represents only the tip of the iceberg, since the main effort lies in processing and understanding the database. Thus, I present initial reflections that we can deepen later, including to investigate the reasons why, in the case of abstentions, women presented higher rates than men.

There are hypotheses for this phenomenon, such as restrictions on availability to take the examination, caregiving responsibilities, and the burden of domestic work that falls on the female public. We can test such assumptions based on the questionnaire the administration applied in the CPNU, which allows us to answer these questions, although we have not yet advanced in that direction. At the moment, we primarily present descriptive data.

The second point indicates that 63% of the registered people who did not attend the examination do not reside in the municipality where they opted to take the test. This data highlights the importance of the decentralized application of the CPNU. When we analyze other civil service entrance examinations, it is probable that many candidates do not even

register due to the distance. It is even possible that this percentage is more expressive in other examination processes, given that the administration concentrates many examinations in the capital cities. We observe, therefore, the correlation between abstention and the examination location: the greater the decentralization, we expect the abstention rate to decrease.

We also observed that, among the absent people, 35% obtained a registration fee exemption. Among the candidates who paid the fee, the abstention percentage was around 24% to 25%, which demonstrates an overrepresentation of those who obtained the exemption benefit. Of the absentees, 24% obtained the exemption because they were registered in the CadÚnico. As there were other modalities of exemption, the total percentage presents variations. These are the most comprehensive data on abstention.

We observed that abstention generally followed the logic of registrations by federation unit. São Paulo was the state with the largest number of registered candidates, which is directly related to the size of its population. Thus, the volumes of abstention and registration presented proportionality when we analyzed them by federation unit. The exception was the Federal District, which recorded the lowest abstention rate. When we analyze the data by state, we verify that Ceará obtained the highest abstention, while the Federal District presented the lowest. Why does this phenomenon happen?

In part, this occurs because we conduct the analysis by federation unit and not by municipality. The Federal District, due to its reduced territorial dimension, may have presented lower abstention, while the other units are much larger states. Another relevant piece of data, observing the case of Rio Grande do Sul, is that it remained close to the average, with about 55% abstention, an index very similar to the general total of 54%.

This data also highlights the importance of the decision to postpone the examination application. If the administration had applied the examination during the period of the climate tragedy, Rio Grande do Sul would possibly present an abstention index much higher than that of the other federation units. We observe, therefore, that the postponement contributed to the state remaining aligned with the others.

When we analyze the geographical distribution, the South Region presented the highest abstention, followed by the Northeast. The Central-West records the lowest rate, strongly influenced by the Federal District. Generally, however, we did not observe expressive regional heterogeneities.

The indices were between 50% and 52%, except for the behavior the administration verified in the Central-West.

A piece of data that draws attention is that, in all federation units, women presented a higher absence index. This rate varied from 54% to 61%, which raises important hypotheses and signals the need for greater attention to the female public that takes the examination process. It is known that the application of examinations on weekends can be more burdensome for women than for men, due to caregiving responsibilities and the burden of domestic work.

We need to examine this issue in greater depth to understand the factors that explain such behavior. However, the objective data indicates that women presented higher abstention than men. When we analyze abstention by sex and region, we opted for data grouping, because, in the individual observation by state, we verify expressive variation, as in the cases of Pará, Bahia, Amapá, and the Federal District. When the administration performs the regional grouping, the pattern becomes more balanced, revealing that the North region recorded the highest abstention index.

Among the people who abstained and obtained an exemption, 66% were women. This data may be related to the exemption modality, especially the one linked to the Single Registry (*Cadastro Único*), which correlates with income and caregiving attributions.

Among non-exempt candidates, the disparity between men and women is reduced. In the analysis by block, the intermediate level block presented the highest abstention, recording 62%. When observing the relationship between block and sex, we perceive that abstention follows the registration pattern. In general, the percentage of absent men and women reflects the proportion of registered candidates in each block. The only relevant exception occurred in block 6, of economic sectors and regulation: although 49% of the registered candidates were women, they represented 51% of the total absentees.

A piece of data the administration considered especially relevant refers to block 5. In this block, we verified the greatest disparity between the percentage of registered women and the percentage of absent women; that is, although 8% of the women registered in this block, 18% of the female absences concentrated within it. The block with the highest absolute number of registered women was block 8, of intermediate level, which also concentrated the highest volume of registrations, regardless of gender.

We present, therefore, some reflections on the higher absence of women, although without definitive conclusions about the causes yet. It is, for now, a general finding. We now move to the performance of the candidates who attended, analyzing the results according to specific groups.

On average, the approved people obtained a score 158% higher than the non-approved candidates. A relevant piece of data is that the approved women had an average score 3.5% higher than the approved men. In absolute terms, the approved women obtained, on average, 224 points, while the men recorded 216 points. Such evidence reinforces the reflection that the lower female presence in certain careers is not related to performance. It is important to emphasize that we deal here with aggregated scores, which the examining board subsequently subjects to specific weightings per civil service position.

Another relevant piece of data indicates that the people approved through broad competition obtained a score only 4% higher than those approved through racial affirmative action policies and 7% higher than those approved through affirmative action policies for people with disabilities. Furthermore, the non-approved candidates under affirmative action policies presented scores about 90% higher than the non-approved candidates in broad competition.

Such data assist in confronting mistaken arguments that candidates under affirmative action policies would have much lower performance. The analysis of the evidence demonstrates the opposite; especially among the non-approved, the candidates under affirmative action policies present significantly superior performance.

The detailed analysis of performance reveals fundamental patterns for understanding the results of the examination process. The metrics indicate that the general average of approved candidates is at a significantly higher level than that of non-approved candidates, evidencing the distribution of scores throughout the selection.

We observe that the highest concentration of candidates is in the initial scoring range, between 0 and 100 points, while a restricted group reaches scores close to 200 points, a level associated with the approval profile. These data corroborate the previous analysis regarding the performance of the female public; that is, when we isolate the groups of approved candidates, the averages confirm the high competitiveness and

the excellence of the results the women achieved in the civil service entrance examination.

We observe that the performance of women is very similar to that of men, being slightly superior among the group of approved candidates. When we analyze the exemption profile, we verify that the scores of the approved candidates remain close, regardless of whether they obtained the benefit or not. In the case of non-approved candidates, we note a slightly lower score among those registered via the Single Registry (*Cadastro Único*). However, the average of the approved candidates remains balanced across the different registration modalities.

At this point, I highlight the analysis regarding the affirmative action policies. We observed that the candidates registered for the affirmative action policies for black people presented an average performance significantly higher than the general average of the broad competition. We verify, therefore, a high competitiveness among black candidates under affirmative action policies, with a notable proximity between the scores of approved and non-approved candidates. Furthermore, the performance of the candidates approved through this vacancy reservation is similar to the level that the candidates approved in broad competition reached.

This data reveals a relevant aspect of the analysis. Block 5, which recorded an expressive volume of female registrations, was precisely the one in which the average scores were the highest. This evidence helps us understand why the overall performance of the women surpassed that of the men in the examination process.

In conclusion, we conducted a detailed analysis of the affirmative action policies system. In total, 466 thousand candidates opted to compete through vacancy reservations, and women comprised the majority of this group. Regarding the distribution of these registrations, about 90% of the candidates opted for the affirmative action policies for black people, 8% for people with disabilities, and just over 2% for indigenous candidates.

Of the total number of candidates registered to compete for the vacancies through the affirmative action policies system, 46% attended the examination. In the broad competition, the attendance rate was 44%, which demonstrates a slightly higher presence among the candidates registered through the vacancy reservations.

We also verify another relevant piece of data: 24% of the people registered through the affirmative action policies obtained a registration fee exemption via the Single Registry (*Cadastro Único*), while, in the broad

competition, this index was 16%. This evidence reinforces the argument about the intersection between the affirmative action policies and the income level. We observe a more pronounced correlation between the public under affirmative action policies and the data from the Single Registry, which indicates that the affirmative action policies simultaneously perform an ethnic-racial and socioeconomic inclusion function.

Regarding the confirmation of self-declaration, indigenous peoples presented the highest rate compared to the other groups. Among *pretos* and *pardos*, the rate of confirmation of self-declaration by the heteroidentification commissions was 82%. This result already considers the appeals presented and corresponds to the outcome of the process.

We verify that this index is very close to the one recorded for people with disabilities. When we analyze the confirmation data by federation unit, we observe an expressive variation between the states. In the case of affirmative action policies for black people, the state of Amapá recorded 95% confirmation, while Ceará presented 68%. Regarding indigenous candidates, the data reveal important regional disparities, such as, for example, in Piauí, where the heteroidentification commissions did not confirm 50% of the self-declarations.

Regarding people with disabilities, the data by the federation unit indicate that the profile of these candidates is very similar to that of the broad competition. The average age is equivalent. Regarding the distribution by sex, the percentage of women in the affirmative action policies was 52%, while, in the broad competition, this index varied between 50% and 57%.

The distribution by block also follows the registration pattern, with the majority concentrated in block 8, of intermediate level. We note, however, the proportionally higher presence of candidates under affirmative action policies in block 8 compared to the broad competition.

Regarding the regional analysis, we verify a relevant inversion. While the majority of the registrations in broad competition come from the Southeast region, in the affirmative action policies system the largest concentration of registered candidates belongs to the Northeast region.

Finally, in the performance analysis, we observed an inversion similar to the one we verified in the registrations. Among the candidates approved through the affirmative action policies system, 61% were men, although women represented 52% of the total number of registered candidates in this group. This signifies a higher approval index among the male public.

Another relevant piece of data, which we obtained by cross-referencing information with the CIAP, indicates that 19% of the candidates approved through the affirmative action policies system were already civil servants of the federal executive branch in June 2024.

Finally, I present a conclusive and important piece of data. As the Minister highlighted, the CPNU was fundamental to ensure the integral fulfillment of the vacancy reservation percentage. When we compare the approval indices of the broad competition with those of the affirmative action policies for black people, we verify that the effective percentage of approved candidates closely approached 20%. Such a result stems from the precise application of the vacancy reservation by block and by civil service position, which ensures the effectiveness of the affirmative policy throughout the structure of the examination process.

Such a scenario contrasts significantly with the data the administration obtained in a research conducted by this ministry, which partly substantiated the recent legislative alteration. Over the last ten years, the fulfillment of the affirmative action policies was far below expectations, sitting around 7%, instead of the 20% provided by law.

This disparity occurred due to the fragmentation of vacancies and a series of obstacles in the application of the reservation, which prevented the administration from reaching the legal percentage in the previous model. The CPNU, in turn, ensured the integral fulfillment of this affirmative action policy. This result represents an expressive victory for the affirmative action policies, as it allows for a more effective management, ensuring the effectiveness of the 20% percentage.

Regarding the affirmative action policies system, the CPNU demonstrated to be significantly more efficient and adherent to the legislation than the other examination processes that the administration carried out over time, not only in the last cycle, but since the Affirmative Actions Law came into effect in 2014. I consider that these data are relevant for the Brazilian society.

Héliton Ribeiro Tavares
Professor at the Federal University of Pará (UFPA)

Before addressing the central theme, I would like to make brief considerations about my trajectory. I have worked in the area of educational evaluation for a long period, since the completion of my doctorate focusing

on statistics, specifically on the Item Response Theory (IRT). This specialization founded my performance as director of basic education evaluation at Inep, between the years 2008 and 2010.

At the time, one of my agendas was the improvement of Enem, especially regarding the methodology for composing the scores. Precisely because I master the item response theory, I joined Inep with the purpose of restructuring the examination. Since then, Enem has undergone profound transformations, consolidating itself as an evaluation model that remains solid and structured. It is gratifying to observe that Enem currently serves as a reference and motivation for the development of other evaluations of excellence.

During my administration at Inep, one of the proposed initiatives was the incentive to create a national teaching examination. The administration prepared the entire normative base; however, the proposal did not proceed. Currently, we observe the advancement of this process through the National Civil Service Examination for Teachers, which follows the same premise, that is, to democratize access and allow the participation of candidates coming from various municipalities.

I understand that the internalization of opportunities is fundamental. The decentralization that this examination process promoted ensures that citizens from small localities have the same conditions of access, which is why I congratulate the initiative.

This presentation, based on dialogues with the technical team, aims to clarify specific points that we identified in the examination process databases. In complex data sets, there are variables that demand a deeper understanding, whose results aim to guide the redesign of strategies and the incorporation of innovations in public policies. Although the interval for processing the information was restricted, we will present the preliminary results we obtained from the questions that the coordination team formulated.

The work is in the initial stage of development, guided by central questions about the performance of the female candidates. The analyses seek to identify in which areas the women presented less expressive results and whether the content specificities of each block influenced this distribution. Furthermore, we investigate whether such disparities occurred in the objective examination, in the discursive one, or in the title evaluation. Although the integral analysis is still ongoing, the initial steps allow us to present the first results that seek to answer these premises.

Based on my accumulated experience in Basic Education evaluations, including Enem, and in monitoring civil service entrance examinations, we observe the recurrence of certain statistical patterns. Even before the exploratory analysis of the current data, the central question was whether such trends would repeat themselves in this context. Since the early years of elementary school, females tend to present superior results in the areas of Language Arts.

Specifically in Portuguese, this pattern is clear. In Enem, such a trend manifests itself in the areas of Languages, Codes and their technologies, as well as in Human Sciences. In contrast, we observe that males, since early basic education, tend to obtain superior results in Mathematics. In the context of Enem, this inclination reflects in Natural Sciences and Mathematics and its technologies. This statistical behavior has been recurring and, in various civil service entrance examinations, the pattern also confirmed itself.

A positive aspect we should observe is that this disparity has gradually reduced. It is possible that we are facing a convergence trend, to which Enem may be contributing over the years. It remains to verify whether such behavior will reflect in the current data. If it confirms itself, this reduction may be even more accentuated in the next editions of the examination process.

Regarding the data and initial conjectures, in the broad competition, women represent the majority of registered candidates, with 57.4%, against 42.6% of males. When we section the universe of effective participation, of the approximately 2 million and 100 thousand registered candidates, about 970 thousand attended the examinations. It is about this group that we have consolidated data, such as scores in general knowledge, specific knowledge, and title evaluation.

In the general knowledge examination, on a scale of 0 to 100, the average score was 51.9% for females and 55.7% for males. Although the average is a relevant indicator, it is fundamental to consider that the candidates situated at the top of the score distribution determine the occupation of the vacancies. However, monitoring the global averages remains essential for understanding the behavior of the examination process.

From these data, we investigated the existence of preference patterns in the registrations by thematic blocks. Just as we observed in elementary school, the hypothesis was that there would be distinct inclinations between the sexes regarding specific areas and blocks.

The analysis included the eight thematic blocks, including block 8, aimed at candidates with High School education. The consolidated data present the effective number of registered candidates by sex and the corresponding total, detailing the participation percentages within each block.

In Block 1, which comprises the areas of Infrastructure, Exact Sciences, and Engineering, women accounted for 38% of participants and men for 62%, indicating the predominance of men in these careers.

In block 2, relating to Technology, Data, and Information, the percentages are even more concentrated: 20% female participation against 80% male participation. This distribution is a determining factor for the analysis, because the existence of an expressive volume of vacancies in these areas tends to result in an occupation that is predominantly male, given the composition of the universe of registered candidates.

In the other blocks, we observed relative equilibrium in various cases. We highlight block 5, which covers Education, Health, Social Development, and Human Rights, in which there is a predominance of the female sex, representing about 74% of the registrations. The other blocks maintain a distribution closer to parity. This understanding is fundamental for us to project the career occupation profile.

Although the focus of the vacancy occupation falls on the candidates with the best performance, the analysis of the global distribution is essential for the eventual redesign of strategies. In the general knowledge data, males present slightly superior results. The scatter plot indicates that 50% of the observations are concentrated in the central interval of the box. We note that, in addition to superior average performance, the male results are more compact, while the female data present greater dispersion and a slightly lower average. Finally, the overlap in other density graphs is expected, since the female sex constitutes the absolute majority of the universe of participants.

The analysis demonstrates that the balance between the sexes is quite pronounced, with greater dispersion occurring only at the extremities of the scoring curve. Regarding general knowledge, the administration treated the scores in a weighted manner, since each thematic block has specific weights that apply to the raw score.

> **“THE AIM OF THIS INVESTIGATION WAS TO VERIFY WHETHER THE ESTABLISHED WEIGHT STRUCTURE COULD PRIVILEGE ONE GROUP TO THE DETRIMENT OF ANOTHER.”**

However, the statistical behavior did not present significant alterations after the weighting. Effectively, the results are within the expected normality, without evidence that the model generated disproportionate preferences.

Regarding specific knowledge, we observe similar behavior between males and females. We note a slight advantage for the male group, accompanied by greater data compaction in both cases, a characteristic that stands out particularly in the female group.

Within the thematic blocks, we observed that, from block 1 to the last block, the behavior practically assumes the same pattern, with a slightly higher distribution for the male public than for the female public..

I think it is important to have these data well placed. In the discursive scores, we already notice that, in some cases, the female sex presents better performance. In certain situations there is equilibrium; in others, the data show that the female distribution really stands out.

José Celso Cardoso
Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (MGI)

It is interesting to note that, unlike conventional civil service entrance examinations, this examination process, the way the administration organized it by thematic blocks, allowed people to consider not only the starting salary in each of the careers, but also their own training areas, civil service calling, and professional interest.

This even explains the differences in participation and performance between male and female candidates across the blocks. Clearly, Block 5, which concentrated the vacancies for Social Policies Technical Analyst (ATPS), attracted the female population with more intensity than in other

areas, such as Information Technology and Infrastructure, which are more masculinized fields since academic training.

> **“THIS FORM OF ORGANIZATION OF THE EXAMINATION PROCESS ALSO ALLOWED THE CANDIDATE GREATER SELF-IDENTIFICATION WITH THEIR OWN ACADEMIC BACKGROUND AND CIVIL SERVICE CALLING, BEYOND MERELY ECONOMIC CRITERIA.”**

I consider that this was a success of the examination process and that we must continue improving it in the future.

Regina Coeli Camargos
Deputy Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (MGI)

It is important to reinforce the need for an analytical and careful examination of the collection of information we generated. These data constitute fundamental evidence for the improvement of the subsequent editions of the examination process. The analysis of this repository will allow the planning and organization of the CPNU to reach higher levels of technical rigor and operational efficiency compared to its inaugural edition. We understand that the pioneering nature of a public policy of such magnitude presupposes complexities inherent to its novelty; however, the consolidated experience provides the necessary basis for an improved risk management and a more institutionally mature execution.

In this sense, when synthesizing the data and indicators presented, we observe with satisfaction that the results corroborate the correctness of the strategy we adopted, a sentiment shared by everyone responsible for the conception and implementation of the project. The indicators reveal that the CPNU consolidates itself as a public policy for inclusion and promotion of

social mobility. An examination process that acts as a way to open the labor market in the public sector to society would already be commendable, but the CPNU went much further.

I hope that the CPNU consolidates itself as a permanent public policy for expanding the access of the Brazilian population to public employment. I would like, now, to synthesize the main factors that propelled the execution of this first edition, highlighting five central points.

The first factor was the reconstruction and recomposition of the workforce in the federal public administration. Both the Minister and the Secretary highlighted this point. We had gone through a long period of very low supply of vacancies, in which very few areas, except those with the prerogative to carry out annual examination processes, promoted the recomposition of their staff.

These are strategic areas of the State that spent a long period without conducting examination processes, which the administration generally restricted to 200 or slightly more than 100 vacancies. This time, we held a civil service entrance examination with over 6 thousand vacancies. It is important to highlight that, after an extensive period of scarcity, the first public selection process we recently carried out was a mass examination, of great magnitude.

Secondly, it was possible to serve, simultaneously, various agencies of the Public Administration. Naturally, it was not possible to fully meet the expectations of these institutions, which would be unfeasible given the scenario of strong fiscal restriction. It is necessary to consider that we are not working with the desired volume of resources, but with those the State has available.

I consider that the Minister was resilient in this process, ensuring the maximum possible resources. Even in a scenario of accentuated fiscal restriction, with which we work and will continue to work, we managed to carry out a large-scale civil service entrance examination and we plan another one for this year, optimizing the scarce public resources. For this reason, we count on the presence of economists, because we need to act under this restriction scenario.

Serving various agencies simultaneously also represented another immense challenge, which, as far as possible, we accomplished quite efficiently. Centralizing the execution of the examination process to optimize scarce resources, both financial and time-related, was essential. The agencies were very short-staffed and most did not have the personnel and

logistical structure that functioned properly for holding their own civil service entrance examinations.

Conducting an examination process is not a trivial task, as it requires considerable effort. In the conversations we had with the managers of the agencies, they reported the difficulties inherent to this process, since it is not just about opening vacancies and hiring an examining board. Organizing a civil service entrance examination is an activity of high complexity.

As we mentioned, the agencies were very short-staffed, including civil servants to lead this process. When we centralized the management at the MGI, in partnership with the institutions, we provided them with the possibility of focusing on their core competencies. By assuming the coordination of the examination process, we freed up the agencies so they could dedicate themselves to their finalistic activities.

This is the role of a Ministry of Management, that is, to act as the portfolio that provides financial, physical, and logistical resources so that the other ministries operate efficiently, without the need to displace personnel to execute complex transversal tasks. We satisfactorily fulfilled this third objective, although, naturally, with the need for constant improvement.

A fourth objective that propelled us was to expand the access of the population to the examination process. The data and the indicators the researchers presented explicitly show this. The regional decentralization, the reduction in the value of the registrations, and the possibility of registering for more than one civil service position per block allowed the candidates to analyze the thematic block and identify where they fit best.

The organization by thematic blocks allowed the candidate to register for various positions within the same grouping. This way, they could consider their training and their academic and professional trajectories to identify the functions with which they had the most affinity, whether due to their experience, competencies, or acquired knowledge.

I consider that this model expanded the opportunities for citizens. Given the data presented, we accomplished the goal of expanding access with distinction and praise. Therefore, we successfully achieved this fourth objective, especially because it is an innovative first experience.

Finally, I highlight a fifth and last objective, the pursuit of organizing the supply of vacancies and workstations in the federal public administration in a less random manner. The Workforce Sizing (DFT) process, which I have closely monitored, has complemented this effort.

The combination of the CPNU and the DFT allows a more strategic view of the Federal Public Administration, identifying the areas that demand the greatest number of provisions. Evidently, this process does not reach a level of absolute precision, but it enables analyzing the entirety of the administration and recognizing where there is the greatest need for personnel, especially in emergency areas or in public policies that lack civil servants with specific competencies, skills, and civil service callings.

It is not appropriate to allocate a professional to an area incompatible with their profile, as their performance tends to be unsatisfactory. For example, a civil servant with an aptitude for management will hardly achieve good results when executing tasks that do not communicate with their competencies. Such misalignment generates frustration and, over time, can lead them to question the very purpose of acting in that workstation.

The central objective is to avoid the demotivation resulting from the action of civil servants in areas with which they have no identification. Thus, the organization by thematic blocks, besides providing a more rational and strategic provision of workstations, prioritizing essential public policies, offered the candidates the opportunity to select government areas and segments more aligned with their profiles and civil service callings.

I consider that we accomplished these five objectives, for such an innovative and even disruptive first experience, in a quite satisfactory manner. We still need to look closely at the data presented to identify the points that demand improvement, but it is possible to affirm, optimistically, that the CPNU is a civil service entrance examination model that is here to stay.

> **“THE MODEL CONSOLIDATED ITSELF BECAUSE IT PROMOTES GREATER DIVERSITY IN THE WORKFORCE COMPOSITION, AS WELL AS STRENGTHENS THE ALIGNMENT BETWEEN THE CANDIDATES' AFFINITIES AND PUBLIC POLICY AREAS.”**

Consequently, this structure contributes to the more effective and efficient execution of government actions, since, by selecting professionals who have identification with specific areas, the tendency is to form more motivated and engaged civil servants. It is an articulated process whose examination process allows this prior identification, increasing the probability of us having, in the future, civil servants who are more committed to their functions.

We still have many answers to build. The question is thought-provoking, especially because, although women represent the majority of registered candidates, they appear as a minority among the approved ones. This is a great challenge for all of us who study inequalities and forms of discrimination in society. We aim for a more diverse Public Administration, in terms of gender, race, color, and sexual orientation, which requires understanding the reasons why these imbalances persist.

Evidently, it is not possible to resolve centuries-old inequality problems through a single examination process. It would be an unreasonable expectation. However, the CPNU can act as an instrument to promote equity and reduce social disparities. Now is the time to advance, that is, to analyze this large volume of data in depth to produce more robust evidence and, with this, improve the next edition of the National Unified Civil Service Examination (CPNU).

José Celso Cardoso
Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (MGI)

We must also mention another dimension of innovations developed from the Unified Examination, which are the incremental ones. These arise from the various challenges faced throughout the process. To clarify this point, I will mention three particularly significant aspects. The first concerns a more inclusive and correct interpretation of the Affirmative Actions Law.

This approach allowed the administration to achieve the presented result.

> **"WE MANAGED, IN GENERAL TERMS, TO INCLUDE A SIGNIFICANTLY LARGER NUMBER OF PEOPLE WITH DISABILITIES, BLACK AND INDIGENOUS PEOPLES THAN THE MINIMUM ESTABLISHED IN LEGISLATION."**

This advancement points to the success of the next edition of the examination process, which will already feature the application of the new percentages provided for in the recently approved Affirmative Actions Law. The second relevant incremental innovation refers to the provision for using reserve lists for temporary hiring purposes in the Public Administration.

As we know, conducting temporary hiring requires practically the same effort and time from personnel managers as a regular civil service entrance examination, about a year, when the schedule is fulfilled as planned. This represents an excessive timeframe for a hiring modality that requires agility and timeliness. The administration has not yet tested this innovation, but its provision in the official examination notice already points to an important advancement to implement.

After provisioning the original vacancies, the remaining vacancies, and the authorized additional vacancies, the administration may use the remaining reserve lists for temporary hiring by various agencies, under

current legislation. This possibility tends to reduce the time required for this type of hiring compared to the current model.

Thirdly, we must mention another innovation that the administration had to design immediately and that became part of one of the official examination notices, representing a change from the original conception of the examination process. It involves creating a safeguard mechanism for the examination against calamitous situations, such as those that struck the Unified Examination due to the climate crisis in Rio Grande do Sul.

The CPNU exam was scheduled for May 5, 2024, and, a few days prior, that environmental catastrophe unfolded in the state of Rio Grande do Sul. Given this scenario, the administration had to postpone the application of the exam across the entire national territory.

Because of this, we created a mechanism that will be present in the next official examination notice and that will allow the administration to navigate situations of this nature. We hope it will not be necessary to use it, but, should something similar occur, the administration will be able to face the event in a way that preserves the integrity and the realization of the examination process. This innovation stems from a collective effort that provided the necessary discernment to propose such a solution. With the support of the legal advisory, the administration properly structured and institutionalized the proposal for future editions of the CPNU.

In fact, agencies of the Public Administration as a whole, across all three levels of government, can use these innovations. They are not restricted to the CPNU, but can broadly become part of the framework of future official examination notices for civil service entrance examinations.

In this sense, I would like to make two fundamental acknowledgments regarding the areas that made these advancements possible. First, I highlight the work of the Internal Control Advisory, responsible for all dialogue and articulation with control bodies, which actively participated in every step of the process. Similarly, I emphasize the role of the Communications Advisory (Ascom), which was involved from the very beginning. Through Ascom, we established strategic dialogue with society and media outlets, making this examination process one of the most visible on record.

CIVIL SERVICE EXAMINATIONS AROUND THE WORLD

Maria Aparecida Chagas Ferreira: Director of Personnel Provisioning and Movement at SGP/MGI.

Daniel Gerson: Head of the Public Management and Employment Unit at the OCDE.

Donal Mulligan: Representative of the Organization for Economic Co-operation and Development (OCDE).

Fernando Luz Brancoli: Adjunct Professor of International Security and Geopolitics at the Institute of International Relations and Defense of the Federal University of Rio de Janeiro (IRID-UFRJ).

Fernando de Souza Coelho: Professor of Public Administration at the School of Arts, Sciences and Humanities of the University of São Paulo (EACH-USP).

SUMMARY OF THE DEBATE:

This panel addressed the modernization of recruitment in Brazil from the perspective of OCDE standards, highlighting the country's alignment with skills-based selection practices and institutional proactivity. The debate reinforced that selection must be part of an integrated career system that uses public sector branding to attract talent in strategic areas. The discussion emphasized that the transition from theoretical exams to performance evaluations is necessary to increase fiscal efficiency and strengthen democratic legitimacy through diversity and equity.

Maria Aparecida Chagas Ferreira
Director of Personnel Provisioning and Movement at SGP/MGI

I register my gratitude to the entire team that dedicated itself to realizing this moment of dialogue regarding public selection process.

Throughout the discussions of this event, participants presented various perspectives on the construction process of the National Unified Civil Service Examination. The need to understand the functioning of similar models in other countries emerged as a provocation back in early 2023. During that period, we promoted a seminar to analyze international experiences in recruiting and selecting civil servants, which was fundamental for establishing solid references when structuring the Brazilian examination process.

At the time, the main references were the experiences of France, Spain, and Portugal, countries that possess a consolidated history in examination unification processes. These models served as a parameter for the project, demonstrating that the trajectory initiated in Brazil has successful precedents in other public administrations.

“IN THE NATIONAL SCENARIO, THE UNIFIED CIVIL SERVICE EXAMINATION CONSTITUTES AN INNOVATION WITHIN THE FEDERAL EXECUTIVE BRANCH. BASED ON THIS PREMISE, THE ADMINISTRATION SOUGHT TO SYSTEMATIZE AND ORGANIZE THIS MODEL, AND EXPLORE NEW HORIZONS.”

In the academic environment, it is essential to observe peers and understand how they research a given topic, aiming at the improvement and execution of one's own research. Our objective is to identify

opportunities in the practices of other nations, analyzing whether there are advanced experiences that we should develop or if, in certain processes, we are the ones at the vanguard.

Continuing the discussions, we once again count on the presence of the OCDE representative who, in the inaugural seminar of 2023, was already following this debate. The moment is opportune to resume the proposed reflections, considering the trajectory traveled between 2023 and the present moment, in 2025.

The OCDE produced a report titled Public Service Leadership and Capacity Review of Brazil. In this document, it points out that Brazil possesses the potential to introduce new evaluation methodologies and more modern models to assess candidates' competencies.

Given this diagnosis, it becomes relevant to analyze, from the organization's perspective and based on the studies conducted about the Brazilian scenario, the recommended practices and methodologies that nations, especially OCDE members, are implementing and that can serve as a reference for improving the national model.

Daniel Gerson[27]
Head of the Public Management and Employment Unit at the OCDE

This presentation initially highlights the Organization's actions in the areas of employment and public management, based on joint work conducted with experts from all current 38 member countries. Furthermore, several nations, including Brazil, are in the process of joining the OCDE. This scenario strengthens the exchange of experiences and the alignment of public policies on a global scale. We analyze public employment systems from various perspectives, which includes the functioning of structures and processes, as well as the consistency of such systems. We carefully observe leadership and political-administrative articulation, that is, the way the civil service and the political sphere collaborate to achieve common goals and promote institutional transformations.

We conduct these analyses from the perspective of public sector transformation. Thus, we consider that a solid public employment system, combined with the right mix of leadership in political-administrative articulation, constitutes the engine for effective transformation, both within

[27] The lecturer spoke in English, and we used the transcription of his speech in this Discussion Paper to write the text.

the civil service and in service delivery to citizens. The Organization's actions are based on a set of guidelines and principles that comprise the Recommendation on Public Service Leadership and Capability.

As previously mentioned, collaboration with Brazil has been developing for a few years through a review encompassing several strategic management areas. Although the breadth of the topic prevents detailing each point, we emphasize that an essential part of this work focused on structuring a merit-based recruitment system and finding ways to improve it.

The work conducted with the Brazilian Public Administration consisted of a preliminary diagnosis covering fourteen strategic areas. We analyzed aspects such as leadership, competency identification, strategic workforce planning capability, and employment terms and conditions.

After this initial survey, we developed an in-depth study in three distinct areas, which formed the focus of the joint work, involving a detailed analysis of the career system, the potential of temporary contracts, and the strengthening of the performance management system. We observe that recruitment was not on this specific initial list, as the administration did not identify it as a priority in that context.

This study on the career system provided fundamental information about the challenges of the Brazilian civil service. Based on this diagnosis, we promoted dialogues and workshops about opportunities to optimize the multiplicity of activities within careers, which consequently included a debate on recruitment itself.

One of the main recommendations presented was the search for opportunities to harmonize the various ways of structuring careers in the Brazilian system, aiming to find more efficient mechanisms for collective recruitment. The current administration incorporated this guideline, and the Organization follows the unfolding of these results with technical interest.

It is fundamental to reiterate that recruitment does not occur in isolation. We must analyze it within a systemic context, considering its connections to all other aspects of personnel and human resources management systems. Therefore, the success of selection depends on its integration with career structure and the other pillars of Public Administration.

It is also necessary to reflect on how recruitment helps structure all other management elements, while simultaneously being structured by them. By clearly identifying which skills and competencies the

administration wishes to develop, it becomes possible to organize the selection process to recruit them effectively.

The public sector's ability to attract talent is a central point of analysis. Although the public administration is recognized as an attractive workplace for a large part of the population, it is necessary to evaluate whether this attractiveness extends to all professional profiles the State requires. In this context, observing the adequacy of recruitment processes becomes imperative. Most nations collaborating with the Organization face the simultaneous challenge of focusing selection processes on increasingly specific skill sets and speeding up these examination processes, risking the loss of talent due to procedural delays.

These are two recurring challenges in modern administrations. The third fundamental point is defining the ideal level for recruiting competencies. This means deciding whether recruitment should occur centrally, whether it should be the direct responsibility of a specific manager, or if it should sit within an intermediate model. This remains a constantly debated topic, adjusted according to different institutional needs and circumstances.

The previously mentioned point constitutes a fundamental part of the developed work. The central objective is hiring professionals capable of learning and contributing to a culture of lifelong learning throughout their careers, given the strong interaction between these elements. Experience with various nations demonstrates that, when it is not possible to attract profiles with specific competencies, it becomes necessary to reflect on the available competencies and how we can complement them.

It is important to highlight that a performance orientation in the public sector significantly influences the selection process. Thus, when considering the interconnection among these different aspects of public employment, it also becomes necessary to take into account external environment variables.

Major emerging trends and priorities faced by civil services directly influence recruitment. Beyond the challenge of attracting increasingly specific skills focused on artificial intelligence and digital transformation, we must consider the impact of these technologies on the workplace. This involves not just hiring specialists to develop government systems, but also managing the displacement of functions caused by automation. This scenario imposes the additional challenge of expanding the scope of action

to include internal recruitment, reskilling, and the mobility of professionals between different areas of the Administration.

Therefore, when conducting recruitment, it becomes necessary to evaluate whether opportunities exist to leverage professionals from within the civil service for the demanded functions, or if there is a need to seek specialists externally. In this context, political-administrative articulation is a central theme of debate, given its role in shaping civil servants' work and defining the ability to recruit them effectively.

Political-administrative articulation is recognized for generating greater trust and objectivity, factors that tend to make public administrations more effective. Currently, although cost reduction is a recurring theme, we observe that in several OCDE countries, the focus does not lie merely on cutting expenses, but rather on optimizing efficiency and the value delivered to society through responsible fiscal management.

Recruitment acts, in many respects, as a cost driver, both regarding the execution of the examination process and its institutional consequences. If not conducted effectively, the process will result in high turnover rates, a costly factor for organizations. Furthermore, we must consider that the entry of new professionals frequently results in long-term bonds, representing significant public investment and reinforcing the need for careful and well-structured selections.

“THE IMPLEMENTATION OF AN APPROPRIATE RECRUITMENT SYSTEM IS ESSENTIAL TO HAVE A SUSTAINABLE AND LONG-TERM MANAGEMENT VISION.”

Such a structure ensures that the State has the necessary workforce, considering that hiring personnel establishes an institutional commitment that typically extends for almost 40 years with each civil servant. As discussed earlier, the challenges relating to competency identification and reskilling require clarity about which skills the State must attract to

consolidate organizational cultures and trajectories of continuous professional development.

As discussed earlier, one of the fundamental elements of contemporary recruitment is recognizing that professionals have various career options. The public sector increasingly seeks to attract profiles that have multiple alternatives, since the competencies desired by the State frequently overlap with those sought by the private sector.

This reality imposes the need to evaluate the experience of candidates and incoming civil servants. We observe that, in several OCDE countries, turnover rates after the first or second year of service exceed desired levels. This phenomenon signals that the experience during these initial years in the public sector has not met the expectations of the selected professionals.

In this context, it is important to consider such variables even during the selection process to avoid losing candidates to other opportunities throughout the examination process. Similarly, the administration must focus on the post-entry period, ensuring the retention of civil servants through efficient onboarding and the strengthening of the State's employer identity.

These issues and complexities reinforce that the debate is not restricted to an isolated process, but constitutes a strategic conversation linked to a broad set of guidelines. It involves defining the public service model required for the long-term future and the systemic structure that must surround recruitment so the administration can operate fully effectively.

Donal Mulligan[28]
Representative of the Organization for Economic Co-operation and Development (OCDE)

The analysis of public sector recruitment governance, based on studies conducted with the 38 OCDE member countries, indicates that the selection process occurs predominantly at the ministerial level, a model frequently classified as delegated level. We observe that recruitment tends to be less common in strictly centralized and unified systems.

[28] The lecturer spoke in English, and we used the transcription of his speech in this Discussion Paper to write the text.

In most of the analyzed nations, the administration delegates recruitment responsibility to ministries and their respective teams, or executes it through a mix of central and delegated levels. This trend suggests that the bodies responsible for civil service selection operate closer to the labor market from which they need to draw competencies, which can provide greater precision to the process.

The diversity of demands among ministerial portfolios exemplifies the need for distinct profiles and skills, as seen in the differences between the Education, Finance, or Defense sectors. This reality dictates the choice between different governance models, with no single or universal solution among OCDE countries. Both centralized and decentralized systems present advantages that the administration must weigh.

When analyzing these options, we highlight that the decentralized model, operating at the ministerial level, allows the administration to achieve a more precise understanding of the required competencies. The proximity between the recruiting body and the specific demands of each sector facilitates the identification and attraction of the professional profiles most suited to the particularities of each area of activity.

One of the central issues in public management refers to excessively centralized and rigid recruitment processes, which often struggle to adjust to the variety of demanded competencies. In this sense, we observe that executing recruitment at the delegated level, when supported by appropriate regulatory frameworks, can foster innovation and creativity in selection methods.

Although creativity is not an attribute traditionally associated with public examination processes, it plays a relevant role in attracting talent in competitive markets. Another fundamental aspect lies in the various strategies for improving selection processes, starting from the premise that recruitment does not occur in isolation but is integrated into a broader personnel management ecosystem.

The debate on improving recruitment encompasses dimensions such as talent attraction and institutional image, commonly referred to as branding, alongside agendas on organizational culture and management systems. In a survey conducted over the last year by the Organization, the results of which we will detail in a future publication, we verified the focus of interministerial groups in various countries.

The data indicates that recruitment carries considerable weight on these agendas, with more than half of OCDE nations using interministerial groups to coordinate their selection processes. This coordination is fundamental to ensuring administrative efficiency, avoiding the duplication of efforts, and preventing internal competition that could impair the public sector's ability to attract essential competencies in a balanced manner.

The administration equally prioritizes other fundamental aspects, such as diversity, equity, and inclusion; employer attractiveness; onboarding; and strategic planning aimed at identifying the skills needed in the public sector. In these areas, using interministerial structures, coordination platforms, and collaborative networks proves effective for sharing best practices and also for analyzing which methods yield better results in different institutional contexts.

Such elements constitute concrete paths for improving recruitment. In this sense, indicators of proactive practices across the OCDE seek to measure the civil service's level of preparedness to actively identify and attract the talent it needs, going beyond passive selection methods.

In several OCDE nations, the administration uses a centralized recruitment platform. We observe that recruiters, both in the public and private sectors, have adopted an expectant posture regarding candidate initiative. However, this approach has proven insufficient for current demands. For this reason, we seek to understand the degree of proactivity with which the civil service has acted to approach talent and attract the required profiles.

The indicator in question reflects the variety of tools, documents, and strategies that governments have at their disposal to optimize selection processes. It is important to emphasize that the index does not establish a qualitative performance ranking among nations, but measures the availability of specific instruments, such as formalized diversity and flexibility strategies.

“THE DATA INDICATE THAT BRAZIL PRESENTS A SLIGHTLY LOWER INDEX THAN THE OCDE AVERAGE IN THIS REGARD.”

This finding suggests that, when planning recruitment, the administration must target the scope more precisely toward the profile it intends to recruit.

It becomes necessary to identify the specific skills the State needs to attract and to define which mechanisms recruiters should trigger to actively seek and consolidate these competencies.

Although recruiters frequently approach recruitment generically, the research conducted by the Organization seeks to identify the specific types of skills and profiles the public sector intends to attract. The data confirms recurring perceptions in public management that technical, scientific, and data analysis competencies are among the most difficult to recruit in OCDE countries. Several nations have prioritized strategies to attract specific skills in the information technology sector, handling this demand actively and purposefully.

We find, however, that several nations have not yet adopted concrete measures in this regard. The trajectory of the analyzed data indicates that recruitment tends to occur in a delegated manner, at the ministerial level, which creates room for Brazil to evaluate selection bodies strategically. The focus should not fall on generic recruitment, but on attracting specific skills and competencies.

In this regard, the reforms implemented in different OCDE countries offer valuable perspectives for improving national systems. Although each model responds to its own administrative, cultural, and legislative contexts, international experiences can guide new directives. In France, for example, the civil service examination system is undergoing reforms aimed at integrating the evaluation of skills not traditionally measured in conventional public sector selection processes.

In practice, we observe that general knowledge exams, focused on testing a wide range of theoretical knowledge, have gradually expanded to include the assessment of skills, motivations, and behaviors. We identify a trend of subjecting candidates to capacity and performance tests based on exposure to specific situations, which allows for a more precise analysis of the professional profile.

Therefore, revising the content and evaluation methods applied to candidates constitutes a fundamental pillar of reforming recruitment systems. Another relevant aspect concerns diversifying the entry points into the public sector. As detailed in recent technical reports on the Brazilian reality, it becomes necessary to plan more clearly the use of temporary

contracts and how the administration integrates these bonds into the administrative structure.

In Ireland, we observe a strategic approach focused on training and internship programs for specific vocational skills. Previously, such initiatives concentrated on technical and niche trades targeting specific operational needs of the public sector.

Currently, the administration is expanding this training model to cover critical areas, such as cybersecurity and information and communication technology roles. This strategy allows the administration to diversify entry points into the administrative system, adapting them to new technological demands. Additionally, there is an effort to strengthen human resources management capacity at the base of the system, an area that frequently receives less investment but is essential to sustaining recruitment reforms.

The effectiveness of the selection system assumes that those responsible for conducting recruitment, both human resources professionals and team managers, continuously improve their competencies. We consider strengthening the skills of these agents a fundamental element for developing institutional capacity.

The complexity of the selection process requires methods that mitigate cognitive biases and overcome the limitations of evaluations based exclusively on one-off interviews. In this sense, countries that prioritize investment in their recruitment systems, such as Ireland, have directed efforts toward the technical training of evaluators. The objective is to ensure that the analysis of candidates' performance and suitability for teams is conducted more objectively, technically, and professionally.

Following the trend observed in France, Belgium has invested in consolidating the civil service's employer identity. The goal is to provide greater visibility to the sector's activities and foster a constant flow of qualified candidates in selection processes. On another front, Czechia began gradual adjustments to its legislation to allow greater openness to external recruitment.

Traditionally, the Czech model relied on entry at initial levels followed by internal hierarchical promotion. Currently, the administration seeks to identify strategic points in the labor market and the private sector to capture talent at different levels of the administrative structure. Additionally, we highlight the experience of the Australian Public Service, which maintains consolidated investment in strategic workforce planning capabilities over the years.

In this sense, institutional capacity goes beyond drafting and making documents available on digital platforms, as it involves the strategic analysis of data to identify competency gaps and formulate integrated solutions within management systems to fill them.

A relevant example of structural reform is the United Kingdom Civil Service, which recently concluded a comprehensive review of its selection mechanisms. The British scenario consists of an articulated set of guidelines, including the recruitment principles established by the Civil Service Commission and the institutional strengthening recommendations proposed by independent bodies like the Institute for Government. Additionally, the Government People Group's actions have been decisive in planning and executing this workforce modernization strategy.

The joint action of the Government People Group and the Civil Service Commission demonstrates that achieving excellence in recruitment requires aligning various structural blocks. The articulation between these components is what sustains a robust and effective selection strategy.

The comprehensive review conducted in the United Kingdom stands out because it does not limit itself exclusively to isolated processes or methodologies. The British model adopted a systemic perspective, first defining the future vision for the civil service and then structuring dimensions such as the sector's attractiveness, selection systems, onboarding processes, and background checks. This approach consolidated a comprehensive and strategic view of recruitment's role in modern Public Administration.

Furthermore, this approach resulted in specific fronts of action, such as the talent attraction strategy in Science, Technology, Engineering, and Mathematics (STEM) areas, aiming to reach graduates in highly competitive and hard-to-recruit fields. Added to this effort, we highlight the relevance of equality, diversity, and inclusion agendas as pillars of administrative modernization.

In this context, the equality, diversity, and inclusion strategy recently published by the Irish Public Service exemplifies the evolution of this theme. In its second edition, the document establishes structural actions and monitoring mechanisms to demonstrate that such values transcend a mere declaration of principles. The initiative shows how diversity directly impacts recruitment, favoring the capture of talents who, in excessively long and complex processes, might face entry barriers.

Engagement with various groups within the civil service and an in-depth understanding of existing obstacles constituted fundamental parts of this process. Beyond conceptualizing recruitment systems, it is essential to identify the facilitators and building blocks that enable effective selection.

Among these elements, the actions of senior leadership stand out as a starting point, reinforcing that administrative modernization and cultural change must be driven by the highest hierarchical levels. If the people at the top of their ministries and agencies do not share a sense of urgency that recruitment is critical for attracting new competencies, reducing costs, and improving delivery capacity, that is truly the starting point. In many countries we collaborate with, when we discuss the reality of their systems, data collection remains a challenge.

Recently, conducting a pilot project with OCDE countries sought to measure indicators such as time to hire and time to fill vacancies. Consolidating this basic data revealed significant challenges, highlighting the need to improve the available information base. In this context, ensuring that information technology systems possess interoperability, allowing efficient communication between platforms, solidifies itself as a fundamental area for public management.

Identifying future personnel needs is another strategic point for public administration. Planning must overcome immediate demands and align with the transformation of competencies driven by Artificial Intelligence, automation, and new social expectations. In this context, integrating these emerging skills into selection processes becomes indispensable for modernizing the civil service.

In this context, communities of practice emerge as effective tools for continuous improvement. Evidence exists that bringing together managers and recruiters to share perspectives and debate constructively strengthens institutional capacity, allowing recruitment processes to evolve in line with public sector transformations.

Modernizing recruitment encompasses the potential of artificial intelligence (AI), with emerging applications in automating job descriptions and targeting social media campaigns. Although pilot projects and small-scale experiments demonstrate promising results, the systematic integration of AI on a large scale is not yet a consolidated reality in OCDE countries. Therefore, administrations must leverage this potential with caution, prioritizing institutional security and the effectiveness of selection systems.

Maria Aparecida Chagas Ferreira
Director of Personnel Provisioning and Movement at SGP/MGI

Analyses of Brazilian initiatives highlight MGI's effort in modernizing and improving personnel management. Overcoming historical gaps in the Federal Public Administration and the Executive Branch, the current focus lies in building a structured, long-term workforce management policy.

In this context, transforming recruitment via civil service entrance examinations into a State policy is a strategic and well-founded measure. Considering that selection processes define the profile of professionals who will work in the Public Administration for decades, establishing clear recruitment guidelines is essential to ensure the efficiency and continuity of public policies.

Structuring selection and recruitment policies therefore presents itself as a fundamental measure for the Public Administration. Actions aimed at simplifying and reorganizing positions and careers constitute innovative initiatives, with impacts expected for the coming decades.

Despite the advancements, the complexity of the processes requires addressing continuous challenges. The inclusion agenda, in alignment with OCDE guidelines, is a priority for the administration. Having identified the main institutional bottlenecks, the current challenge consists of formulating effective strategies to expand diversity and guarantee representativeness in public workforces.

“THE UNDERREPRESENTATION OF WOMEN IN LEADERSHIP POSITIONS IN PUBLIC ADMINISTRATION CONSTITUTES A CENTRAL CHALLENGE FOR MANAGEMENT.”

Although participation in public selection processes remains significant, the administration must structure mechanisms that guarantee the progression of these professionals to the final stages and their access to senior management positions.

The international experiences the OCDE reports offer valuable insights. However, the implementation of advances in the national scenario requires profound articulation with the particularities of Brazil's political, institutional, and social culture. These references must serve as a basis for strategic analyses regarding the nature and viability of future interventions. Therefore, the approval of the new General Law of the Civil Service Entrance Examination opens perspectives for the innovation and restructuring of public selection processes, consolidating itself as a fundamental instrument for confronting the State's modernization challenges.

The historical trajectory of the Public Administration and the persistence of traits of a patrimonialist culture impose significant challenges to institutional modernization. These factors frequently act as limiters to the direct transposition of external models. Thus, a critical analysis and a process of adaptation to the specificities of the Brazilian context must precede the adoption of international references, deprecating the simple reproduction of practices in favor of solutions integrated into the national reality.

International references must serve as a basis for reflection, requiring analytical confrontation with national culture and politics. The applicability of these models depends on a rigorous assessment that considers Brazil's historical trajectory and institutional experience, ensuring that innovations remain compatible with the local reality.

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The presentation of the partial results of this research aims to promote dialogue among professionals from different institutional contexts, fostering the exchange of experiences and the utilization of academic and technical discussions. Furthermore, the administration will soon conclude the initial phase of the study, at which point it will make the material available for public consultation. Access to these data will allow the detailed analysis of the issues addressed, contributing to the strengthening of knowledge in the public management area.

The ongoing research encompasses the analysis of thirteen countries with diverse contexts, including Canada, the United States, Singapore, South

Africa, India, China, Portugal, and Spain. The study's objective is not the direct transposition of models, given the understanding that Brazil possesses highly specific experiences, normative perspectives, and cultural dynamics.

Therefore, the work relies on the premise that the simple reproduction of these foreign experiences remains unfeasible, with such references serving only as a resource for the development of solutions suited to the national reality.

The analysis of international experiences seeks inspiration in specific technical and practical dimensions, adapting them to the national context. Brazil's institutional prestige facilitated access to primary and secondary sources, enabling the examination of over 200 documents, including regulations, legislation, and official declarations in eight languages. In addition to the documentary research, the team conducted interviews in English, Spanish, and French with foreign managers, allowing for an in-depth understanding of the perceptions and challenges faced in the recruitment systems and civil service entrance examinations of those countries.

The research methodology also included consultations with academics and specialists dedicated to the topic. This process allowed the analysis to utilize both documentary surveys and testimonies and interview transcripts that offered complementary perspectives and significant qualitative results for the study.

We observe a growing international interest in Brazilian public management initiatives. During the process of data collection and interviews with foreign managers, the team identified a demand for informative reciprocity, motivated by the impact of specific national policies. Among the topics of greatest external interest, affirmative action policies, inclusion policies, and the implementation of the National Unified Civil Service Examination (CPNU) stand out, consolidating Brazil as a reference in innovation and the democratization of access to the civil service.

> **“THE BRAZILIAN DYNAMIC IN THE INTERNATIONAL SCENARIO IS CHARACTERIZED BY A RELATIONSHIP OF RECIPROCITY. THE COUNTRY DOES NOT LIMIT ITSELF TO SEEKING INSPIRATION IN EXTERNAL MODELS, BUT TO ACT AS A STRATEGIC PARTNER IN HORIZONTAL COOPERATIONS.”**

Brazil offers significant contributions and fundamental points of convergence for strengthening the exchange of experiences in public management, promoting a mutual and equitable exchange of knowledge.

The research remains in its concluding phase, following an extensive period of data collection and consolidation. The adopted methodology consisted of establishing macrostructures deployed into eighteen analytical variables, permitting systematic observation of the structuring of civil service entrance examinations and public selection processes internationally. This data organization enables rigorous comparative analysis and the identification of global recruitment patterns in the public sector.

The study encompasses eighteen indicators, including the time elapsed between the examination process and the swearing-in, the typology of selections, the number of vacancies, and the impact of affirmative action policies. The analysis also contemplates the degrees of institutionality, vertical entry modalities, and possibilities for temporary hiring, aiming to measure, including, the per capita cost of the examinations. The central objective is the elaboration of a report that, in addition to academic value, provides indispensable technical subsidies for formulating and improving personnel management public policies.

The preliminary conclusions of the study highlight fundamental elements concerning the structuring of selection processes. Initially, the research relied on the tradition of analyzing comparative public policies directed at the Global North, prioritizing nations with institutional consolidation and a secular history of holding civil service entrance examinations. In this context, the team examined the experiences of countries like Germany, France, the United States, and Canada, whose models offer a solid foundation for understanding matured administrative structures.

The study also contemplated nations of the Global South that, despite facing structural challenges, present significant institutional development and administrative solutions convergent with the Brazilian reality. The exchange with representatives from China and India permitted an in-depth analysis of these countries' experiences with unified examination processes, highlighting large-scale recruitment models that offer relevant insights for improving national public selection processes.

In the Chinese and Indian contexts, public selection processes involve millions of candidates, reaching, in the Indian case, approximately 300 million applicants in editions that integrate the unified examination process and parallel examinations. The dialogue established with Indian representatives prioritized the logistical management of processes of this magnitude, covering the administration of exams in twelve different languages, the operationalization of grading, and the development of qualitative assessment instruments aimed at transcending purely quantitative analysis.

The viability of complex evaluation stages, such as interviews in large-scale examination processes, constitutes a central methodological challenge. International experience demonstrates that, although institutions present occasional divergences, the consolidation of strategic partnerships allows the development of effective selection models. These processes seek to balance technical rigor with candidate magnitude, ensuring the integrity and quality of the selection in high-demand contexts.

The exchange of procedures and management logic offers significant benefits to the Brazilian State, which, in line with the experiences of India and China, faces the inherent challenges of continental-sized countries with a high demand for public service provision. This initial comparative analysis effort aligns with the guidelines presented by the OCDE, reinforcing the

importance of scalable recruitment strategies adapted to national demographic and geographic complexity.

We have an exchange of procedures and logics from which we can benefit, considering that Brazil, along with India and China, remains a country of continental dimensions with a great need for public service provision. I believe this has been a highly significant initial effort.

We observe that, in the ten analyzed countries, there remains some reluctance to view artificial intelligence as a panacea. Certain countries, such as Chile and Canada, already utilize AI to conduct initial resume screening. However, when we conducted the interviews, it was fascinating to observe managers admitting that they do not possess full certainty about the proper functioning of this technology.

In this sense, the central debate focuses on sovereignty and transparency in technological production. Considering that the main artificial intelligence tools currently available remain concentrated in large private corporations or under foreign state control, the Brazilian public administration must critically evaluate the origin of these algorithms. We must understand the logic of their construction to identify and mitigate the reproduction of biases, ensuring that their application does not compromise ethical principles and the public interest.

The central issue remains whether we possess any degree of autonomy to calibrate this algorithm powerfully or if we are merely replicating and utilizing a tool over which we have no control.

In this context, a point that caught my attention concerns the unified civil service entrance examinations held by these countries. The dimension of scale represents a factor of interest, as do the assessment tools. It remains relevant to observe how France, which has held unified examinations for 150 years, conducts its procedures and distributes vacancies among candidates.

An interesting point is the idea that, in some contexts, a contingent of approved candidates exists, but they do not rank within the immediate vacancies. In certain countries, these candidates who have passed the examination process's screening may enter a kind of fast track for temporary hiring, leveraging the fact that they have already demonstrated competence in the selection process.

This remains a fundamental point we discussed previously: sometimes, the process to hire a temporary employee demands almost the same time as conducting a conventional civil service entrance examination.

Consequently, the very logic of temporary hiring loses its purpose. Therefore, the idea of maintaining a database of approved candidates remains particularly relevant.

Finally, we observe a convergence on the topic of affirmative action policies in practically all ten analyzed countries, even in those that have not yet formally implemented them.

All are, at a minimum, attempting to create a centralized repository where the administration makes all vacancies, norms, and discussions available. The Latin American countries we consulted, such as Argentina and Chile, already possess this: websites where you can easily view all opportunities.

It is even possible to create a profile with your characteristics and education, and the system filters which examinations you qualify to take. This centralization seems interesting to observe, especially considering the effort this administration has been dedicating in this direction.

I emphasize, as a point of special relevance for this debate, the convergence of interests between Brazil and its international partners regarding inclusion policies. We must observe that the mechanisms adopted by different nations demonstrate strategic alignment aimed at strengthening affirmative action policies and promoting equity in the civil service.

We noticed that the interest in granting interviews stemmed, largely, from the fact that the researcher came from Brazil. The interviewees demonstrated great openness, conditioning the dialogue on the subsequent sharing of information about the Brazilian process, the discussions on affirmative action policies, and related topics.

The teams invested significant time in the interviews to report these debates and convergence points, based on the accumulation of technical discussions and knowledge developed by the teams involved in these themes over recent months. One point we must observe is that vacancy reservation in the Global North remains quite restricted.

In the European Union context, a specific norm exists for Persons with Disabilities (PwDs), with percentages ranging between 3% and 5%, but there is no vacancy reservation for ethnic or racial minorities. The attempt to include these minorities, such as the Romani population in Spain, occurs through the government funding preparatory courses. This model bears resemblance to the Itamaraty initiative in Brazil, which offers financial aid for candidate preparation. Although this practice remains recurrent abroad,

interlocutors in Germany and France affirmed that this strategy does not suffice to solve the representation problem.

We recognize that this type of program can be important, but the absence of clear legal provisions for vacancy reservation and for consolidating this debate seems to be a central point. The current political scenario in some of these countries makes it unlikely that they will apply such elements at present. In the American context, for instance, a vigorous discussion occurred in recent years about creating legal provisions of this nature, but the administration suspended the initiative due to governmental changes.

We observed, through the reports of these managers, that current practices remain insufficient. In the Global South, offering subsidized preparatory courses for minorities constitutes a stage of the process, but it does not fill the identified representation gaps.

When observing partners like South Africa and India, we verify the consolidation of vacancy reservation policies. This panorama substantiates the need for permanent normative provisions in the Brazilian context. In India, the reservation reaches 53% of the vacancies and includes the caste system, gender intersections with quotas for women, and social criteria.

When observing the model South Africa replicated, we notice that they learned from the Indian experience regarding the possibility of the reservation percentage being variable and, in certain contexts, significant.

In the South African scenario, the administration found, between the late 1990s and the early 2000s, that white people predominantly composed the diplomatic corps, a reflection of the apartheid legacy. To correct this distortion, the country adopted representational measures aimed at profound restructuring, overcoming the model of marginal vacancy reservation.

The strategy South Africa adopted consisted of establishing that, during a period of approximately six years, the administration allocated almost all vacancies for the diplomatic career to black candidates. In Brazil, this debate relies on a normative reflection. With the recent update of the legislation, the proposal for a variable percentage over time, which adjusts according to demographic changes and policy consolidation, becomes a central point.

The administration also reinforces the need for robust verification mechanisms. Beyond the existence of legislation on creating affirmative action policies, we must observe how countries structure specific

secretariats to monitor this evolution, even establishing sanction mechanisms for sectors that fail to meet the established goals.

This point broadens the debate by demonstrating that democratizing access at the base does not automatically guarantee diversity in command positions. Countries such as South Africa, India, and, more recently, France, identified that the barriers to advancement in the civil service, frequently termed glass ceilings, demand direct interventions.

The creation of vacancy reservations for senior and management positions aims to mitigate the isolation of minorities in operational roles, ensuring that strategic decision-making also remains plural.

In the Indian context, in certain careers, occupying specific mid-to-senior level positions is linked to belonging to specific groups. This practice demonstrates that, although inclusion measures may facilitate entry, structural barriers persist that prevent career progression after access to the civil service.

To illustrate the need for consolidation, we can list specific examples derived from the dialogue with international partners. Such cases demonstrate how legal certainty and standardization remain fundamental for innovations to transcend isolated initiatives and consolidate themselves as State policies.

In certain contexts, such as the United States, the perception existed, in a recent period, that creating robust legal provisions would be unnecessary. People believed that the consolidated institutional logic would, by itself, guarantee the maintenance of the current procedures.

The reports of these managers indicate that previously considered stable structures face processes of weakening. The absence of clear legal provisions on the execution, replicability, and periodicity of the examination processes compromises the continuity of the policies, demonstrating that the expectation of institutional stability requires concrete normative support.

This analysis relies on the perspective of political science which, for decades, treated institutionality as a sufficient factor for preserving institutions. However, international experience suggests that the administration must align institutionality with robust mechanisms of normative production, a guideline that has oriented the actions developed in the national scenario.

The effort surrounding the National Unified Civil Service Examination (CPNU), by establishing the periodicity and the form of execution of the

processes, reflects challenges observed in countries like France, China, and India. In the Indian context, the constitutional provision for the examination process to occur annually creates barriers that protect public policies against erosion or paralysis during moments of institutional instability.

The presentation of this research aims to bring academic production closer to the direct management of public policies. This proximity allows technical development to follow the practical challenges managers face in conducting these issues.

The administration will soon make the detailed results of this study available, reinforcing the logic of mutual cooperation. We project that, in the coming years, Brazil will act as an interlocutor with international partners regarding the realization of inclusive civil service entrance examinations and the establishment of strategic management aligned with national interests.

Maria Aparecida Chagas Ferreira
Director of Personnel Provisioning and Movement at SGP/MGI

The actions of the MGI, represented by Executive Secretary Mariana Lelis Lara de Oliveira, proved fundamental in establishing the dialogue that enabled the study presented herein. Soon, as mentioned, the administration will make this work publicly available, consolidating joint efforts to improve personnel management public policies.

This consists of a survey that other interested parties will be able to deepen with quantitative or qualitative studies. It functions, basically, as a beacon that signals and demonstrates that we do not stand alone.

“BRAZIL IS A REFERENCE FOR OTHER COUNTRIES DUE TO THE ACTIONS WE DEVELOP.”

When I mention that we do not stand alone, I refer to the fact that we remain inserted in the context of the unified examination process. In other countries, experiences exist that, although they do not occur in the same

way as in Brazil, follow similar principles or guidelines, especially regarding inclusion policies.

I also recall that, in the 2000s, the Black Movement intensified this dispute. I emphasize, however, that this agenda did not begin in that period; it was at that moment that a window of opportunity opened, during the first Lula administration, for the movement to expand its space for action and defense of this policy.

Historical records and vast literature demonstrate that this agenda has remained present in Brazil since the 1940s.

At the time, intense discussion occurred regarding the legitimacy of what advocates defended. Now, the professor brings us diverse experiences from countries that share the concern with inclusion within the Public Administration and with the promotion of a diversity that reflects the society in which this administration operates and to which it offers its services and goods.

In Professor Fernando Brancoli's initial findings on this work, we discussed the issue of the United States and the dilapidation of the bureaucracy. The bureaucracy remains the mainstay of a democratic system. Democratic countries preserve and maintain a strong bureaucracy. This does not mean that this bureaucracy will govern, but rather that it will safeguard the institutions, the history, and the maintenance of policies and actions, especially those that present positive results.

When we spoke with the professor to understand what he would present to us and what he had identified in the dialogues he conducted, we discussed this situation, taking the United States as a reference for a country endowed with strong institutions. We face this phenomenon and observe how actors reinforce it. Looking at the other allows us to also look at ourselves and understand who we are, identifying how we can improve to advance the actions we execute. This exercise remains essential for us to face challenges that, although they are often present in the other, we may also experience at some point.

Professor Fernando Coelho was with us at the beginning of this work, in 2023, when we discussed new formats and strategies to advance recruitment models and selection processes. He was one of the people with whom we debated extensively about the foundations of what would become the current National Unified Civil Service Examination (CPNU). We must record this because, as previously mentioned, we have international references and we seek to develop this work based on data, information,

and studies, in addition to listening to researchers, academics, intellectuals, and Public Administration professionals.

Fernando de Souza Coelho
Professor of Public Administration at the School of Arts, Sciences and Humanities of the University of São Paulo (EACH-USP)

My presentation relies on a reflective analysis of civil service entrance examinations in Brazil, from the perspective of international experience. The objective is to examine how the administration has articulated innovations in recruitment and selection, with an emphasis on the measures the Federal Government implemented starting in 2023.

Under the title Civil Service Entrance Examinations in Brazil in Light of International Experience, this section examines the evolution of national examination processes since 2010. The objective is to establish a diagnosis that identifies vectors of modernization for the entry system into the civil service, proposing the alignment of Brazilian practices with the most rigorous global standards of efficiency and meritocracy.

In the first half of 2023, the Federal Government articulated the resumption of civil service entrance examinations after a long period of interruption in Brazil. For certain civil service positions and careers, examination processes had not occurred for over a decade. As a result of this effort, in the middle of that year, the administration published a reference guide to orient civil service entrance examinations within the Executive Branch.

Two years later, this event marks the publication of the work on the trajectory of the National Unified Civil Service Examination (CPNU). The work presents the innovations implemented in the first edition of the examination process, but also proposes critical reflections, some of which the administration considered for planning the second edition.

We must congratulate not only the realization of this event but the entire process in favor of strategic personnel management and public policy aimed at civil service entrance examinations in Brazil over the past two years. This presentation consists of ten notes on the reality of examination processes in the country, with the objective of going beyond the federal sphere and reflecting on the diverse regional contexts.

The challenge remains to think of the country in its continental dimension, comparable to the scale of nations like China and India. With 26

states, the Federal District, and over five thousand municipalities, the modernization of civil service entrance examinations in Brazil must necessarily go beyond the Union. This includes the state and municipal spheres, and in the latter resides the majority of the public sector workforce.

Of the approximately 12 million civil servants in the country, 7.5 million work at the municipal level. It is precisely within this sphere that we sometimes find the greatest gaps in the modernization of civil service entrance examinations. Accordingly, this event highlights the results of the first edition of the National Unified Civil Service Examination (CPNU), showcasing the innovations achieved.

Previous discussions have already detailed these innovations, which have been analyzed since the administration announced the model in mid-2023. To improve civil service entrance examinations in Brazil, we must consider the heterogeneity of the national territory. The inclusion fostered by the CPNU—through the administration of exams in 228 municipalities—brought the debate on territorial diversity into public recruitment, breaking away from the model of exams held exclusively in Brasília or a few state capitals.

The model draws inspiration from previous public policies aimed at democratizing access, contributing to the expansion of participation in national examination processes. The work to be launched details this process under various dimensions, describing and analyzing the structure of the new model.

“RETHINKING CIVIL SERVICE EXAMINATIONS IN BRAZIL INVOLVES TWO FUNDAMENTAL PILLARS, ONE OF WHICH IS THE ADVANCEMENT TOWARD REPRESENTATIVE BUREAUCRACY.”

At the federal level, this is reflected in the scope of the examination process. The National Unified Civil Service Examination (CPNU) helps consolidate a territorially representative bureaucracy, given that the

recruitment attracted applicants from nearly all municipalities nationwide, while also incorporating affirmative action policies into the competition

Affirmative action policies targeting racial criteria and persons with disabilities, combined with the unprecedented inclusion of quota reservations for indigenous populations, form the central pillar of this analysis. However, alongside the promotion of inclusion, diversity, and equity, it remains imperative to focus on building a bureaucracy driven by a public service ethos and aligned with the competencies required for public administration.

As OECD's international experience demonstrates, the administration must gradually balance, in civil service entrance examinations, the traditional assessment of knowledge—based on multiple-choice tests—with the evaluation of skills and behaviors based on the competency-based framework.

As previously noted, the ongoing discussions in France offer relevant insights for this learning process. France remains a nation where civil service entrance examinations have a long historical trajectory, and its organizational bureaucracy shares similarities with the Brazilian model

Currently, we must discuss a bureaucracy driven by a public service ethos—operationalizing this concept in examinations and assessing competencies. Regarding representative bureaucracy, important innovations can be observed in the first edition of the National Unified Civil Service Examination (CPNU), such as an application fee significantly lower than the average for federal examinations. The registration fee and fee waiver criteria act as incentives for candidates to apply, removing socioeconomic barriers. These factors are further complemented by the breadth of recruitment, with exams administered in 228 municipalities, and the implementation of affirmative action policies.

Regarding the bureaucracy with a civil service calling, the administration also identified relevant innovations. The organization into eight thematic blocks stands out, where each block functions as a specific examination. By making this choice, the candidate is led to reflect on the triad of elements that define their trajectory: their academic background, their professional trajectory, and their aspiration regarding performance in the Executive Branch. This organization by blocks, by demanding a reasoned decision, contrasts with the traditional fragmentation of civil service entrance examinations, which often induced a purely *concurseiro* test-taker behavior.

Another relevant point remains the interdisciplinary arrangement of the objective general knowledge test, which substitutes the classic division by isolated areas with an analysis of the relationship between these knowledges surrounding public problems. Furthermore, the configuration of transversal careers, such as Specialist in Public Policies and Governmental Management (EPPGG) and Analyst of Social Policies Technology (ATPS), had their vacancies distributed among different higher-education blocks. This distribution highlights the need to staff these careers with professionals possessing varied competencies.

The Examination advances beyond representative bureaucracy, also reaching fundamental items of the bureaucracy with a civil service calling. However, when expanding the discussion to the entire country, it is important to point out that there is a tradition of examination processes that have limited this calling. When analyzing civil service entrance examinations beyond the Union, including states and municipalities, we observe the predominance of single-phase models. A single phase of objective tests comprises these processes, assessing knowledge solely through multiple-choice questions. In many cases, we perceive that such assessments remain distant from problem-situations or the daily routine of the work environment.

Such assessments focus excessively on memorization, featuring compartmentalized contents unrelated to the professional profile of the civil service position or career. This scenario stems from a qualification paradigm that supersedes the competency paradigm. It also reflects how examination processes in Brazil, especially in states and municipalities, prioritize the quality of selection.

Often, the administration does not treat the examination as a strategic process, but merely as a bureaucratic one. This generates a disproportionate advantage for those who possess time and financial resources for preparation. In this context, an industry consolidates itself aimed at training candidates to overcome the test format, regardless of their civil service calling.

Such models can result in adverse selection, in which the examining board approves candidates lacking a civil service calling or who do not possess the competencies the position or career demands. When considering this scenario, added to the increase in litigation and the judicialization process, we observe an inhibition in transitioning civil service

entrance examinations to multi-phase models, which would permit the evaluation of attributes beyond theoretical knowledge.

The result we observe in Brazil, generally speaking, is resistance to innovation in official examination notices and in the elaboration of tests. Points of attention exist regarding the National Unified Civil Service Examination (CPNU) that, as debated by the MGI, the administration is already considering for planning the second edition of the examination process.

From the perspective of the representative bureaucracy, the gender distribution among approved candidates reveals a relevant fact: only 37% are women. A hypothesis for this scenario lies in the fact that the female public, in many cases, does not possess the same time or resources for preparation, due to the reality of the double shift between work and family.

This issue reinforces the need to expand the debate on other evaluative attributes that transcend theoretical knowledge. The administration of the exam on a single day, as observed in the first edition, resulted in a level of exhaustion that the administration will mitigate when planning the next examination process. In the second edition of the CPNU, the evaluation will occur over two days, allowing the separation between the multiple-choice test and the essay question.

The CPNU initially configured itself as a traditional model, given the complexity of its implementation. However, the examination process already represents significant innovation in scalability and in strengthening the representative bureaucracy, especially when compared to previous recruitment practices in the Federal Government.

We must expand the discussion on the theme to consider the entire entry system. The civil service entrance examination does not limit itself to the act of approval, as it also encompasses the processes of functional allocation, organizational socialization, and the probationary period.

In the federal sphere, the personnel management policy contemplates the so-called labor cycle, which consists of a set of integrated stages. However, this structure is not the predominant reality throughout the Brazilian public administration. The CPNU model possesses the potential for the administration to incrementally perfect and disseminate it to the other branches of the Republic, serving as a reference for modernization.

Currently, similar models already exist in the legal system, such as the National Magistracy Exam and the National Teaching Exam. States and municipalities possess the prerogative to hold their own unified examination

processes, while small and medium-sized municipalities can enable their examination processes through inter-municipal consortiums. This constitutes an innovative model with the potential for the administration to perfect and disseminate it throughout the Brazilian federation.

The analysis of the entry system demonstrates that, although detailed discussion about the selection process remains fundamental, the success of civil service entrance examinations in Brazil depends equally on the organizational socialization stages. This encompasses everything from the allocation of the newly approved civil servant to training and development actions, as well as the integration of these elements with the probationary period.

Within the Federal Government, the regulation of the probationary period, integrated into the Management and Performance Program (PGD), possesses the potential to qualify this transition. However, we must observe how this process develops in the state and municipal spheres.

Currently, a relevant opportunity exists resulting from the articulation between the MGI and SETE, which enabled the resumption of the civil service entrance examination modernization law in the National Congress. The legislative process, which proceeded for approximately 25 years, culminated in the approval of the matter in 2024. Following the conclusion of the stage in the Federal Senate, the President sanctioned Law 14,965 on September 9 of that year.

This law fulfills a fundamental mediation role between the Federal Constitution and the official examination notices of the examination processes, providing legal certainty for personnel managers and civil service entrance examination commissions to innovate in assessment methods and measured attributes. This normative basis permits the inclusion of new stages or phases in public selection processes, which the administration can implement gradually through experimentation and prototyping processes in certain positions and careers, fostering institutional learning.

A concrete opportunity exists to advance the discussion on recruitment and selection processes from the perspective of the bureaucracy with a civil service calling. In line with studies on civil service entrance examinations in the international scenario, which analyze the experiences of diverse countries, the University of São Paulo (USP), with the support of the CNPq and the Pessoas à Frente Movement, has developed research on subnational entities based on competency management. This

study compares the recent edition of civil service entrance examinations with the immediately preceding examination process across three levels of government.

The preliminary results demonstrate the maintenance of the modus operandi of civil service entrance examinations, even when a decade has passed between the current and the previous official examination notice. This scenario warrants attention, as it indicates the absence of innovations, even incremental ones, in the elaboration of official examination notices, evidencing resistance to the administrative modernization process in the state and municipal spheres.

However, the research has also identified several good practices in civil service entrance examinations at the subnational level that, frequently, remain off the political radar and lack media visibility. Such examination processes have presented positive results in forming a bureaucracy with a civil service calling. The data and analyses resulting from this study will be available for consultation in a publication scheduled for the second half of this year.

Finally, we observe the questioning regarding the real need to innovate in civil service entrance examinations through attributes that transcend knowledge, such as skills and behaviors. The answer is affirmative, although we also note incremental innovations within the traditional model. In several cases, the examination process maintains the classic structure of knowledge assessment, but the administration organizes it into multiple stages, such as a multiple-choice screening test followed by essay evaluations. The administration can complement these phases with title evaluations and professional experience tests, conferring greater robustness to the selection process.

We observe that the civil service entrance examinations that approach the best outcome generally present some characteristics within this traditional model. Among them is the assembly of a proactive and multidisciplinary commission. This commission conducts a reflective, and therefore not mimetic, process for the official examination notice.

The monitoring commission must not only replicate the previous official examination notice, but analyze the document in search of innovations, such as workforce planning that considers changes in the functions and attributions of the civil service position or career. This process even allows the administration to review the syllabus used to assess knowledge.

Likewise, we highlight the importance of dialogue with the organizing institution regarding the job descriptions of the civil service position and the exam model. The objective is to avoid using generic exams, structured from pre-existing question banks and without adherence to the desired competencies. It is fundamental that the administration plans the examination process considering the specificities of the career and, finally, that the administration takes the lead in the publicity strategy of the civil service entrance examination.

Institutional leadership in communication is achieved when the government itself conducts the publicity of the civil service entrance examination, preventing entities focused on candidate preparation from appropriating this narrative. Frequently, in an attempt to attract applicants, such institutions distort the perception of the real attributions of the civil service position or career. We observed this active role of the administration in the execution of the National Unified Civil Service Examination (CPNU), both by the scale of the examination process and by the strategic organization of the Ministry of Management and Innovation in Public Services (MGI)..

In conclusion, it becomes relevant to consider the consolidation of the National Unified Civil Service Examination (CPNU) as a permanent public policy. The future challenge lies in how the model can innovate incrementally, integrating the evaluative attributes provided in Law 14,965, the law for the modernization of civil service entrance examinations recently sanctioned.

LOGISTICS IN LARGE-SCALE CIVIL SERVICE ENTRANCE EXAMINATIONS: TRENDS, CHALLENGES AND SOLUTIONS

Pedro Assumpção Alves: General Coordinator of the National Unified Civil Service Examination at SGP/MGI.

Alexandre Retamal: Logistics Director of the National Unified Civil Service Examination (CPNU).

Ricardo Magalhães Dias Cardozo: Director of Evaluation of Professional and Technological Education at the Anísio Teixeira National Institute for Educational Studies and Research (Inep).

Cilair Rodrigues de Abreu: Secretary of Shared Services of the Ministry of Management and Innovation in Public Services (MGI).

SUMMARY OF THE DEBATE:

This panel detailed the logistical engineering and strategic coordination behind the CPNU, based on the shared services model to guarantee efficiency and equality. The debate emphasized that unification optimized costs and strengthened the security of the examination process, using rigorous custody and distribution protocols on a national scale. The discussion demonstrated that cooperation among management bodies, research institutes, and security forces consolidated the examination process as a public policy technically capable of democratizing access to the State.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination at SGP/MGI.

I consider the closing of this first edition of the CPNU a special milestone for all members of this panel, given the intense direct involvement of each one in this endeavor.

We know that the profile of those selected in civil service entrance examinations was restricted to population groups from a few regions of the country. This scenario resulted in a low proportion of black civil servants compared to the national demographics, in addition to various under-representations of society. Faced with this diagnosis, Minister Esther Dweck and the MGI team identified the opportunity to improve the selection model, which culminated in the implementation of the CPNU.

The CPNU democratized access to the civil service throughout the national territory. With exams administered in more than 200 municipalities, the examination process adopted a differentiated methodology to mitigate exclusions and ensure diversity.

Aligned with this directive, Minister Esther Dweck demanded from Enap the development of an innovative training program. The objective was to guarantee that, beyond the entry via CPNU, the new civil servants would receive solid technical and ethical preparation, consistent with the challenges of the new Public Administration.

Alexandre Retamal
Logistics Director of the National Unified Civil Service Examination (CPNU)

In light of previous considerations on institutional learning and the improvements implemented in the CPNU, we highlight the structure of the new edition. The examination process currently offers 3,352 vacancies, with the recent addition of 300 positions destined for the INSS, totaling 3,652 opportunities.

The organization comprises 36 bodies distributed across nine thematic blocks. This configuration represents the evolution in relation to the previous cycle, which had eight blocks.

> **“THE EXPANSION TO NINE BLOCKS STEMS FROM THE STRATEGIC DECISION TO STRUCTURE TWO SPECIFIC BLOCKS FOR THE MID-LEVEL, AIMING AT BETTER CAREER SEGMENTATION.”**

This restructuring reflects the continuous effort to deepen the programmatic contents. Maintaining a single high school-level block, given the inclusion of careers in the Health area, would compromise the specificity and quality of the exam, both for the Health sector and for the regulatory agencies linked to block 8.

Creating two high school-level blocks, totaling nine thematic blocks, consolidates institutional learning aimed at improving the assessment. The registration system remains unchanged, meaning that when selecting a block, the candidate can choose several civil service positions, competing simultaneously for multiple opportunities within the same thematic area.

The system allows candidates, upon registration, to indicate their order of preference among the civil service positions available in the block. The classification in the tests, considering the weights the administration attributes to each evaluation and the priority the participant expresses, will compose the result.

Regarding the capillarity of the exam, the administration maintains the forecast of application in 228 cities, with an estimated variation margin of 5%. This strategy relies on the experience of the first edition, in which the administration expanded the initial number of 179 municipalities to meet the volume of registered candidates and local logistical limitations. In certain locations, such as Brasília, the administration had to allocate candidates to eight surrounding municipalities to guarantee the viability of the application. Thus, the administration will define the final network of cities after consolidating the registrations, ensuring the adequate accommodation of all participants.

The schedule of the examination process is in the finalization phase for contracting printing and application services. For this edition, the applying institution will concentrate both responsibilities, including the distribution of the tests. Although distinct models exist, such as the one Inep adopted with segregated contracts, the administration evaluates that integrating these stages presented satisfactory results for the structure of the CPNU, opting to maintain it.

The administration forecasts that it will formalize the contract in the first half of June, simultaneously with elaborating the official examination notices. Unlike the previous edition, which featured nine distinct official examination notices, this cycle will have a unified official examination notice composed of nine annexes. The administration will concentrate the general provisions of the civil service entrance examination in the main body of the document, while the annexes will detail the specificities and programmatic contents of each thematic block.

The evaluation structure of this edition will divide into two main stages, scheduled for October 5 and December 7. On the first date, the objective test will occur for all registered candidates. For the second stage, the administration will convene only the qualified candidates, who will take the essay test, followed by the examining board and title evaluation phases.

Adopting this new methodology aims to optimize logistics and the security of the examination process. Applying the objective test only in the afternoon solves difficulties the administration identified previously, especially regarding the management of distinct time zones across the national territory. The 60-day interval between the evaluations offers legal and operational benefits, also allowing the administration to expand the number of questions on the first day, which qualifies the measurement of candidates' knowledge.

The central objective of this reformulation remains to expand the number of objective questions, allowing a rigorous deepening of the disciplinary contents that integrate the examination process. According to the planned schedule, the administration forecasts disclosing the results by the end of January, with the training courses scheduled to begin in February.

The methodology for the training courses will follow the model the administration adopted previously, organizing successive calls. The administration works on the strategic definition to fill the immediate vacancies and refine the flow of result disclosure. The expectation remains

that, starting in March, the administration will issue the final calls and effectively integrate the new civil servants into their respective careers.

Expanding the number of objective questions aims to guarantee the rigorous deepening of the required disciplinary contents. According to the planning, the administration expects to disclose the preliminary results by the end of January, followed by conducting the training courses throughout February. The applied methodology will maintain the system of successive calls for the training stages.

The administration evaluates the strategies to fill the immediate vacancies and the publicity flow of the results. The expectation remains that, starting in March, the administration will consolidate the results, initiating the official calls and the training processes for the new civil servants.

As mentioned, the methodology for convening candidates to the second stage maintains the criterion of nine times the number of offered vacancies. In an exemplary scenario of a civil service position with 100 vacancies, the administration would convene 900 candidates. The administration will appropriately adjust this calculation to recent normative updates, guaranteeing full compliance with the criteria the Affirmative Actions Law establishes.

Currently, the regulation foresees the vacancy reservation of 20% for black candidates and 5% for Persons with Disabilities (PwDs), percentages that the administration will apply proportionally to the multiplier it adopts for the second phase. Considering the total of 3,652 vacancies, the administration estimates that between 30,000 and 32,000 candidates will advance to the subsequent stage of the examination process.

The administration forecasts that the examination process will receive approximately 1.5 million registered candidates in the first stage, reducing this universe in the second phase only to the candidates effectively qualified for the essay test. Another improvement the administration implemented in this edition consists of identifying all pages, covering both the question and answer booklets.

Regarding the security of the process, the essay test features a barcode system that allows the administration to identify authorship in potential cases of leakage. However, the evaluator responsible for the correction does not have access to this code or any identification mark. Thus, the administration ensures anonymity and impartiality during the correction of the texts.

The individualized identification of the tests significantly expands the protection layers of the examination process. From the security aspect, this measure allows candidates in the same room to take exams with distinct answer keys and questions organized in different orders, without this differentiation being perceptible.

This security strategy, strengthened by recommendations from specialized agencies, is complemented by rigorous identification protocols. The administration maintains the collection of biometric data, covering fingerprint capture and signature collection, as well as the transcription of a specific phrase destined for potential graphological examinations.

The security structure the administration adopted in the previous cycle remains as the base for the current edition, continuously improving with the accumulation of institutional experience. As highlighted at the opening of this event, the National School of Public Administration (Enap) now integrates this joint effort, consolidating the examination process as a continuous and perennial public policy.

Enap begins to monitor the process more closely, and the administration will disclose details about this collaboration in due course. The entire public and legal security structure the administration established in the first edition of the examination process remains in effect. The technical team will act in the logistics monitoring group, which will feature the strategic participation of the Ministry of Justice.

This year, the administration established a new partnership modality with the Ministry of Justice to directly transfer resources to state police forces. The security scheme maintains the support of Abin, the Federal Highway Police (PRF), the Federal Police (PF), and, in locations where necessary, the National Force. The Post Office (Correios) will execute the distribution logistics in conjunction with the applying institution.

The monitoring scheme for the examination process is based on an integrated vision of logistics, security, and continuous risk management. This model establishes that the administration does not limit itself to contracting an applying institution, but intervenes directly in its internal processes. The monitoring occurs in detail across all stages, including the training programs and inspection strategies.

For this edition, the administration implemented innovations such as creating advisory commissions and several technical improvements. Such measures aim to guarantee maximum quality and security in all phases of test application.

In the context of crisis management, the Ministry of Management and Innovation in Public Services maintains the strategic support of the Civil House and the Ministry of Justice and Public Security, which act as spokespersons and guarantee the institutional support necessary to conduct the examination process with stability.

The experience of the previous cycle consolidated fundamental security protocols, which the administration tested even during the climate crisis in Rio Grande do Sul. Such guidelines resulted from a joint effort between the MGI, Inep, Abin, and the applying institution, adapting the expertise of the Enem to the reality of the CPNU. These protocols remain fully operational and the administration will apply them again in this edition.

The central objective remains to ensure the continuity of the National Unified Civil Service Examination, improving its execution based on the accumulated institutional learning.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination at SGP/MGI

The considerations presented reinforce the commitment of the Ministry of Management and Innovation in Public Services to continuous institutional learning. The first edition of the CPNU, initiated in 2023 with execution and results between 2024 and 2025, provided valuable subsidies. The administration is integrating the constructive criticism received, especially Professor Fernando's contributions on the content of the evaluations and the assimilated logistical lessons, to improve the upcoming editions.

“THE OBJECTIVE IS TO CONSOLIDATE THE SUCCESSES AND SEEK SOLUTIONS FOR NEW CHALLENGES, AVOIDING THE REPETITION OF PREVIOUS FAILURES.”

In this context, Inep's experience remains fundamental. Unlike the MGI, the Institute possesses vast historical accumulation in conducting the Enem and several other essential assessments for Brazilian education. The process of unifying civil service entrance examinations bears operational similarities with educational exams, which makes sharing this expertise indispensable. Inep assumes new institutional challenges that demonstrate its readiness to improve public policies on several fronts.

Ricardo Magalhães Dias Cardozo
Director of Educational Assessment for Professional and Technological Education at the Anísio Teixeira National Institute of Educational Studies and Research (Inep).

On behalf of Inep, we receive the complimentary mentions of the work performed with satisfaction. We must highlight that, as civil servants, we understand that all the intelligence and structure the administration develops within the state framework have the ultimate purpose of serving Brazilian society.

The collaboration between the institutions enables the accumulated experience and the infrastructure Inep developed, within the scope of the Enem and other assessments, to contribute directly to the success of the MGI's activities. Conducting the CPNU represents a significant advance that, beyond operational complexity, demanded institutional determination and a joint effort to consolidate this new public policy.

Guimarães Rosa's[29] quote synthesizes the spirit of this project when he mentions that "the course of life wraps everything up, life is like that: it heats up and cools down, it tightens and then loosens, it settles down and then becomes restless. What it wants from us is courage." This thought refers back to 2008, when we presented the initial proposal to Inep. On that occasion, during a meeting with the institute's presidency, the audacity of the initiative caused an impact. Although they received the idea as promising, the perception lingered that it would hardly move beyond the field of theoretical reflection.

Implementing the project demanded institutional determination from the MGI to establish a public policy capable of continuous improvement.

[29] Writer from Minas Gerais and diplomat, author of *Grande Sertão: Veredas*, and master in the reinvention of Brazilian literary language.

Reflections on representative bureaucracy remain fundamental, highlighting the importance of diversity and the democratization of access to the State.

Consolidating a bureaucracy with a civil service calling possesses the potential to restructure the dynamics of traditional examination processes, allowing the public-service ethos and the effective commitment to social contribution in specific areas to motivate entry into the civil service.

The aforementioned points remain fundamental for the discussion. Due to time and the institutional maturity of Brazil's National High School Exam (Enem), the analysis focuses on the accumulated experience with the Enem. However, we must highlight that Inep will conduct the National Teaching Test this year, an instrument that bears similarities to the CPNU model.

The administration could adopt this assessment to hire permanent and temporary teachers, integrating public selection processes fully or partially. It is an initiative that expands the Institute's role in standardizing national exams aimed at provisioning public personnel.

The National Teaching Test (PND) will be administered in 750 municipalities, representing a significant effort to qualify the civil service entrance examination in the country. This initiative aims to expand the number of tenured professionals in public school systems, by mitigating the financial barriers and technical difficulties that federated entities face when conducting their own examination processes.

By providing this infrastructure, the Federal Government assumes responsibility for technical execution, allowing states and municipalities to use the National Exam as a basis for their selections. Such a measure democratizes access and promotes the professionalization of the educational workforce on a national scale.

In addition to the PND, Inep will implement the National Examination for the Assessment of Medical Education (Enamed), which consolidates the Enade as an annual assessment with the objective of qualifying medical education in Brazil. The administration scheduled both initiatives for October of this year, with applications planned for the 19th and 26th.

The Enem, created in 1998, consolidated itself as the main gateway to higher education in the country. The differentiator of the exam lies in conducting simultaneous tests on a large scale. In the previous cycle, the application covered 1,753 municipalities, a number the administration will expand to 1,804 locations across the national territory this year. The

geographic scope, the logistical complexity, and the social impact of the Enem ratify its relevance for the Brazilian State.

It is the second-largest exam in the world in volume of registered candidates, surpassed only by the Gaokao in China. Unlike the American SAT, which occurs up to six times a year, the Enem relies on simultaneous application on a national scale, which imposes a superior logistical challenge and demands a high level of institutional coordination.

In the previous cycle, the administration registered 4,033,506 confirmed registrations. For the current edition, the data the administration monitored during the registration period indicate a significant increase in candidate participation, consolidating the growth trend and the importance of the exam for access to higher education.

The infrastructure of the Enem involves around 10,000 testing locations and application coordination centers, 140,000 rooms, and a team exceeding 300,000 collaborators. To guarantee accessibility, the administration performs more than 58,000 specialized assistances. In terms of inputs, the examination process demands printing almost 9 million tests, totaling more than 300 million pages distributed across 18 distinct types of booklets.

These indicators ratify the magnitude of the exam and the complexity of its governance. Similar to the model the administration adopted in the CPNU, the monitoring Inep conducts goes beyond merely contracting third parties, consolidating itself as direct and integral monitoring from the preliminary phases. Three strategic contracts sustain the operational execution: with the Post Office, for distribution and reverse logistics; with the printing company, to produce the test booklets; and with the applying institution, responsible for operationalizing the examination process.

The management of the contract with the applying institution occurs uninterruptedly, covering everything from pre-application planning to risk management during execution, reverse logistics, and processing the results. In this year's edition, with the tests scheduled for November 9 and 16 and the disclosure of results planned for January 16, the schedule imposes a significant operational challenge.

In this interval of just two months, the administration must coordinate the return of all distributed material, carry out the grading of the exams and essays, perform the proficiency calculation, and process the final data. The brevity of this timeframe requires strict control to mitigate uncertainties and guarantee the full fulfillment of institutional objectives, ensuring the reliability and punctuality of the examination.

The operationalization stages begin with the elaboration and technical review of the items, conducted by pedagogical commissions in a physical security environment (secure room) at Inep itself. The Federal Police escort the transport of the media containing the examination content to the printing company for layout.

The next phase comprises the printing, packaging, and handling of the booklets into specific sealed bags, which the administration then forwards to the Post Office for distribution. The storage logistics involve the strategic support of 18 battalions of the Brazilian Army, which guard the examinations in the 27 capitals. The decentralization to the interior only occurs close to the application date, ensuring the integrity of the material until the moment of delivery at the examination locations.

The distribution and physical security stages guarantee the inviolability of the examination process throughout the national territory. Although there are logistical exceptions where transportation requires the use of vessels for several days, the general rule stipulates that distribution occurs under uninterrupted police escort, from the departure at the printing company to the arrival at the application locations.

The strictness extends to the manufacturing environment. At the printing company, security cameras and restricted access protocols monitor the facilities, which include the use of color-coded clothing to identify the hierarchy and function of the teams. The administration strictly limits the number of collaborators with access to the printing area to essential functions, such as technical quality verification. The production perimeter features multiple security layers, including body scanners and alarm systems triggered in the event of non-compliance with standard operating procedures.

The administration structures the distribution from the 27 capitals, where the material remains guarded in high-security logistical warehouses. After packaging and classifying the examinations by room, the administration conditions them in specific sealed bags, which the Post Office, in turn, transports and stores inside Sealed Bag Security Containers (CDMs).

This logistical flow ensures the integrity of the material in successive layers of protection. The storage in the CDMs represents the final stage of custody before the capillarized distribution to the respective application locations begins.

In reverse logistics, the administration collects the sealed bags and forwards them to the processing and grading centers. The administration executes this entire flow under police escort and the Federal Police intelligence service monitors it. The viability of this structure depends on coordinated inter-institutional effort, which integrates the Army, the Federal Police, the Military Police, the Fire Departments, and the Public Security Secretariats.

To ensure the efficiency of this operation, Inep maintains agreements with the 27 state and district Public Security Secretariats. This federative articulation is what allows the qualified escort of the material and the maintenance of the integrity of the examination process until its final grading stage.

From the perspective of the logistical flow, the administration structures the operation starting from production in a secure printing company, followed by the concentration of the cargo for decentralization purposes. The administration carries out the transport via land and air modes, exclusively using dedicated cargo.

This exclusivity implies that, during the movement of the examination booklets, the Post Office vehicles do not transport any other type of merchandise. Such a protocol is a risk mitigation measure against external interests and security incidents. The strategy aims to prevent theft or robbery attempts directed at other valuable cargo from accidentally compromising the integrity and confidentiality of the examinations.

“THE MANAGEMENT OF ENEM DOES NOT ALLOW MARGIN FOR OPERATIONAL FAILURES, GIVEN THE MAGNITUDE OF THE SOCIAL AND ECONOMIC IMPACT INVOLVED.”

The examination is responsible for offering approximately 280,000 vacancies in public and private higher education institutions in Brazil. A potential compromise of the examination process would entail immeasurable financial and institutional costs to the Public Power, which

makes the infallibility of the process a fundamental premise of the management.

To ensure this level of integrity, the administration strictly controls the distribution conducted by the Post Office from the storage units to the final delivery at the applying institution. The administration designs each stage to eliminate uncertainty variables, ensuring that the logistical flow supports the execution of public policy of such capillarity and relevance.

A network of 27 integrated command and control centers, composed of a national unit in Brasília and 26 state units, monitors the logistical operation. These centers bring together representatives from all partner institutions, such as the Post Office and the security forces, guaranteeing prompt response and strategic coordination in real-time.

In addition to Brazil's National High School Exam (Enem), Inep manages other large-scale examinations, such as the Basic Education Evaluation System (Saeb). Although it has different security protocols, the Saeb surpasses the Enem in geographical scope, being applied in all 5,570 Brazilian municipalities. The evaluation universally covers 5th and 9th-grade primary school students and 3rd-year high school students, while also featuring sample applications for the 2nd year of primary school.

The magnitude of the evaluations coordinated by Inep demands high-scale graphic production and logistics, which requires strict supervision and control mechanisms. Among these instruments, the performance of the National Network of Certifiers (RNC) stands out, a structure that allows the on-site verification of all standard operating procedures during the application of the examinations..

Federal civil servants and teachers from state and municipal networks, selected through a specific official examination notice, compose this network. During the realization of the tests, these professionals act as representatives of the autarchy at the application locations, and the administration remunerates them through the Educational Activity Allowance or the Gratuity for Engagement in a Course or Contest (GECC). A dedicated application operationalizes the certification, which allows the real-time recording of process compliance, ensuring that every unit strictly follows institutional guidelines.

The management of operations relies on a pyramidal structure of real-time monitoring, which connects each application location to the state centers and the National Command and Control Center. This flow allows the administration to report any occurrence to the national incidence treatment

and response team, enabling immediate decision-making to preserve the confidentiality of the tests, the standardization of procedures, and the isonomic treatment of all participants.

In the previous cycle, the National Network of Certifiers had 77,500 registrants and 45,000 approved profiles, reaching 95% coordination coverage. For the current edition, the objective is to achieve full coverage (100%). To this end, the administration identified the municipalities with historical difficulties in adherence, where it will apply targeted dissemination strategies and reinforce the contingent, allocating more than one certifier in localities where the supply of federal civil servants or teachers from state and municipal networks is limited.

The structure of the command and control centers consists of a multidisciplinary team, which guarantees prompt response to crises. In each state, the center relies on the Post Office logistics coordinator and the Command and Control Center coordinator, under the supervision of the agreement manager with the Public Security Secretariat and the Federal Police.

The technical team also includes the application coordinator of the contracted institution, the confidentiality operator, the operational coordinator, and the military officer responsible for security operations. Inep maintains at least one interlocutor in each federative unit to act as a strategic filter. This articulation is vital for the management of complex crises, as occurred in 2023, when 75 application locations in São Paulo suffered a power outage due to storms on the eve of the examination, requiring immediate coordination to ensure the viability of the tests.

We involved the Ministry of Mines and Energy and, in the end, all examination locations had application without intercurrences, including more than 70 points operating with generators. Work at Inep begins around 6 a.m. and extends until 9 or 10 p.m., at which point the administration has already resolved the critical situations.

From the mobilization perspective, we rely on more than 390,000 people, strictly referring to the applying institution. This contingent does not include the Post Office, the Public Security Secretariat, or the civil servants of Inep; it is solely the team of the applying institution, which features more than 140,000 room supervisors.

The state, municipal, and application location coordinators receive in-person training. The applying institution is contractually obligated to

conduct this training in person. This year, the training will occur in 138 municipalities, following the established guideline.

If we have 10,000 application locations and they all function properly, there are no setbacks. The coordinator of each unit is directly responsible for the quality of the process in that location. Finally, we usually say that, if the scenario seems excessively calm, one should be suspicious. Look for the interlocutors and verify if the activities that impact your workflow are in compliance. It is essential to cross-check information, articulate with the actors involved, work with data and facts, and make use of available resources.

Cilair Rodrigues de Abreu
Secretary of Shared Services at the Ministry of Management and Innovation in Public Services (MGI)

The creation process of the CPNU was a challenging trajectory, marked by experimentation and the institutional commitment to deliver innovative results. The administration built this process collectively and based it on a joint reflection on administrative efficiency. Within the scope of this modernization, I coordinate the ColaboraGOV team, which acts as a shared services center in the Federal Public Administration.

Currently, *ColaboraGOV* provides services to 42 agencies, serving 13 of them directly and continuously. It is an innovation that, although internationally consolidated, began its implementation during this administration. This support structure intrinsically links to the logic of the CPNU.

The unified civil service entrance examination project emerged when we observed that several agencies, such as MPO, Finance, MDIC, and Indigenous Peoples, planned to hold examination processes simultaneously. Faced with the scenario of hiring 15 or 16 different examining boards, we proposed unification. Although the concept of a single civil service entrance examination for different civil service positions initially generated cognitive dissonance by breaking with the traditional model of official examination notices per agency, we sought reference in the success of the Enem. Just as the educational exam proved to be viable, we advanced the dialogue with the Executive Secretariat and Inep, drawing on the Federal Government's expertise in complex national operations.

We started the project with a limited structure, without predefined areas or teams. The success of the initiative was due to the willingness of those involved to face the challenge of building the process collectively. We sought dialogue with those who held technical knowledge, including consultations with examining boards to understand the processes, aware of the commercial interests involved. We realized that we were structuring something innovative and that we would need to learn the method during execution.

As highlighted by Retamal, the administration conducted the project exclusively with civil servants, without the support of external consultancies. The technical foundation derived from specialized literature and the analysis of international experiences, proceeding then to direct execution.

Minister Esther Dweck emphasized the dimension of the civil service entrance examinations because, from an operational perspective, 80% of the complexity and costs refer to logistics. In the case of the CPNU, it is logistics combined with strict security protocols, differing from exams like the Saeb, where the security requirement is different. Innovation is a constant guideline at the MGI. The AGU participated from the beginning, as well as the control agencies, CGU and TCU. The Federal Court of Accounts even carried out the analysis of the risk matrix, validating the structuring and consistency of the project, which provided institutional security to the operation.

From the analysis of the risk matrix, we proceeded to the structuring of the contracting model. Initially, we considered that Inep would execute the examination process, but the autarchy was already overloaded with its own schedule of exams and projects. Given this, in coordination with José Celso, we decided that the MGI would assume the contracting directly.

Unlike the model adopted by Inep, which makes three distinct contracts—examining board, distribution logistics, and printing—I proposed unifying them into a single contract. Although there was a warning about the complexity of security in distribution, we opted to simplify contract management. Because we have a reduced personnel structure compared to Inep, managing three different institutions would be unfeasible; unification allowed for greater operational control.

The partnership with the public security areas was fundamental in the first CPNU. We transferred resources so that the Military Police could act on the front lines, utilizing their capillarized network. For the next cycle, the goal is to evolve into a direct cooperation with the National Secretariat of Public

Security (Senasp) and the Ministry of Justice and Public Security. Inep's security requirements are extremely strict, and few examining boards have the technical capacity to meet them. For this reason, we fully imported these criteria into our Term of Reference (TR), ensuring that, even in a single contract, the administration preserved all integrity parameters.

We drafted the TR and sent it to 13 examining boards; five presented proposals and three qualified based on criteria such as national experience. It was useless to have applicators in many municipalities concentrated in a single state; we wanted national reach. Inep was always by our side helping and then passed this part to us. It really was a benchmark, adapting to our reality. Now, regarding what Pedro said about a civil service entrance examination by career, I must highlight something that many lack as a reference: the budgetary issue.

When dealing with a specific career, for example, traditionally the managers, the headquarters' budget is what resolves it. Our problem here was not that, it was how we would finance the project. Furthermore: what is the cost of this? How would we make this calculation?

The absence of historical precedents for a unified examination process complicated the initial cost estimation, given the unprecedented nature of the proposed model. Given this scenario, we established a technical dialogue with Inep for the formulation of budgetary projections. At that moment, preliminary analyses already indicated a potential cost reduction provided by economies of scale. However, the autarchy's technical estimates fluctuated between 300 and 400 million reais, depending on the logistical scenario and the projected volume of registrants.

The absence of historical parameters for a unification model represented a central challenge to the budgetary modeling. Although Inep had historical series of absenteeism and engagement in its exams, there was no direct comparative basis for an examination process with the characteristics of the CPNU.

This gap required a posture of institutional boldness and risk management, since innovation in Public Administration presupposes facing unforeseen variables. Preliminary estimates underwent constant revisions as the dimension of the project consolidated, demanding a transparent dialogue with the high ministerial management regarding the financial viability and the support necessary for executing the schedule.

We elaborated the TR and sent it to 13 applying institutions; five presented proposals and three qualified based on national experience criteria. The objective was to guarantee capillarity throughout the Brazilian territory, avoiding the concentration of examination locations in a few states. Inep acted as a fundamental partner in this benchmark process, allowing us to adapt its models to our reality.

A critical point, previously mentioned, refers to the transition from the model of civil service entrance examinations by career to the unified model from a budgetary perspective. Traditionally, the headquarters' budget of each agency funds its own examination processes. In the case of the CPNU, the challenge was defining how to finance the project and, mainly, how to calculate the cost of something unprecedented.

Without historical parameters for the unified model, we initially resorted to Inep's estimates, which projected values between 300 and 400 million reais, depending on the scenario. While Inep has a historical series of candidate adherence, we operated under the uncertainty of innovation. There was institutional fear regarding potential estimation errors, which required backing from upper management to proceed.

To facilitate the dialogue with the other agencies, we needed solid financial projections. When analyzing the cost of previous individual civil service entrance examinations, we realized that the values were lower because the application only occurred in Brasília or in capitals. In the CPNU, based on Ipea studies, we adopted a strategy of broad democratization of access: we established a maximum radius of 100 kilometers for examination locations in the North and Center-West regions, and 50 kilometers in the other regions. By expanding the application to the interior of the country, we directly confronted the historical bottlenecks of logistics and cost in civil service entrance examinations.

Regionalization in a country with the dimensions of Brazil constitutes a complex challenge. An emblematic example was the decision to hold examinations in São Gabriel da Cachoeira. Although the municipality did not fall under the initial technical criteria, Funai indicated that the location was fundamental for the agency. We opted, therefore, to include it, understanding that the higher objective of representation and inclusion justified flexing the strict statistical parameters.

These decisions were fundamental to the structuring of the examination process. Within the Secretariat, we established a specific metric, meaning, we estimated an operational cost and defined that, within

a range of up to one million registrants, the MGI would assume the financial burdens. The central point of the negotiation was to ensure the agencies' adherence to this model. As a budget career professional, although I navigate this area with technical rigor, I understand that public management requires a less orthodox vision to enable disruptive innovations.

Unlike the traditional fiscal posture, which sometimes prioritizes budgetary restrictions over the project, we sought to offer security to the partner agencies. After studying the scenarios, we established that, up to the limit of one million registrants, the MGI would fully assume the cost, taking advantage of our already established payment structure.

This definition was essential to mitigate the fear that the examination process would render the budgets of the ministries unfeasible if costs reached unforeseen levels, such as the 400 million reais figure. We instituted, therefore, a transition rule: in the interval between one and two million registrants, the participating agencies would fund the variation proportionally. If the number of registrants exceeded this ceiling, the MGI would once again assume financial responsibility. This strategy provided a cost stability that was fundamental to the governance of the project.

Although the consolidated process presented a higher total value, the individual impact per agency diluted, marginally raising specific costs in exchange for a much more robust operation. This administrative boldness consisted of rigorously calculating the risks and assuming responsibility for the execution. Minister Esther Dweck, with her economic vision, validated this approach, which was decisive for the continuation of the initiative. In the end, the number of registrants confirmed our projections, reaching 2.1 million. The proportional apportionment model worked fully successfully and all ministries fulfilled their respective transfers.

We also adopted a budgeting strategy distributed over two financial years. This modeling allowed us to divide the payment into installments, taking advantage of the dynamics of monthly resources and the budgetary availability at year-end. At the end of each financial year, when resource scarcity is a recurring concern in the ministries, we managed to facilitate the transfer of the remaining balances to the project. This financial engineering ensured that, at the end of the period, the necessary resources were already practically secured.

Regarding operational costs, although hiring the examining board demands a high investment, it offers the necessary security for an

examination process of this magnitude. In this context, the role of the Post Office is fundamental and goes beyond common logistics; the operation involves a complexity that ranges from registration management to the flow of per diems, tickets, and strict security protocols.

The contractual structure also demonstrated great flexibility and resilience. The additive model adopted proved positive for partner agencies because, faced with the need for adjustments stemming from the public calamity in Rio Grande do Sul, the MGI assumed responsibility for the renegotiation. This ensured the continuity of the process without excessively burdening the other ministries, reaffirming the ministry's commitment to the stability and success of the CPNU.

We facilitated the necessary financial support through extraordinary credit, which allowed the timely execution of payments. The minister submitted the financial governance of the project to the center of government and to the Budget Execution Board (JEO), through which the administration ratified the decision. This is a necessary and consolidated institutional investment. In the final composition, the MGI assumed 67% of the total costs, while the other agencies were responsible for approximately 33%.

Although the analysis of nominal monetary costs may suggest a high value, the unified model proved to be more efficient.

“IT IS WORTHWHILE TO HIGHLIGHT THAT THE COST OF AN EXAMINATION PROCESS IS DETERMINED LARGELY BY LOGISTICS. CONDUCTING EXAMINATIONS RESTRICTED TO BRASÍLIA OR THE CAPITALS PRESENTS A REDUCED COST, YET LIMITS THE REACH OF PUBLIC POLICY.”

The CPNU, on the other hand, applied the examination in 228 cities, including hard-to-reach locations, often accessible only by river. This logistical choice, although it raised the operational cost, was essential to guarantee the democratization of opportunities to citizens in remote regions. To support this decision, we applied a cost-benefit calculation weighted by the number of municipalities served, reaffirming the State's commitment to isonomy and inclusion.

The comparative cost analysis demonstrated that the unified model presented greater economic efficiency. Through continuous simulations, we proved that the final value was lower than what the administration would have spent in traditional models. It is fundamental to avoid estimates based on intuitions and focus on evidence. If logistics represent the most significant component of the total cost, the administration must assess efficiency from this perspective.

The feasibility calculation was based on the number of municipalities served. We proved the efficiency of the examination process through this metric, which was even recognized and praised by the Office of the Comptroller General (CGU). Although there was an initial perception that the cost would be excessive, the presentation of concrete data demonstrated the opposite. The economy of scale is real and, when weighted by regional scope and the capillarity of the examination process, the unified model proves to be more economical and effective from the perspective of public management.

The administration will apply this methodology, which transcends direct monetary cost, in the second edition of the CPNU. There is shared satisfaction among civil servants for delivering a project of this magnitude. Many colleagues expressed institutional pride in the success of the operation.

As civil servants, we are traditionally trained to avoid errors, but we must change this mentality.

“WITHOUT THE WILLINGNESS TO ACCEPT CALCULATED RISKS AND FACE CHALLENGES, PUBLIC TRANSFORMATION STAGNATES. IT IS NECESSARY TO BREAK BARRIERS AND HAVE THE AUDACITY TO DIVE INTO DISRUPTIVE PROJECTS.”

We must understand that, when conducting a civil service entrance examination, we select professionals who will join the State for 30 or 35 years. Therefore, it is essential to oversee their entire career path, starting at the entry door. The CPNU, in addition to the regionalization and capillarity achieved, focuses on elevating the quality of the public selection process. Overcoming this initial obstacle is fundamental to guaranteeing the excellence of public policies in the following decades. We had never structured our thinking from this long-term perspective, yet this vision is what will allow us to reach the next levels of public management.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination at the SGP/MGI

The reported experience reinforces the message intended for the Federal Public Administration. In the Secretariat of Personnel Management, the focus has been on comprehensive monitoring of the civil servant's employment cycle, from entry to retirement. This is a journey that can extend for four or five decades, which imposes on the State the duty to look after these professionals. This care involves stimulating the civil service calling and promoting diversity, objectives fully aligned with current guidelines.

The greatest merit of the CPNU was inserting personnel management into the strategic debate about the efficiency of public policies. This achievement allowed the administration, by aggregating the vacancies into

a unified model, to clearly observe the set of areas where the government requires workforce replenishment.

Based on this mapping, the possibility opened up to debate, in the public sphere, which professional profiles are effectively necessary for each field of government action. Although it is a complex debate, it represents significant gain for the country's institutional maturity. By elevating the discussion on recruitment and selection to a strategic level, the examination process consolidates itself as a fundamental pillar for the modernization of Brazilian public management.

JUDICIALIZATION IN SELECTION PROCESSES

Karoline Busatto: Legal Advisor at the Ministry of Management and Innovation in Public Services (MGI).

André Saddy: Professor at the Faculty of Law and the Master's Program in Constitutional Law at the Fluminense Federal University (UFF).

Cristiane Souza Fernandes Curto: National Attorney of the Union for Public Policies at the Attorney General's Office (AGU).

SUMMARY OF THE DEBATE:

In this panel, the speakers addressed the legal certainty and risk management of the CPNU, highlighting the integration between the technical and legal areas in order to guarantee the stability of the examination process. The debate emphasized that the proactive work of the public advocacy and active monitoring were fundamental to maintaining a proportionally low rate of judicialization. The discussion also demonstrated that strengthening governance and using empirical evidence are essential to protect the manager's discretion and ensure transparency in recruitment processes.

Karoline Busatto
Legal Advisor at the Ministry of Management and Innovation in Public Services (MGI)

In the exercise of legal consulting for the Ministry of Management and Innovation in Public Services (MGI), the administration guided the monitoring of the National Unified Civil Service Examination by a strategic approach since its initial planning, ensuring the compliance and legal certainty necessary to make the project viable.

The trajectory, initiated in the first articulations with Inep, evolved into the consolidation of CPNU 1 and the planning of the second cycle, resulting from the close collaboration between the legal consultancy and the technical area, especially the Secretariat of Personnel Management (SEGEP). This joint effort was essential to confer legal certainty upon the entire process concurrently with its execution.

Currently, the judicialization of public policies has become a recurring phenomenon in public administration. In this scenario, the work of the National Procuracy for Public Policies, linked to the Attorney General's Office, is strategic, since it centralizes the handling of lawsuits involving public policies filed against the Union.

The area of civil service entrance examinations presents a high rate of judicialization. The integrated work between the technical staff of the CPNU and the legal area allowed the administration to face the daily challenges imposed by judicial proceedings. This articulation guaranteed the swift compliance with procedural deadlines and ensured that judicial demands did not compromise the schedule and regularity of the examination process, a critical factor for the success of a national public policy.

The judicial suspension of a public examination process is an event of extreme complexity, with repercussions that go beyond the legal sphere. Such decisions impact the operational schedule, the institutional security layers, and the mobilization of thousands of people involved, from the administrative staff and managers to the vast network of collaborators and candidates.

In this context, the Judiciary Branch plays a relevant role by acting as an instance of control and balance against the controversies inherent to civil service entrance examinations. However, this action requires a necessary reflection on the limits of legality control. It is fundamental to distinguish the correction of legal flaws from eventual administrative interference in choices that belong exclusively to the manager, within their

field of discretion and technical convenience. The preservation of administrative autonomy is, therefore, essential to ensure that the governance of large-scale public policies is not compromised by interpretations that replace the merit of the administrative decision with the judicial vision.

It is up to the manager to define the guidelines and the line of action of the examination process. However, the phenomenon of judicialization brings uncertainty to the sectors involved, especially when isolated decisions arise that disregard technical planning. This scenario is noticeable in sensitive topics, such as affirmative action policies and the work of heteroidentification commissions.

Despite the existence of a whole process of structuring, regulation, and training of these commissions, situations occur in which individual judicial decisions alter the candidate's ethnic-racial condition. On these occasions, the magistrate can unilaterally decide that the candidate is black, reversing the technical opinion without submitting it to a new evaluation commission. In these circumstances, an isolated decision ends up overriding the administrative understanding and the work of the collegiate body.

There is also the need for an increasing dialogue between the Administration and the Judiciary Branch regarding the distinction between the individual effect and the collective effect of lawsuits. It is fundamental to delimit the scope of an individual decision to ensure that it does not generate negative impacts on the other participants. Added to this is the issue of the over-interpretation of the rules in the examination notice, an expression used to describe the flexibilization of notice rules, such as in cases related to filling out identification fields.

The discussion on the overload of the commissions and the eventual creation of individualized criteria via judicial decisions is highly relevant. For the legal consultancy, the greatest challenge lies in creating mechanisms that protect the public policy, minimizing its exposure and establishing effective ways to mitigate judicialization.

As previously highlighted by the management, innovation is intrinsically accompanied by learning processes and, eventually, by failures. In the case of the CPNU, this learning was continuous. Some issues inevitably resulted in judicial proceedings, but it is fundamental to analyze the perception of this volume.

Although the examination process was of great magnitude, the evaluation of the legal consultancy is that the judicialization was

proportionally reduced. Considering the complexity and the innovative nature of the proposal, the number of lawsuits did not compromise the structure of the project, indicating that the legal and technical filters applied during the planning phase were effective.

Currently, among the candidates approved for the vacancies, the number supported by judicial decisions does not reach the mark of 150 cases. In a universe of 6,640 vacancies and more than one million registrants, this data is highly significant. We must consider that the CPNU encompasses several civil service entrance examinations into a single structure, and judicialization is a recurring phenomenon in any public selection process.

Research in the repositories of superior courts, such as the Superior Court of Justice (STJ), reveals a significant volume of litigation in examination processes of various natures. As a comparative parameter, smaller civil service entrance examinations, such as that of the Office of the Comptroller General (CGU), frequently present judicialization rates that, in proportional terms, demonstrate the efficiency of the model adopted in the CPNU. The data indicate that the legal certainty strategy was successful in mitigating the risks inherent to a public policy of this magnitude.

It is a fact that the area of civil service entrance examinations presents a high rate of judicialization. However, despite the institutional effort required from the Attorney General's Office to handle the demands of the CPNU, the overall assessment indicates that the volume of actions was not disproportionate to the magnitude of the project.

“THE ASSESSMENT OF THE JUDICIALIZATION RATE OF THE CPNU IS POSITIVE, EVIDENCING THAT THE LEGAL STRUCTURE WAS CAPABLE OF ABSORBING AND RESPONDING TO THE INQUIRIES EFFECTIVELY.”

Naturally, the challenges faced generate valuable learning. The experience acquired in this first cycle allows the administration to identify

areas for improvement to perfect security mechanisms and further reduce litigiousness in future examination processes. The commitment now is to convert these learnings into guidelines that strengthen the governance and legal stability of the National Unified Civil Service Examination.

André Saddy
Professor at the Faculty of Law and the Master's Program in Constitutional Law at the Fluminense Federal University (UFF)

In continuity with the observations on judicialization and the aforementioned research with the Superior Court of Justice (STJ), the administration highlights the realization of a comprehensive study on the scenario of litigation in civil service entrance examinations in general. The objective of this presentation is to share the results of this survey and analyze the systematized data.

The research is part of the hiring carried out via the United Nations Development Programme (UNDP), with the purpose of promoting the systematization of the judicialization of civil service entrance examinations in Brazil. The study seeks to offer a technical and structured view on the panorama of judicial proceedings, substantiating the debate on legal certainty and the efficiency of national examination processes.

The original planning of the MGI foresaw a comprehensive investigation in all jurisdictional spheres, including superior courts, federal regional courts, and state courts of justice. However, the preliminary analysis revealed a volume of jurisprudence that would make execution unfeasible for a single consultant within the established schedule.

Given this, the scope of the research was limited to the STF, the STJ, the TCU, and the Federal Regional Courts (TRFs) of the five regions. The exclusion of state courts of justice is justified by the MGI's guideline to prioritize national-level judicialization.

The methodology consisted of the collection, treatment, and systematization of data, resulting in the delivery of a technical document in a spreadsheet format. This instrument allows the MGI to apply filters and identify the various factual situations taken to the Judiciary Branch, basing the diagnosis on the main reasons for litigation in civil service entrance examinations.

The research initially sought to diagnose which topics are recurrently judicialized and, subsequently, to evaluate the causes that motivate these

questionings. In this process, the research identified 701 factual situations that lead to the judicialization of the analyzed topics.

The first phase of the study focuses on the main objects of questioning brought to the Judiciary Branch, following a methodology previously agreed upon with the MGI. The execution involved distinct stages of verification and systematization to build a supporting database.

One of the main technical challenges resided in the extraction of information, given that only the STF and the TCU allow the direct export of decisions to spreadsheet formats. In the other courts, the administration had to perform the data insertion manually, which demanded considerable execution time. After this phase, the administration needed to consolidate, clean, and process the data, filtering the relevant decisions to finally establish the macro-objects and micro-objects of judicialization.

The data collection occurred between December 2024 and March 2025, encompassing the previously defined courts. During this period, the administration identified approximately 20,000 decisions related to the theme of civil service entrance examinations.

To ensure the comprehensiveness of the study, the research did not limit itself to the specific portals of each court, since the administration detected incongruities in the consulted databases. We observe, for example, that the quantitative results obtained on the portal of the Federal Justice Council (CJF) diverged from the numbers presented on the websites of the courts themselves.

This variation indicated that the update and the scope of the scan were not uniform across platforms starting from certain periods. Faced with this scenario, the administration adapted the methodological strategy to alternate between the databases of the CJF and the courts, according to the precision identified in each time interval, aiming to guarantee the collection of the largest possible volume of decisions relevant to the object of the study.

To guarantee the precision of the survey, the administration applied an identical research structure across all consulted databases. The strategy utilized the descriptor "civil service entrance examination" associated with exclusion operators, aiming to discard processes related to Enem, Sisu, university entrance exams, simplified public selection processes, and temporary hiring. The objective was to strictly limit the scope to the judicialization of civil service entrance examinations for permanent positions in general.

Based on this criterion, the sample universe consolidated into approximately 20,000 decisions and summaries. The distribution of judgments encompassed 3,622 decisions in the Supreme Federal Court, 5,519 in the Superior Court of Justice, and 4,622 in the Federal Court of Accounts. In the Federal Regional Courts, the volume reached 5,940 decisions, reflecting the capillarity of these instances. After delimiting this amount, the administration conducted the screening stage, with the objective of identifying the judgments effectively relevant to the research scope and to the macro-objects of analysis.

After analyzing the nearly 20,000 decisions, we observe that a significant volume of judgments referred to procedural issues that were not relevant to the central object of the study. The proportion of cases considered irrelevant varied according to the court. In the Superior Courts (STF and STJ), this rate was higher than that recorded in the Federal Regional Courts, yet lower than that verified in the Federal Court of Accounts.

The nature of each body's competencies justifies this disparity. In the Federal Court of Accounts, for example, the term 'civil service entrance examination' frequently appears associated with retirement and pension processes, which do not fall within the scope of the judicialization of examination processes. In the STF and the STJ, the irrelevance was due to the predominance of decisions on the admissibility of appeals, such as the blocking of Special or Extraordinary Appeals due to formal issues, which do not delve into the merits of the examination rule. In contrast, in the Federal Regional Courts, the decisions presented greater adherence to the research object, with a lower incidence of merely procedural obstacles compared to higher instances.

After the qualitative filtering, the analysis universe consolidated into approximately 11,000 decisions relevant to the research scope. In collaboration with the Ministry, the administration structured a systematic database, organized through identification columns that encompass the court of origin, the judgment date, the reporting judge, the judging body, and the federative unit. Furthermore, the administration cataloged the content of the summary, the macro-object of the demand, and the procedural outcome, specifying whether there was a resolution of merit, as well as the validity or invalidity of the requests.

The administration agreed upon the definition of the macro-objects with the MGI based on various normative sources that govern civil service entrance examinations in Brazil. Among the utilized references, the Civil

Service Entrance Examinations Reference Guide from the Attorney General's Office, regulatory decrees, and the new Federal Law No. 14,965/2024 stand out. This methodology allowed aligning the jurisprudential analysis with the most recent legal guidelines, ensuring that the systematization of data reflects the challenges and innovations of the current legal system.

In the systematization process, the administration identified and defined 35 macro-objects, classified in conjunction with the Ministry. The administration pre-classified these themes in the database, and they cover critical areas of the selection process, such as: authorization of the civil service entrance examination, evaluation of qualifications, psychological evaluation, and the performance of the examining board. The selection of these objects allowed organizing the summaries considered relevant into clear analytical categories.

The definition of each macro-object followed a prior correlation with existing legislation, utilizing as main references the new Civil Service Entrance Examinations Law, specific provisions of regulatory decrees (such as Article 28), and reference guides. This structure ensured that the jurisprudential analysis was in strict consonance with the normative sources of Administrative Law.

It is worth reiterating that the consolidation of this data faced distinct technological limitations across institutions. While the STF and the TCU enabled the direct export of summaries to a spreadsheet format, the other courts demanded a manual effort of insertion and processing. Despite these technical difficulties, the administration managed to unify all information into a single document to support the strategic analysis of the Ministry.

The next stage consisted of the comprehensive grouping of the research in a digital environment, at which point the administration consolidated the separation between relevant and irrelevant cases, followed by a rigorous classification by macro-objects. A differential of this phase was the identification of the origin of the federative entity involved in the judicial litigation, that is, the Union, Member States, or Municipalities. In cases where the courts did not provide this information natively, the consultancy performed the classification manually to ensure the statistical integrity of the database.

The analysis proceeded to the verification of the procedural outcome, focusing on the existence or absence of a merit resolution, according to the strategic interest guidelines established by the Ministry. Given the magnitude of the collection and the time limitations of an individual

consultancy, the administration utilized artificial intelligence to conduct a pre-analysis of the selected summaries. This technological resource was fundamental to process the high volume of information, allowing the subsequent analysis to focus on technical validation and the extraction of legal intelligence from the pre-qualified data.

The analysis methodology included a curation stage based on pre-established prompts, through which the administration trained the artificial intelligence to understand the definitions of each of the 35 macro-objects. The tool performed the initial screening of the summaries contained in the database, suggesting the corresponding thematic classification. Subsequently, the comprehensive review stage followed, in which the administration manually validated each proposed classification to ensure the technical precision of the results.

The implementation of this technology resulted in a significant productivity gain. While strictly manual analysis allowed processing around 150 summaries per day, the integration of artificial intelligence raised this capacity to 400 summaries daily. The use of the tool functioned as a targeted reading facilitator, allowing the consultant to identify the central problems and the relevant macro-object with greater speed, making the conclusion of the study viable within the established contractual deadline.

The administration organized the consolidated research results into a comprehensive database, composed of a main dashboard and specific tabs for each selected court. This instrument allows the Ministry of Management and Innovation in Public Services and the Attorney's Office to apply multiple filters for strategic analyses, making it possible to identify, for example, the frequency of judgments by reporting judge and the orientation of decisions in each instance.

Among the analyzed macro-objects, the theme with the highest judicialization rate identified was the validity period and the extension of examination processes. The administration recorded 1,672 specific cases on this point within the universe of approximately 11,000 decisions considered relevant. In a subsequent stage of the study, the administration conducted a detailed analysis of all summaries in this block to identify the most recurrent themes and subthemes brought for the Judiciary's appreciation.

As a result of the systematization, the administration was able to quantify and analyze the most recurrent themes in the Judiciary. After the issue of validity periods, candidate preterition consolidated as the second most addressed theme, with 719 recorded cases. Given the relevance of this

volume, the administration conducted a comprehensive reanalysis of the corresponding summaries to identify the specific factual situations that motivated these judicial questionings.

The third object with the highest litigation rate refers to educational requirements, which totaled 622 cases in the researched universe. In the same way as in the previous blocks, the administration subjected each summary to an individualized analysis to map the legal theses and the official examination notice requirements that candidates have brought to jurisdictional appreciation, allowing the MGI to understand the foundations that support the decisions on this topic.

In contrast to high-incidence themes, the research identified macro-objects with low judicial demand in the analyzed period. Among them, issues related to gender and sex stand out, with only 37 records, as well as special conditions for taking exams, with 15 cases. This mapping allows the Ministry and control bodies to clearly visualize the hierarchy of themes that effectively overload the Judiciary in Brazil.

Additionally, the study included a detailed analysis aimed at identifying the micro-objects linked to each main category. This stage, developed in a specific consultancy product, sought to investigate the foundations and the determining causes of judicialization. The objective was to highlight the specific reasons why these themes reach the Judiciary, providing greater understanding of the dynamics that generate litigation in civil service entrance examinations.

In summary, the research consolidated the analysis of 35 macro-objects, within which the administration identified 701 specific micro-objects. Besides thematic categorization, the study met the Ministry's interest in understanding the distribution of demands by federative entities and the respective rate of valid requests.

From the approximately 11,000 analyzed decisions, we observe that almost half refers directly to the Union. A significant portion of the demands involves Member States. In other cases, the absence of explicit information in the summaries provided by the courts hindered the identification of the federative entity. However, the collected data allows concluding that the expressive majority of judicial litigation in civil service entrance examinations in Brazil concentrates within the scope of the Federal Union.

Regarding the merits of the decisions, the study presents a panorama where the Judiciary considers the majority of demands invalid. Out of the approximately 11,000 analyzed cases, only 1,800 obtained a favorable ruling

for the plaintiff (validity). This data is fundamental to understand the behavior of the Judiciary regarding questionings in civil service entrance examinations, evidencing the tendency to maintain administrative acts in a large part of litigations.

It is important to emphasize, however, the dynamic nature of jurisprudence and its mutability across different instances. The research demonstrated that the same questioning object can present divergent outcomes throughout the procedural course. From a practical perspective, a Federal Regional Court may judge the demand invalid and, in the Superior Court of Justice, it may be considered valid after the definitive analysis by the Supreme Federal Court.

“THIS JURISPRUDENTIAL OSCILLATION REINFORCES THE NEED FOR CONTINUOUS MONITORING OF THE THESES ESTABLISHED BY THE SUPERIOR COURTS, WITH A VIEW TO GUARANTEEING LEGAL CERTAINTY AND THE STRATEGIC MANAGEMENT OF FUTURE EXAMINATION PROCESSES.”

Given the amplitude of the 11,000-decision collection, the database delivered to the Ministry makes the individualized analysis of each case viable. Through this instrument, it is possible to perform specific scans to identify if a particular theme or microtheme presents a tendency of validity or invalidity. The performed work thus allows customized filtering according to the Administration's consultation needs.

The last methodological requirement fulfilled in this initial research stage consisted of classifying the quantity of relevant summaries according to the nature of the judgment. The administration categorized the decisions

into those with merit resolution and those without merit resolution. This distinction is fundamental for the Ministry to evaluate in which situations the Judiciary effectively addresses the content of the demand and in which cases the process is dismissed due to strictly procedural issues.

Cristiane Souza Fernandes Curto
National Public Policy Prosecutor of the Union at the Attorney General's Office (AGU)

It is fundamental to register our recognition of the Ministry of Management and Innovation in Public Services for implementing the National Unified Civil Service Examination (CPNU). This initiative established a milestone in democratizing access to the civil service by decentralizing the administration of exams beyond the capitals. However, the execution of public policies of this magnitude presupposes the participation of the Judiciary, whose performance, although aggregative, presents constant challenges due to divergent decisions.

In this context, the mission of the Attorney General's Office, both in its consultative aspect through the Legal Consultancy to the MGI and in the contentious aspect via the Attorney General's Office of the Union, began during the drafting phase of the official examination notice. The central premise is that legal certainty must be intrinsically linked to the construction of the public policy itself. Currently, the AGU plays a strategic role in representing all Branches and the essential functions to justice, closely monitoring the set of civil service entrance examinations under its responsibility.

The judicialization of civil service entrance examinations presents a growth proportional to the volume of published official examination notices. This is an expected phenomenon absorbed by the structure of the Attorney General's Office, which relies on specialized teams for this performance.

The performance indicators are positive, demonstrating that the Judiciary has predominantly accepted the Administration's defense thesis.

The Judiciary has maintained the realization of official examination notices according to the original institutional design, which validates the executed technical work. In the case of the CPNU, the official examination notice was the result of rigorous planning and detailed technical construction, aiming to guarantee that the rules of the examination process

withstand judicial scrutiny and preserve the integrity of the personnel selection public policy.

The realization of official examination notices relies on the technical support and dedication of specialized teams, whose performance model the administration transformed to meet the need for legal deepening in specific themes. The Attorney General's Office of the Union has 59 units distributed across the national territory, and the administration centralizes the monitoring of judicial processes related to civil service entrance examinations in the Regional Public Service Coordinations.

Currently, there are six regional coordinations focused on this theme, in which the members of the Attorney General's Office, although stationed in different bodies across the country, dedicate themselves to these matters. This specialization model allows professionals to be immersed in the legal theses relevant to the civil service, ensuring the fastest, most technical, and cohesive defense of the Federal Administration's interests.

The current structure allows precisely identifying the members responsible for receiving summonses relative to civil service entrance examinations and other civil service themes. The existence of a team dedicated exclusively to this theme, although in a process of constant improvement, guarantees coordinated action.

“REGARDING THE CPNU, THE PARTICIPATION OF THE OFFICE OF THE ATTORNEY-GENERAL OF THE UNION FROM THE INITIAL PHASE OF PUBLIC POLICY FORMULATION WAS DETERMINATIVE TO ADDRESS THE VARIOUS CHALLENGES THAT AROSE THROUGHOUT THE PROCESS.”

The implementation of innovative models naturally raises questions about the transition from the traditional format, in which each body

conducted its own examination process, to the unified model. It is frequent for candidates to bring such doubts regarding the convenience and effectiveness of the new public policy to the Judiciary's appreciation, demanding that the Administration be prepared to substantiate both the validity and the efficiency of the proposed change.

The performance methodology of the Attorney General's Office in highly relevant examination processes comprises structuring a national duty roster and conducting active monitoring. This organization is indispensable to ensure the fundamental premise of conducting the civil service entrance examination, guaranteeing that the administration preserves the established schedule under the highest level of legal certainty.

For this purpose, the administration deploys teams to conduct active surveillance on the day of the exam across all units of the Attorney General's Office of the Union. These members remain entirely focused on monitoring potential urgent judicialization, allowing a swift response that avoids interruptions in the civil service entrance examination schedule. This monitoring effort does not end with the conclusion of the exams, extending through the subsequent phases of the selection process.

Active monitoring presupposes that the Office of the Attorney General acts preventively, swiftly identifying judicial actions to analyze each process's object and establish direct dialogue with the Judiciary. This strategic posture is essential to ensure the realization of exams and guarantee strict compliance with the rules of the examination notice and the planned schedule.

The administration applies this work methodology in all large-scale civil service entrance examinations. Recently, the institution acted in the National Notary Exam (Enac) and the National Magistrate Exam (Enam), public policies implemented this year that also introduced innovations to the selection system. Just as in the CPNU case, the AGU participated since the drafting phase of these policies, ensuring the legal viability of the new exam structures.

The execution of the mentioned public policies occurred satisfactorily, with full compliance with the official examination notice rules and the schedule, without incidents that could compromise the original planning. Within the scope of the CPNU, the AGU faced specific challenges arising from class actions. This type of litigation has a macro-structural impact, requiring a rigorous defense strategy, since such processes have the potential to affect the progress of the entire examination process.

The definition of the legal strategy in these situations occurs through close approximation with the client body, surpassing the merely formal action of meeting deadlines. The AGU established a direct channel with the MGI to align the public interest in resolving each demand. In a large part of these class actions, the guideline was to analyze the object of the case to verify the viability of early litigation termination. This posture reflects the main guideline of the AGU management, which prioritizes resolution and self-composition as effective ways to end judicial controversies.

During the examination process, the AGU prioritized approximation with the plaintiffs of public civil actions, which made solutions through self-composition viable. This outcome proved highly satisfactory, as it conferred stability and legal certainty to the candidates. Personal experience as a candidate allows understanding the expectation of those who dedicate themselves intensely to studies, as the imminence of a judicial suspension or the excessive prolongation of the civil service entrance examination generates insecurity and frustration.

In this sense, the consensual resolution of demands serves the shared interest. For the Public Administration, it guarantees the continuity of the selection and the filling of vacancies as planned. For the candidates, it ensures that litigation that the administration could have avoided does not prejudice the invested effort.

“THUS, THE RESOLUTIVE ACTION OF THE AGU CONSOLIDATES ITSELF AS AN INSTRUMENT FOR THE PRESERVATION OF THE PURPOSE OF PUBLIC POLICY AND OF RESPECT FOR THE RIGHTS OF THE CITIZENS INVOLVED.”

The viability of these results relied on the opening of conciliation tables by the Judiciary, allowing the Administration to reach consensual solutions in sensitive demands. Among the signed agreements, the settlement relative to the calamity situation in the state of Rio Grande do Sul stands out,

a fact that motivated the postponement of the exams and required a coordinated renegotiation.

Besides this milestone, the administration concluded fundamental agreements regarding the organization of the question booklets and the methodology for identifying the answer cards. Complex themes, such as the criteria for quota holders and the rules of the qualifications exam, were also the object of consensus after rigorous legal risk analysis conducted by the AGU. These successful solutions relied on the active participation of the Office of the Public Defender of the Union and the Federal Public Ministry, consolidating a resolution model that prioritizes the stability of the civil service entrance examination and the protection of the involved parties' rights.

The conclusion of the mentioned agreements guaranteed that the administration reached the result of the civil service entrance examination under full legal certainty, ensuring the maintenance of the schedule and the original official examination notice rules. In quantitative terms, the survey focused exclusively on civil service entrance examinations reveals that 2024 presented a significant growth in judicialization. This peak in the process curve stems, to a large extent, from the CPNU, but is also influenced by examination processes of other Branches conducted in the same period.

We observe, however, that this procedural volume already presents a descending trend. It is characteristic that the highest level of judicial questioning occurs at specific moments, such as the publication of the official examination notice or the administration of the exams. The expectation is that, with the advancement of the stages and the consolidation of consensual solutions, the litigation curve will continue to decline, confirming the effectiveness of the AGU's strategic action in preserving selection public policies.

The most judicially discussed aspect in the CPNU is the correction of exams, a theme already settled by the STF in Theme 485 of General Repercussion. The understanding establishes that the Judiciary cannot substitute the examining board in evaluating questions, limiting its intervention to cases of illegality or unconstitutionality, such as testing content not provided for in the official examination notice. Despite this jurisprudential restriction, the volume of judicialization on the theme remains relevant action, the volume of judicialization on the theme remains relevant.

Judicialization accompanies the development of the examination process and, although the Judiciary must observe the understanding established by the STF in general repercussion, demands on exam correction still represent the largest volume of received processes.

The main focus of judicial decisions involves three points, with the request for vacancy reservation standing out. In this modality, the candidate seeks to guarantee that the administration preserves their vacancy during the course of the process, so that the appointment and inauguration occur only after the final and unappealable decision, ensuring the claim to the civil service position in case of success in the judicial demand.

Besides the reservation requests, there are demands that aim only at remaining in the examination process, ensuring the right to participate in the subsequent stages. These actions have specific objects, such as the impugnation of an isolated phase or the request to retake objective or discursive exams, or physical tests.

The most critical controversy refers to the requests for precarious appointment and inauguration. Although the understanding of the Judiciary is currently consolidated regarding the impediment of precarious provision of civil service positions, there still persist, in smaller volume, initial petitions that seek immediate appointment before the final and unappealable decision.

The presented indicators demonstrate the success of the specialized teams in civil service, especially in the matter of civil service entrance examinations. The results reflect the high success rate in judicial demands, including in the action of the Attorney General's Office of the Union before the Superior Courts.

In examination processes of great magnitude, we observe broad media coverage, which reinforces the importance of communication with society. Transparency in constructing the public policy and the opening official examination notice is a determining factor, as it assists in elaborating effective legal solutions and in the institutional strengthening of the Administration.

These guidelines integrate the institution's strategic matrix and risk analysis. The success of the civil service entrance examination already awakens the MGI's interest in conducting a second edition of the CPNU, a project for which the AGU's litigation teams remain available.

The close action and the partnership established with the MGI were fundamental to overcome the challenges faced throughout the process.

The teams' feeling of satisfaction stems from their efficient participation in constructing this public policy and assisting the client body, consolidating a cooperation model projected for future editions of the program.

Karoline Busatto
Legal Consultant at the Ministry of Management and Innovation in Public Services (MGI)

Judicialization often produces decisions in individual spheres that ignore collective repercussions and macro-structural risks. Even a specific alteration in a candidate's classification can compromise the integrity of the examination process. In this context, the new Civil Service Entrance Examinations Law, in its Article 12, reinforces guidelines already present in the Law of Introduction to the Norms of Brazilian Law (LINDB).

The provision establishes that judicial or controlling decisions based on abstract legal values, when impugning evaluation criteria foreseen in an official examination notice, must consider the practical consequences of the measure. The objective is to induce the judge to absorb the effects of their decision beyond the concrete case, evaluating the impact on the performance of the civil service position's duties and on the stability of the public policy, as prescribed by Article 20 of the LINDB.

The full validity of the new law will bring unprecedented challenges and questions. The experience with the National Unified Civil Service Examination demonstrates that innovation generates new problems and learning. Just as occurred with Enem, which reached maturity after a period of intense questioning, we expect the unified model and the new legal bases to undergo a similar consolidation process. With these reflections on the impacts of the new legislation on judicialization, I submit the analysis to the other members of the table.

André Saddy
Professor at the Faculty of Law and the Master's Program in Constitutional Law at the Fluminense Federal University (UFF)

The new Civil Service Entrance Examinations Law, recently disclosed, still goes through a processing and assimilation period by society and academia. We observe the initial low demand for specialization on the theme, which suggests that technical interest should only intensify near its

full validity. However, the greatest concern resides in the applicability of prudence norms, such as the LINDB. Research indicates that courts and control bodies have offered resistance to applying these provisions, which projects a scenario of similar difficulty for respecting public examination processes under the new legislation.

The distorted application of the theory of principles in Brazilian Law potentiates this resistance. Although originally conceived for general principles, the Judiciary has used the theory to elevate sectoral or subjective principles to the status of instruments for substituting the administrative decision. Analogously to the use of nuclear energy, which can be applied both for beneficial and destructive purposes, principlism has served as a basis for magistrates to invalidate technical criteria of the Administration based on personal convictions, often without technical or factual backing.

An emblematic example of this interference occurs in heteroidentification procedures. In legal concepts that admit a twilight zone or reasonable doubt, such as the distinction between *pretos and pardos* candidates, the margin of free appreciation should belong exclusively to the Administration. However, the Judiciary's incursion into this merit is frequent, where magistrates superimpose their aesthetic perception on the technical commission's evaluation, even without direct contact with the candidate.

This posture generates a state of insecurity and apprehension in the public administrator, who finds themselves inhibited from exercising their legal competencies given the risk of summary substitution of their decisions. The LINDB sought to mitigate this instability by obligating the judge to consider the practical consequences of their acts and to respect technical discretion. However, the effectiveness of the new Civil Service Entrance Examinations Law and the LINDB itself depends on a change in judicial practice, which today still privileges subjectivity over legal certainty and administrative autonomy.

Cristiane Souza Fernandes Curto
National Public Policy Prosecutor of the Union at the Attorney General's Office (AGU)

In response to your question, the 1988 Constitution consolidated itself as a disruptive milestone by guaranteeing a broad list of fundamental rights in response to the period of restrictions that preceded it. However, this scenario resulted in accentuated judicial activism, which manifests itself

pressingly in Brazil. Article 12 of the new Civil Service Entrance Examinations Law presents a measured approach by focusing on decisions of macro impact, which affect the public policy in its entirety, without preventing the judicial remediation of individual and specific illegalities.

The observance of this new provision by the Judiciary will require a maturation time. It is fundamental to promote debates that expose the practical difficulties in realizing selection policies, whose central objective is to guarantee the excellence of the civil service by choosing the best candidates. When analyzing the international scenario, one perceives that the Brazilian judicialization volume is exceptional, perhaps resembling only the Colombian model, reflecting a pattern of intervention that also overloads areas such as health and social security.

We must utilize the period that precedes the full validity of the new legislation for an in-depth debate, aiming to ensure that the administration effectively realizes the legislator's intention. Strengthening this institutional dialogue is essential to balance judicial control with the need for legal certainty and administrative efficiency in conducting public examination processes.

RESERVING POSITIONS IN CIVIL SERVICE ENTRANCE EXAMINATIONS FOR BLACK PEOPLE: THE CHALLENGES OF SELF-DECLARATION CONFIRMATION PROCEDURES

Anna Carolina Venturini: Program Director of the Executive Secretariat at the Ministry of Management and Innovation in Public Services (MGI).

Roberta Eugênio: Executive Secretary at the Ministry of Racial Equality (MIR).

Adilson Pereira dos Santos: President at the Brazilian Association of Black Researchers (ABPN).

Rodrigo Ednilson de Jesus: Professor at the Federal University of Minas Gerais (UFMG).

Ingrid Sampaio: Specialist in Political Analysis and Public Policies at the University of Brasília (UnB) and representative of the Peregum Institute.

SUMMARY OF THE DEBATE:

In this round table, they debated the improvement of affirmative action policies in the civil service after the renewal of the Affirmative Actions Law. They highlighted heteroidentification as a complement to self-declaration, with standardized phenotypic criteria, technical training, and diversity in examining boards to guarantee legal certainty. They also emphasized the role of social movements, the importance of clear official examination notices and pedagogical campaigns, in addition to continuous monitoring. They concluded that the policy must ensure the entry, permanence, and access of black people to leadership positions, strengthening racial equity in the State.

Anna Carolina Venturini
Program Director of the Executive Secretariat at the Ministry of Management and Innovation in Public Services (MGI)

It is a satisfaction to integrate this table, and I thank the Secretariat of Personnel Management and the Extraordinary Secretariat for State Transformation for the invitation.

This table has a strategic character for advancing equity in the civil service. Affirmative action policies are fundamental instruments to ensure that the state bureaucracy reflects the demographic plurality of Brazilian society.

The civil service entrance examination, by definition, is a mechanism of isonomy and impersonality. However, the history of access to higher-remuneration civil service positions evidences the underrepresentation of the black population. Law 12,990/2014 constituted an initial milestone, and PL 1958/2021 represents a new stage of institutional maturation of affirmative action policies, currently in the presidential sanction phase.

The CPNU evidenced concrete challenges, especially in improving the procedures for confirmation of racial self-declaration.

“THE MAIN CHALLENGE IS TO CONSOLIDATE TECHNICAL PROCESSES, TRANSPARENT, AND IMMUNE TO FRAUD, WITHOUT DELEGITIMIZING SELF-DECLARATION AS AN EXPRESSION OF IDENTITY.”

Today's debate gathers perspectives from civil society, academia, and public management. I thank the guests: Roberta, Executive Secretary at the Ministry of Racial Equality; Adilson Pereira, President at the ABPN; Professor Rodrigo Ednilson, at the UFMG; and Ingrid Sampaio.

We begin with Professor Rodrigo Ednilson, whose experience in Education and Race Relations, as well as in research on heteroidentification commissions, are fundamental for this debate.

Rodrigo Ednilson de Jesus
Professor at the Federal University of Minas Gerais (UFMG)

I am a sociologist at the Federal University of Minas Gerais (UFMG) and I present, based on accumulated institutional experience and in dialogue with researcher Thiago Heliodoro, the method of racial heteroidentification as a sociological experiment. It concerns the attempt to reproduce, in a controlled environment, processes that occur in an uncontrolled manner in daily life. Thus, the basic premise of heteroidentification as an administrative act is its manifestation on a day-to-day basis. We did not invent this practice for civil service entrance examinations; it occurs the moment individuals are read socially, whether by authorities, society, or commissions. There is convergence in the way certain institutions, such as public security forces, perceive certain bodies.

Historical examples, such as the events known as *rolezinhos*[30], demonstrate that the mobilization of security forces to protect spaces was based on social readings of risk. These episodes indicate that, although there is a shared sense regarding racial belonging in Brazil, its operationalization in commissions is still perceived as complex. As we discuss in the book *A raça que os olhos veem*[31], miscegenation does not prevent racialization, since, despite our being a mestizo people, it is possible to identify the phenotype as an indicator of racial belonging and perceive the asymmetrical distribution of disadvantages and privileges in society.

Within this methodology, we propose substituting the search for absolute objectivity with internal validity. Racism is a subjective social phenomenon that mobilizes representations, so any measure to confront it also incorporates subjectivity. Objectivity understood as neutrality can generate fragmented criteria that isolate characteristics like skin, hair, or nose, resuming historically problematic craniometric practices. The constitution of examining boards with five members guarantees that the phenotypic reading has internal validity, ensuring convergent responses.

Data from studies conducted in seminars of the Ministries of Education and Racial Equality indicate high convergence in evaluations among examining board members, especially regarding black and white people.

[30] The term *rolezinho* refers to gatherings organized by youth from the periphery in elite shopping centers (such as Shopping Leblon/RJ in 2014). Such episodes became sociological milestones by highlighting processes of everyday racial heteroidentification, in which the use of security forces and judicial interdiction measures revealed how race and class operate in the control of bodies in public spaces, serving as a basis for the debate on how society's racial reading is used both for exclusion and, in the case of civil service examinations.

[31] JESUS, Rodrigo Ednilson de; NASCIMENTO, Tiago Heliodoro. **A raça que os olhos veem**: como controlar a subjetividade dos procedimentos de heteroidentificação racial. Belo Horizonte: Editora UFMG, 2024.

Greater divergences occur in cases of subjects categorized as medium pardos, whose phenotypic reading presents nuances that qualified commissions must reproduce.

> **“TO CONTROL SUBJECTIVITY, IT IS ESSENTIAL THAT THE EXAMINING BOARD COMPLEMENT THE SELF-DECLARATION, USING THE SET OF PHENOTYPIC CHARACTERISTICS AND REFLECTING ON HOW IDENTIFICATION OCCURS SOCIALLY, IN AN INTEGRAL AND NON-FRAGMENTED WAY.”**

The challenge of heteroidentification also involves educating society and the media, guaranteeing that the procedure has social and technical validity, resisting interpretations that could compromise the principles of the public policy. Examples of media repercussion, such as cases of candidates incorrectly identified in press vehicles, demonstrate the need for training and clear communication regarding the adopted criteria.

Ingrid Sampaio
Specialist in Political Analysis and Public Policies at the University of Brasília

I represent the Peregum Institute and thank the Ministry of Management and Innovation in Public Services (MGI) for the invitation to this debate on a priority topic: the need for affirmative action policies and the milestone that this process represents for our institutional work in Brasília. Two years ago, we began the work of institutionalizing the monitoring of the Three Branches of Government, and, in August of last year, we inaugurated

the Peregum Hub with the objective of strengthening the defense of the rights of the black population.

This entire process occurred concomitantly with the processing of Bill No. 1,958 of 2021, which renewed affirmative action policies in the federal civil service. The Peregum Institute originates from Uneafro, an organization of popular preparatory courses that historically acts as a point of union and support for the community. As a civil society organization, we understand the importance of institutionalization, and we occupy this strategic space because we understand it as a fundamental step for qualified participation in the public debate in different instances.

In March 2024, we began systematically monitoring the bill in the Constitution, Justice, and Citizenship Committee of the Federal Senate. We identified various resistances and established an institutional dialogue with the MGI, with the SGP, and with the Secretariat of Institutional Relations of the Presidency of the Republic, in order to understand the political and legislative scenario. Monitoring the meetings allowed us to map engaged actors and essential points of the bill, observing that part of the debate had an ideological character, instead of a technical analysis of the public policy.

The experience evidenced that, although the topic of affirmative action policies mobilizes certainties in universities, in the federal civil service, the general population perceives the impact of the policy less, even though it directly affects teachers, police officers, and other civil servants throughout the country.

“THE STRATEGY OF THE INSTITUTE CONSISTED IN DEMOCRATIZING ACCESS TO QUALIFIED INFORMATION AND PROMOTING THE ACTIVE PARTICIPATION OF SOCIAL MOVEMENTS.”

We maintained a group of approximately forty engaged organizations, in addition to a direct communication group with about three hundred and fifty people, monitoring the controversies and following the

votes. We organized in-person agendas at the CCJ, visits to parliamentary offices, and public campaigns with testimonies from civil servants about the experience of the black population in the civil service.

In May 2025, the Plenary of the Federal Senate approved the bill. The process demonstrated that a significant part of the resistance to the bill did not base itself on technical evaluation, but aimed to obstruct the renewal of the policy, which could harm the target audience. The qualified social movement's performance ensured that the policy's target population had effective participation in the decision-making process, occupying an institutional space that organizations with greater financing power access more easily.

“THE NEW LAW REPRESENTS THE RESULT OF ACCUMULATED LEARNINGS OVER A DECADE OF IMPLEMENTATION AND EXPANDS THE REACH FOR INDIGENOUS PEOPLES AND *QUILOMBOLAS*.”

Furthermore, it establishes decennial revisions and institutionalizes the heteroidentification examining boards, ensuring that their operation is mandatory and standardized. The sanctioned text provides for national standardization, the participation of experts, the allocation of resources, a biennial reevaluation, and administrative procedures in cases of bad faith. Maintaining the examining boards as a mandatory component ensures the policy's continuity and promotes the correction of possible failures without compromising its objective.

We live in a country forged with great difficulty and that continues to be racist. This hinders the black population's access to public policies and, also, the citizen's own recognition as a black person, holding rights and eligible for reparation. If individuals have difficulty recognizing themselves in this context, they do not perceive themselves as the object of public policy,

keeping the population distant and opening space for decision-makers to capture the debate dishonestly.

If we do not qualify the examining boards with professionals who, besides being technical, possess social experience and understand the complexity of Brazil, we will incur errors again. The need for racial literacy of the population and the institution of monitoring and external control mechanisms, with civil society participation, are two important points of this process.

We await the presidential sanction of the law and its publication in the Official Gazette of the Union to fully operationalize the advances foreseen within the scope of the National Unified Civil Service Examination (CPNU). Thank you very much.

Adilson Pereira dos Santos
President of the Brazilian Association of Black Researchers (ABPN)

This seminar is of great relevance for the consolidation of affirmative action policies in the federal civil service. We must note, from the beginning, the historical role of the MGI in guiding and implementing affirmative action policies, having issued the first regulation intended to ensure racial equity in the Federal Public Administration.

Although regulated in 1990, the MGI played a decisive role in implementing Law No. 12,990 of 2014, which establishes vacancy reservation for black individuals. We highlight, in this process, Normative Guidance No. 03/2016, later updated by Normative Ordinance No. 04/2018 and Normative Instruction No. 23/2023. These normative instruments structured the heteroidentification procedures and constitute a guiding framework for the actions of federal institutions.

The training and constitution of heteroidentification commissions require systematic training that contemplates two dimensions: technical-operational and conceptual. The technical dimension refers to the application of consolidated procedures in the daily practice of racial heteroidentification. The conceptual dimension, of equal relevance, requires knowledge about the historical, social, and legal foundations that justify adopting affirmative action measures: Brazil's ethnic-racial composition, historical inequalities, racial democracy, racial whitening policies, and the distinction between prejudice based on physical traits and origin.

> **“THE FORMATION OF THE COMMITTEES MUST ENSURE THAT THE MEMBERS ARE QUALIFIED TO EXPLAIN THESE FUNDAMENTALS TO SOCIETY, REINFORCING THE INSTITUTIONAL LEGITIMACY OF THE PROCEDURE.”**

Regarding frauds in self-declaration, we must point out that the responsibility for legal confrontation falls on the judicial field and on the control bodies. The function of the commissions consists of differentiating irregularities stemming from a lack of knowledge or absence of racial literacy from deliberate conducts of fraud. Previous experiences, including at the Federal University of Ouro Preto (UFOP), demonstrated that the majority of non-compliance cases stem from educational gaps, and not from a deliberate intention of fraud. Therefore, we recommend that the civil service entrance examinations include clear pedagogical campaigns, communicating the target audience of the policies and the eligibility criteria to the candidates.

Regarding good institutional practices, we highlight the importance of diversity in the composition of heteroidentification examining boards, in order to reflect multiple perspectives of Brazilian society. The commissions must integrate men and women, white, black, indigenous peoples, and people from other ethnicities, representing distinct social segments and civil society movements. The institutional recognition of the examining boards' performance, which is often voluntary, constitutes a recommended practice, ensuring proper valorization and an incentive for the continuity of the actions.

Qualified professionals, with academic and social experience, must conduct the training of the commissions' members, avoiding the massification of training by companies or agents without specific preparation. The Brazilian Association of Black Researchers (ABPN) provides, through its School of Affirmative Action Policies, the technical and scientific

capacity to elaborate and execute training programs suited to institutional needs.

Finally, the administration must recognize the performance of organized civil society as a strategic component in implementing and monitoring affirmative action policies. The monitoring and participation of entities such as the ABPN contribute to ensuring that the Federal Public Administration effectively reflects the diversity of Brazilian society, strengthening the legitimacy of inclusion measures and reinforcing the State's commitment to promoting racial equality.

Roberta Eugênio
Executive Secretary of the Ministry of Racial Equality (MIR)

At this initial moment, we must record our gratitude to the MGI, in the person of civil servant Ana Carolina Venturini, for the support and institutional articulation.

The current seminar holds significant relevance for the improvement of affirmative action policies in the federal civil service, especially regarding the vacancy reservation for black individuals in civil service entrance examinations. Since January 2023, with the inauguration of the management team of the Ministry of Racial Equality (MIR), we established dialogues with Minister Anielle Franco, with Secretary Márcia Muchagata, and with civil servant Ana Carolina Venturini, aiming at the renewal of the Affirmative Actions Law, confronting the scenario of social policies worsening in the previous years.

The vacancy reservation policy transforms the composition of the civil service and of universities through the collective entry of beneficiaries, creating a critical mass that alters the institutional culture and contributes to reducing structural inequalities.

> **“THIS PROCESS REINFORCES THAT THE ISOLATED PRESENCE OF BLACK PEOPLE IS NOT SUFFICIENT; THE IMPACT OCCURS THROUGH COLLECTIVE ACTION AND INSTITUTIONAL STRENGTHENING.”**

In this sense, the entry of beneficiaries is a mechanism of social transformation, ensuring that public institutions reflect the diversity of Brazilian society.

The policy's effectiveness depends on the understanding that frauds or non-compliant declarations, although they deserve treatment and inspection, do not constitute the main challenge. Previous experiences indicate that the majority of inconsistencies stem from educational gaps and a lack of knowledge among the beneficiaries, reinforcing the need for clear pedagogical campaigns, accessible communication, and racial literacy for candidates.

The Ministry of Racial Equality, in partnership with the MGI and Enap, implemented the ABCs of Anti-Racism program[32] and specific training courses for heteroidentification procedures, ensuring the technical qualification of the people involved. These programs complement the normative action already consolidated by Normative Instruction No. 23/2023, which provides a structure for conducting federal civil service entrance examinations and standardizes the procedures for verifying racial self-declaration.

Diversity in the composition of heteroidentification commissions is a strategic element to ensure multiple perspectives of society. The commissions must integrate men and women, white, black, indigenous

[32] The ABC of Antiracism is a training program developed by the Ministry of Racial Equality (MIR), in partnership with the Ministry of Management and Innovation in Public Services (MGI) and the National School of Public Administration (ENAP). The initiative aims to train public servants and members of heteroidentification committees, promoting technical proficiency, antiracist literacy, and an understanding of qualitative and sociological foundations of affirmative action policies, so as to ensure the effective, fair, and institutionally backed implementation of these policies.

peoples, and people from other ethnicities, representing distinct social segments and civil society movements. Furthermore, institutional valorization and the recognition of the examining boards' voluntary work are recommended practices, ensuring an incentive for and the continuity of affirmative action policies.

> **“THE RENEWAL OF THE QUOTAS LAW EXPANDED THE RESERVATION FROM 20% TO 30% AND ESTABLISHED THE PERIODIC EVALUATION OF THE POLICY, GRANTING LEGAL CERTAINTY AND PREVENTING ITS CYCLE FROM BEING SUBJECT TO EXTINCTION EVERY TEN YEARS.”**

We also highlight the inclusion of heteroidentification commissions in the legal text, incorporating the knowledge accumulated over more than twenty years of affirmative action policies in Brazil.

The performance of organized civil society is a strategic component for implementing and monitoring public policies. Entities such as the Brazilian Association of Black Researchers (ABPN) contribute to ensuring that the Federal Public Administration reflects the diversity of Brazilian society, strengthening institutional legitimacy and the effectiveness of inclusion measures.

The success of affirmative action policies depends on two central pillars: pedagogical communication to undo meritocratic myths and the creation of perennial governance for heteroidentification examining boards. Diversity in leadership and the occupation of strategic positions, as provided for in Decree No. 11,443/2023, consolidate representation and strengthen administrative efficiency.

Finally, we observe that affirmative action policies produce direct results for the beneficiaries and indirect results for society, contributing to

the efficiency of the civil service and to the formulation of more responsible and inclusive public policies. Constant monitoring, in partnership with civil society and public bodies, ensures that the administration monitors the application of Decree No. 11,443/2023, consolidating the legitimacy and impact of affirmative action policies in Brazil.

Some official examination notices already present an advanced educational character, detailing the policy's target audience and describing the phenotype as a criterion for the social recognition of a black person. These official examination notices clarify, moreover, that family ancestry, such as a black grandfather, grandmother, cousin, or uncle, does not necessarily constitute a criterion to be a beneficiary of the policy. This is a model that contributes to reducing self-declarations that do not conform with the target audience.

Regarding the exclusion of candidates who do not attend the examining board stages, the MIR and the MGI are evaluating mechanisms to improve these processes, considering experiences from the last civil service entrance examination. The administration has already identified points for improvement in Normative Instruction No. 23/2023, which it will implement to ensure clarity and uniformity in all civil service entrance examinations of the Federal Public Administration.

Regarding the distribution of vacancies for Higher Education teaching positions, the new Affirmative Actions Bill provides for the minimum application of the reservation even in civil service entrance examinations with a reduced number of vacancies, mitigating historical problems of exclusion.

There is also an emerging understanding, although without formal regulation, regarding holding draws for the reserved vacancies after the conclusion of the examination process. This practice, which some institutions adopted, aims to ensure equity in the application of the policy, guaranteeing that the vacancy reservation is effective in all units without prior identification of specific vacancies.

Finally, Professor Rodrigo's contribution evidences that situations of divergence among heteroidentification examining boards constitute the exception, and not the rule, in the process of applying the policy. The proposed technical qualification focuses precisely on these cases, reinforcing the consistency of the procedures, although it does not completely eliminate the complexities inherent to heteroidentification.

Rodrigo Ednilson de Jesus
Professor at the Federal University of Minas Gerais (UFMG)

The phenotype does not change; what can vary is the social reading of it, according to the experiences and contexts in which people are situated. There are individuals located in a "border place" who report not being recognized as black by certain groups, nor as white by others, evidencing that the social reading of the phenotype can present variations.

If we understand heteroidentification as a procedure of a sociological nature, we admit that occasional variations among examining boards may occur, especially in the so-called borderline cases. Generally speaking, however, there is convergence in the reading performed. What cannot vary is the criterion. Once the administration standardizes the guiding principle, the definition of the target audience, and the evaluation criteria, the margin of error tends to be reduced, even if not completely eliminated, considering social dynamics.

It is fundamental that the examining board possesses internal diversity. A composition formed solely by essentialist perspectives can generate biases, as can one composed solely of relativist views. For this reason, we must establish parameters regarding the training, profile, and understanding of the members about the applicable criteria.

There are challenges in the relationship between the Public Administration and the Judiciary, especially when there is insufficient mastery of the foundations of heteroidentification. We observe that this theme does not integrate, in a structured way, the initial and continuing training of many magistrates. In this context, the National Council of Justice issued a rule in 2023 that institutes the mandatory nature of training courses with a minimum workload of 20 hours on the matter.

“IT IS NECESSARY TO PROMOTE RACIAL LITERACY ALSO IN THE JUDICIARY AND TO DISTINGUISH LEGALITY CONTROL FROM MERIT ANALYSIS. IT FALLS TO THE JUDICIARY TO VERIFY THE REGULARITY OF THE PROCEDURE, RESPECT FOR DIGNITY, IMPERSONALITY, AND TRANSPARENCY.”

The substitution of the examining board's collegiate analysis by the magistrate's individual evaluation, based exclusively on a photograph or an isolated judgment about racial identity, configures an analysis of merit that extrapolates the institutional role of control.

Regarding the distribution of vacancies for Higher Education teaching positions, an experience developed at the Federal University of Minas Gerais in 2022, later systematized in an article to be published by Enap, demonstrated limitations in the form of the policy's incidence. In eight years of the Affirmative Actions Law's validity for teaching positions, with more than 800 vacancies offered, only five black teachers entered through the reservation, due to the fragmentation of vacancies.

Starting in 2022, the understanding consolidated that the vacancy belongs to the university, and not to the department in isolation. Thus, the incidence of the reservation began to consider the set of vacancies offered in the public selection process, and not each vacancy individually, altering the point of application of the policy.

The institution developed a Racial Disparity Indicator to guide the distribution of reserved vacancies, prioritizing areas further away from equity. Although drawing lots constitutes a possible alternative, this methodology can transfer the confrontation of structural inequalities to chance. With the new model adopted, in 2023, out of 24 vacancies offered,

the university registered the approval of 15 black teachers in areas such as Pharmacy, Dentistry, Engineering, and Economics.

Monitoring this process remains necessary. We must avoid the so-called "implementation trick", a situation in which institutions formally apply the law, but institutional practices prevent its effectiveness. In this context, the role of the Public Prosecutor's Office is fundamental to ensure the realization of the policy's objectives and to promote institutional advancement.

Adilson Pereira dos Santos
President of the Brazilian Association of Black Researchers (ABPN)

The existence of heteroidentification must be understood in light of the very trajectory of affirmative action policies in Brazil. According to a reflection present in the work of Jurema Werneck, whose preface Dr. Juarez signed, no one imagined, in the context of black activism of the last century, that there would be, in the future, disputes marked by individuals' attempts to unduly present themselves as black to access the policy.

Heteroidentification arises, therefore, because what is in dispute is a scarce public good, capable of generating interest and tensions. Whenever there is a benefit associated with a certain policy, there will also be attempts at fraud.

“IN THIS CONTEXT, HETEROIDENTIFICATION HAS CONSOLIDATED ITSELF AS A NECESSARY INSTRUMENT FOR THE IMPROVEMENT OF THE EXECUTION OF PUBLIC POLICY.”

At the moment when affirmative action policies began to represent concrete access to opportunities, the dynamics of their implementation started to demand more sophisticated control mechanisms. The Brazilian black movement itself, upon developing the political technology of grouping

pretos and *pardos* in the same access category, did not foresee this scenario of operational disputes that emerged with the effectuation of the policy.

The experience of almost sixteen years in the management of the Federal University of Ouro Preto (UFOP) evidences that, regarding the application of affirmative action policies, the strategies of resistance and adaptation of institutional racism frequently become sophisticated rapidly. As candidates stop mobilizing certain criteria, such as family ancestry, they begin to invoke new forms of argumentation, including the invocation of collateral elements that seek to tense the phenotypic criterion.

In this sense, management plays a central role in the policy's effectiveness. When the commitment to affirmative action is transversal to decision-making instances, the implementation tends to occur consistently. A fundamental good practice is the elaboration of clear, objective, and legally well-structured official examination notices.

The quality of the official examination notice depends, in turn, on precise and unambiguous regulatory norms. Previous experience at UFOP demonstrated that the inclusion, in internal regulation, of an additional criterion related to "social and cultural history," besides the phenotype, produced insecurity and ambiguity, compromising the procedure's effectiveness. Formulations of this nature can, even if involuntarily, weaken the policy.

Heteroidentification constitutes a mechanism for improving the law, but it does not operate in isolation. No discussed measure will be fully effective without permanent monitoring, continuous review, and institutional vigilance in the face of attempts to empty the policy.

It is indispensable to ensure the constant updating of the procedures. No heteroidentification process should occur without adequate prior training of the examining board members and without a subsequent evaluation of its functioning. This cycle of training, execution, and evaluation is a condition for the quality and legitimacy of the work performed.

Finally, we must objectively confront the issue regarding the prior validation of candidates. Management experience at UFOP demonstrated the viability of linking the examining board's decision to the candidate's CPF, providing stability to the result. Once the administration recognizes the technical autonomy of the examining board, the rendered decision must produce institutional effects, ensuring coherence and security for the procedure.

AFFIRMATIVE ACTION POLICIES IN CIVIL SERVICE ENTRANCE EXAMINATIONS FOR PEOPLE WITH DISABILITIES AND INDIGENOUS PEOPLES

Daniela Salomão Gorayeb: Advisor for Social Participation and Diversity at the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI).

Anna Paula Feminella: National Secretary for the Rights of Persons with Disabilities of the Ministry of Human Rights and Citizenship (MDH).

Polliana Figueirôa Liebich: General Coordinator of Personnel Management at the National Foundation of Indigenous Peoples (Funai).

Simone Ramos: Representative of República.org.

SUMMARY OF THE DEBATE:

In this dialogue, participants debated the advances and challenges of affirmative action policies in the National Unified Civil Service Examination (CPNU), held in 2025, for Persons with Disabilities (PwDs) and indigenous peoples. Although the results indicate that these groups surpassed the minimum percentages of affirmative action policies, structural barriers persist, such as ableism, institutional racism, and difficulties in access and retention. Participants highlighted that inclusion requires more than entry, involving accessibility, proper evaluations, team training, and development and leadership policies. Funai's experience showed advances in indigenous representation, reinforcing that a diverse bureaucracy strengthens democracy and requires continuous institutional commitment.

Daniela Salomão Gorayeb
Advisor for Social Participation and Diversity at the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

With this panel, we gather representatives of diversity in its multiple aspects, including institutional ones, to hold the second session of this international seminar on affirmative action policies in civil service entrance examinations for Persons with Disabilities (PwDs) and indigenous peoples.

This debate aims to promote an analysis of the advances and challenges related to diversity in the civil service, based on the results of the 2025 CPNU. The data indicate important progress, but also evidence structural obstacles that we must overcome. The number of approved black individuals, indigenous peoples, and Persons with Disabilities (PwDs) surpassed the established minimum percentages of affirmative action policies, with these three populations being responsible for approximately one-third of the approved candidates.

Therefore, we propose to discuss the balance of the participation of candidates with disabilities and indigenous candidates in the first CPNU, as well as to identify opportunities for improving affirmative action policies in future civil service entrance examinations. In previous discussions, we addressed several dimensions of inclusion, with a specific focus on persons with disabilities and indigenous peoples.

“TO OPEN THE DEBATE, I RECALL THE REMARKS OF AILTON KRENAK, AT A SEMINAR AT UNICAMP: THE FOCUS SHOULD NOT BE SOLELY ON WHAT THESE PEOPLE LEARN IN THE PUBLIC SERVICE, BUT ON WHAT THE PUBLIC SERVICE CAN AND MUST LEARN FROM THEIR PRESENCE IN THE STATE.”

It is relevant to highlight that entry into the civil service constitutes only the first stage of the inclusion process. The challenges include the recognition of the right to vacancy reservation, the implementation of necessary adaptations, and the creation of learning mechanisms that guarantee the valorization of these civil servants' capacities and their effective and lasting permanence.

We will now begin a round of presentations by the guests. We call on Simone Ramos, representative of República.org, an entity that describes itself as motivated by the conviction that "without civil service, there is no democracy." In this context, I would like you to share your vision regarding democracy becoming more effective the greater the diversity of the social groups that make up the civil service.

Simone Ramos
Representative of República.org

I would like to thank you for the invitation to República.org to form this panel today. Yesterday was very productive for us to understand the challenges faced in the first edition of the CPNU, and today brings relevant questions and points for us to reflect on the second edition.

I want to start my speech by highlighting the importance of strengthening democracy based on diversity in the bureaucracy, a concept we call representative bureaucracy. In 2023, the Pessoas à Frente Movement, an initiative of the Vamos partnership, of which República.org is a part, conducted a survey with Datafolha asking if the population felt represented by civil servants. Of the total respondents, fifty-six percent indicated they did not feel represented by the entirety of the public machinery, and seventy-one percent stated that greater representation would contribute to increasing the legitimacy of civil servants and the population's trust in institutions.

“THESE DATA EVIDENCE THE IMPORTANCE OF A REPRESENTATIVE BUREAUCRACY FOR THE GUARANTEE OF DEMOCRACY. PUBLIC POLICIES WILL ONLY BE EFFECTIVE IF THEY REFLECT, IN FACT, THE DIVERSITY OF THE POPULATION.”

Betânia Lemos highlighted yesterday, however, that the Brazilian bureaucracy still does not adequately reflect this diversity.

It is fundamental to understand that the formulators and implementers of public policies are not neutral; their experiences and contexts directly influence decision-making.

When observing the instances of the Federal Government, we perceive a specific predominant profile in certain regions, with a low presence of indigenous peoples and Persons with Disabilities (PwDs). In this sense, the CPNU initiative, by seeking greater representation in the bureaucratic body, represented a significant advance, offering challenges and opportunities to rethink personnel management in an inclusive way.

To advance this strengthening, we must consider the mission of República.org: to understand the civil service as a central element for democracy. In addition to ensuring entry, we must look at the entire personnel management cycle, that is, at entry, performance, and development. Only in this way is it possible to build the representative bureaucracy described by Fernando Coelho, composed of capable civil servants with a civil service calling, occupying the appropriate places and bringing the true portrait of Brazil to the public machinery.

In addition to strengthening, it is essential to ensure that black individuals, indigenous peoples, and Persons with Disabilities (PwDs) occupy leadership positions. In 2025, República.org conducted a comprehensive survey on personnel management in Brazil. The data indicate that the public machinery concentrates in the municipalities, with a predominance of black women. However, the presence of indigenous peoples is practically non-

existent, and the data on Persons with Disabilities (PwDs) remain fragmented, due to the absence of registration and consistent treatment of this information. This deficit generates a process of invisibility.

In the municipalities, although black women compose the majority of civil servants, they do not occupy leadership positions, evidencing that the bureaucracy can still be exclusionary, even when there is a greater numerical presence of these groups in the municipal civil service.

Daniela Salomão Gorayeb
Advisor for Social Participation and Diversity at the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

I now give the floor to Secretary Ana Paula Feminella, a leader of the Secretariat of the Ministry of Human Rights and Citizenship, a partner of the MGI. I would like to present the following question to you: should we understand the public sector as a reference for all of society? In other words, can the practices and policies adopted within the civil service constitute a model for promoting inclusion and for creating suitable environments for persons with disabilities?

Anna Paula Feminella
National Secretary for the Rights of Persons with Disabilities of the Ministry of Human Rights and Citizenship (MDH)

Regarding the question about the public sector as a showcase, we must recognize that significant challenges remain on the disability agenda. First, it is essential to understand disability from a Human Rights perspective, considering that, in the current culture, the mistaken association between disability and disease still exists, or the perception that disability places people in an inferior position. We thus observe an implicit hierarchy based on bodily norms, in which bodies considered normal, thin, white, masculine, and without disabilities predominate, and the rest are subject to discrimination.

Among the most vulnerable groups are people with intellectual disabilities and those who are non-verbal, who are frequently victims of severe human rights violations, such as sexual violence—themes still marginalized and rarely discussed in society. Daily experience demonstrates that the idea that Persons with Disabilities (PwDs) are

incapable of making decisions about their lives, including affective and reproductive relationships, persists in the social imagination. This perception evidences what we call ableism, that is, the underestimation of someone's capacities because of their disability, being the most frequent form of discrimination faced by these people.

Ableism also manifests itself linguistically. Some instances of the Public Administration still use outdated terms, such as people with special needs, indicating the need for anti-ableist literacy so that there is an equalization of rights, including in civil service entrance examination processes.

Affirmative action policies for persons with disabilities still face obstacles due to the perception that they involve charity or tolerance on the part of the Public Administration. Although the International Convention on the Rights of Persons with Disabilities is incorporated into the Constitution, it still does not fully guide the Judiciary or public management. For the public sector to effectively become a reference, the federal State must fully implement and inspect the Affirmative Actions Law, which provides for vacancy reservation between five percent and twenty percent, considering that approximately fifteen percent of the world's population has some type of disability.

Data from the 2022 Brazilian Census preliminarily identified 8.9% of the population with a disability and about 2% of autistic people, noting that these groups may overlap. The State's major challenge is to implement biopsychosocial evaluations that consider both physical impairments and social barriers. The Brazilian Inclusion Law and the UN Convention determine that the State must regulate this process, overcoming charitable or medical models and adopting the Human Rights perspective: disability does not reside in the individual's body, but in the interaction between limitations and social, architectural, communicational, technological, and normative barriers. This approach is fundamental to move forward.

“ACCESSIBILITY ALONE IS NOT SUFFICIENT; IT IS NECESSARY TO TRANSFORM ORGANIZATIONAL CONCEPTS AND PRACTICES, RECOGNIZING THAT DISABILITY IS NOT AN OBSTACLE TO EFFICIENCY.”

Currently, about 1% of active federal civil servants are persons with disabilities, while the population with disabilities corresponds to approximately 10% of the total. Limited access is not due to a lack of training; there are highly qualified professionals with doctorates and master's degrees. Structural and cultural barriers remain, and the administration must understand disability as an opportunity for organizational learning and for strengthening the civil service.

Daniela Salomão Gorayeb
Advisor for Social Participation and Diversity at the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

The presented content evidences how much we still need to advance in the understanding and literacy about disability, reinforcing the urgency of a conceptual change. It is fundamental to overcome the assistentialist logic and the pathologization of disability, fully recognizing that these people are subjects of rights, with the capacity for agency and potentialities. The intervention demonstrates the dimension and the importance of these challenges.

I now pass the floor to Polliana Figueirôa, General Coordinator of Personnel Management at Funai. For this introduction, Polliana, could you share your experience with personnel management at the Foundation with us, especially considering the recent changes aimed at increasing the presence of indigenous peoples?

Polliana Figueirôa Liebich
General Coordinator of Personnel Management at the National Foundation of Indigenous Peoples (Funai)

The themes discussed at this table are of extreme relevance for the area of personnel management. It is essential to understand the importance of personnel management professionals to work with individuals and for individuals, adopting a humanized perspective, based on evidence and data.

In this sense, all professionals in the area must use the Personnel Statistical Panel (PEP), a tool that allows identifying scenarios and precise data on the composition of the civil service. Currently, indigenous peoples occupy only 0.28% of the federal civil service. Considering active, retired, and pensioned civil servants, Funai represents 0.52% of the entire Public Administration, corresponding to 0.32% of the Executive Branch, while it monitors 15% of the national territory. These numbers highlight the need to expand the workforce of civil servants, with greater qualification, development, and training. Within Funai's internal workforce, 18.62% of the civil servants are indigenous.

“THEREFORE, THE FOUNDATION MANAGED TO SIGNIFICANTLY INCREASE INDIGENOUS REPRESENTATION, RISING FROM 0.28% IN THE FEDERAL ADMINISTRATION TO 18% IN ITS INTERNAL STAFF.”

This evolution demonstrates the need for personnel management to consider indigenous diversity within its own body of civil servants.

Acting in personnel management at Funai is unique, because it involves the diversity of the 305 indigenous peoples of Brazil. The administration must deal with an extremely diverse collective, which

requires attention to the qualification, development, and inclusion of all civil servants, respecting their cultural and regional particularities. We must recognize and value the original peoples, strengthening internal indigenous management and ensuring representation at all levels.

> **“FOR THE FIRST TIME IN HISTORY, FUNAI IS PRESIDED OVER BY AN INDIGENOUS WOMAN, WITH TWO DIRECTORATES OCCUPIED BY INDIGENOUS WOMEN AND ANOTHER BY AN INDIGENIST WOMAN.”**

This governing body plays a strategic role in the Federal Civil Service, abroad, and in all areas of activity related to indigenous populations. It is an example of representative leadership, demonstrating that, even facing historical challenges, it is possible to build a more inclusive, qualified civil service that aligns with the diversity of the indigenous population.

Daniela Salomão Gorayeb
Advisor for Social Participation and Diversity of the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

It is a reason for great satisfaction to observe the creation of the Ministry of Indigenous Peoples in this administration and the effective proximity of the people who currently make up the structure of the federal government. This institution plays a strategic role, because it represents and acts in 15% of the Brazilian territory and, indirectly, contributes to the protection of the entire population, biodiversity, and other living beings. It is, therefore, an honor to have your participation at this table.

To deepen the discussions about inclusion in the Federal Civil Service, I direct a question to Secretary Ana Paula Feminella and to Polliana Figueirôa: could you detail the logistical challenges involved in ensuring equal treatment for all candidates, including Persons with Disabilities (PwDs)

and indigenous peoples, considering, additionally, the geographic distribution of these groups? I also request that you comment on the necessary adaptations during the application of the exams, including the use of assistive technologies, which ensure respectful, dignified, and differentiated treatment.

Finally, in the phase of identifying the beneficiaries of the vacancy reservation, how can the State ensure the proper recognition of these people, providing them with legal certainty and promoting their effective insertion in the Public Administration?

Polliana Figueirôa Liebich
General Coordinator of Personnel Management at the National Foundation of Indigenous Peoples (Funai)

Regarding the logistical challenges, the administration identified several difficulties throughout the process of the National Unified Civil Service Examination (CPNU). We observed a significant movement by indigenous organizations to support the candidates, offering financial aid and transportation, which contributed to their participation. The president of Funai, Joênia Wapichana, highlighted that the diversity and scope of municipalities were fundamental to allow more indigenous people to register for the civil service entrance examination.

She also indicated that, in future editions of Funai's civil service entrance examination, whether in the CPNU or in other public selection processes, we will need to expand the number of covered municipalities, considering both the opportunity for participation and the qualification of this choice. The work the administration conducted with Ipea and other agencies in defining the list of municipalities brought important quantitative data, but in some localities, especially in the North region, we will need to consider, beyond numerical data, other dimensions of these realities to offer the civil service entrance examination properly.

Regarding indigenous representation in the federal civil service and based on previously mentioned data, indigenous peoples occupy only 0.28% of the Federal Administration against the challenge of operating in 15% of the territory. The rate of 18.66% at Funai stands out, therefore, as an advance. This scenario reiterates the need to expand the qualified presence of these civil servants throughout the State.

Regarding assistive technologies and communication, many indigenous candidates, as well as non-indigenous ones, presented difficulty in interpreting the official examination notice. Therefore, the administration evaluated the possibility of translating the official examination notices into indigenous languages, also using artificial intelligence resources to aid in the preservation and translation of these languages. Civil servants from Funai already presented this initiative in a symposium held in April of the previous year. The objective is to ensure that indigenous peoples from different ethnicities, linguistic and cultural contexts have equitable conditions for participation, promoting equity.

“REGARDING PROPER INTEGRATION INTO PUBLIC ADMINISTRATION, IT IS ESSENTIAL THAT INDIGENOUS PUBLIC SERVANTS FIND AN ENVIRONMENT THAT COMBATS INSTITUTIONAL RACISM, PERMITS THE REPORTING OF EXPERIENCES, AND PROMOTES RESPECTFUL COEXISTENCE WITH CULTURAL DIFFERENCES.”

A relevant point for future selections is the principle of impersonality: many indigenous people need to travel from their villages to access formal education. The administration needs to create mechanisms that enable these civil servants to return to work alongside their communities, respecting the ranking of the civil service entrance examination and the required impersonality.

These issues still require improvement. The increased presence of indigenous peoples at Funai contributes to incorporating the cultural diversity of these populations into the civil service, but the presence limited only to Funai highlights the need to expand indigenous participation across the entire Federal Administration. We must consolidate and continue the

process we started to ensure the retention of these civil servants in functions suited to their competencies, wherever they wish to operate.

Daniela Salomão Gorayeb
Advisor for Social Participation and Diversity of the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

I return to a point Polliana highlighted that had not yet been mentioned: the innovation potential that manifests with the arrival and the experience of diversity. These innovations occur in the integration of civil servants, through individual and collective accounts, showing the need to develop procedures and practices capable of dealing with differences in a structured and replicable way in other areas of the Public Administration.

Given this, I direct the following question to Simone Ramos: what institutional learning mechanisms can we implement? How can organizations systematize and incorporate the knowledge and experiences of these civil servants to use them effectively? Considering that this involves public resources, it is fundamental for the State to ensure and maintain instruments that promote institutional learning and contribute to the improvement of public policies.

Simone Ramos
Representative of República.org

As discussed throughout the CPNU, the inclusion process in the civil service requires a structured training pillar, focused on qualifying the body of civil servants regarding the specificities of the groups we are integrating. As Betânia Lemos emphasized, the training course the administration offers to new civil servants seeks to encompass the perspective of representative bureaucracy, composed of three dimensions: symbolic, active, and passive.

From this perspective, it becomes necessary to offer continuous development spaces for the civil servants who enter and who contribute to modernizing and demystifying the public machinery. Personnel management plays a central role in promoting institutional integration (onboarding), incorporating trajectories, experiences, and competencies that these civil servants bring to the workforce. Democratic strengthening depends on a civil service that reflects the regional, cultural, and social diversity of Brazil. To ensure the maintenance of this representative

bureaucracy, the administration must also fundamentally consider the performance stages and the probationary period of the civil servants.

The engagement of the leaders who receive these civil servants is essential, so they understand the importance of a democracy that embraces diversity. The administration must establish goals and programs for the occupation of leadership positions by indigenous peoples and Persons with Disabilities (PwDs), defining long-term strategies that allow these civil servants to reach prominent positions, promoting horizontal and inclusive public policies. Furthermore, we recommend revising job descriptions and requirements to identify barriers that might exclude these groups and to implement career acceleration mechanisms that reduce ableist, exclusionary, or invisibilizing biases.

The CPNU decentralized the selection process, increasing the adherence of candidates from various localities.

> **“DESPITE ABSTENTION RATES AND THE IMPOSSIBILITY OF REACHING ALL APPLICANTS, WITH THE CPNU, WE HAVE ADVANCED IN THE INCLUSION OF INDIGENOUS PEOPLES AND PERSONS WITH DISABILITIES.”**

The adoption of affirmative action policies for indigenous peoples, even before the effective date of the recently revised law, constituted a conscious political decision, based on the need to ensure the presence of these groups in the federal civil service.

This entire process articulates with a continuous effort of training and institutional dialogue, aiming to consolidate a pro-representative bureaucracy agenda that reflects the specificities of Brazilian society. The final objective is to advance to a scenario where, when we repeat surveys like Datafolha's in the coming years, the population can unequivocally recognize itself in the State's bureaucratic body, demonstrating the effective incorporation of diversity into the civil service.

Anna Paula Feminella
National Secretary for the Rights of Persons with Disabilities of the Ministry of Human Rights and Citizenship (MDH)

The Ministry of Human Rights and Citizenship has secretariats focused on different segments of the population, such as the LGBTQIA+ population, the elderly, and people in refugee situations. In this context, we developed a coordinated action agenda among these groups to construct CPNU 2.0.

I should highlight that the Government of the Federal District reserves 20% of the vacancies for Persons with Disabilities (PwDs). This is an important reference. At the federal level, there are also examples of good practices: the Brazilian Hospital Services Company (Ebserh) reserved 10% of the vacancies for Persons with Disabilities (PwDs) in its last civil service entrance examination, and Banco do Brasil also adopted the 10% percentage. The administration must recognize and consolidate these initiatives.

In the preparation of the second edition of the CPNU, we worked with the perspective of expanding the percentage of vacancy reservation, with the objective of ensuring a greater presence of these populations in the civil service. To this end, the administration is developing an institutional framework to make this new stage possible.

Polliana Figueirôa Liebich
General Coordinator of Personnel Management at the National Foundation of Indigenous Peoples (Funai)

In the CPNU process, of the total vacancies offered, the administration reserved 5% for Persons with Disabilities (PwDs) and 20% for black people. In the specific case of Funai positions, the administration allocated 30% of the vacancies to indigenous peoples. This resulted in 55% of the vacancies covered by affirmative action policies, the fruit of a political decision.

Without this definition, the 30% allocated to indigenous peoples could have been limited to 5%, considering that the possible margin varied from 0 to 30%. The dialogue effort around equalizing and expanding these percentages requires the State to recognize its limitations and its possibilities for improvement, regarding both indigenous peoples and Persons with Disabilities (PwDs). Political sponsorship is decisive in this process from a budgetary standpoint and also through the exercise of

institutional leadership committed to implementing and sustaining these measures.

The vacancy reservation for indigenous peoples will undergo the adaptation of Funai's internal rules and the joint ordinance among the Ministry of Management and Innovation in Public Services (MGI), the Ministry of Indigenous Peoples, and Funai, contingent upon the approval of the corresponding Bill. This is a new stage of maturity for public policy, aimed at expanding the occupation of these civil service positions by indigenous peoples. Public policy is a continuous process that requires permanent monitoring, qualified debate, and institutional commitment so that we consolidate its advances.

Daniela Salomão Gorayeb
Advisor for Social Participation and Diversity of the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

We face a potential for development, growth, and innovation resulting from the quantity and profile of the people entering the civil service. Personnel management professionals constitute the gateway to this process. As Simone mentioned when discussing onboarding. This moment of reception and integration is strategic and holds the capacity to enable possibilities for institutional improvement, the adoption of new methodologies, and the formulation of solutions.

It is a reason for satisfaction to know the results of the CPNU and the affirmative action policies, given the positive and transformative consequences for the Brazilian State and for society as a whole.

EVALUATION OF COMPETENCIES: THE PRESENT AND THE FUTURE

Pedro Assumpção Alves: General Coordinator of the National Unified Civil Service Examination of the SGP/MGI.

Anderson Pereira dos Santos: Recruitment and Selection Coordinator of the Federal Police.

Pedro Guerra Loins: Director of the Civil Service of Chile.

Felipe Drumond: Representative of the Movimento Pessoas à Frente.

SUMMARY OF THE DEBATE:

The debate at this table addressed the modernization of competency assessment in the public sector, seeking to balance the principle of impersonality with the need to select profiles suited to the contemporary challenges of the Administration. The dialogue emphasized the transition from the model centered on objective exams to methods that integrate knowledge, skills, and attitudes. The discussion also consolidated the idea that innovation in public selection processes, inspired by international references of merit and transparency, requires legal certainty, technical standardization, and continuous monitoring of performance management throughout the career.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination of the SGP/MGI

I assume the conduction of this discussion on competency assessment, considering both the current reality and future projections.

The central objective of this debate is to address the challenge of selecting civil servants whose profiles align with the competencies required by the various agencies of the Public Administration. In the Brazilian context, the current legal frameworks reinforce this challenge, especially from the 1988 Constitution onwards, which establishes the mandatory nature of the civil service entrance examination.

The discussion involves the tension between the impersonality of the public selection process and the specific needs of the agencies. We seek, therefore, the balance between civil service calling, skills, and competencies, ensuring the administration treats all candidates with isonomy.

We propose to start the debate with Felipe Drumond, from the *Movimento Pessoas à Frente*, who will present contributions from the perspective of civil society. Next, we will hear the presentation by Pedro Guerra Loins, who will address the international perspective and the experience of Chile. The participation of Anderson Pereira dos Santos, who will discuss the case of the Federal Police, will conclude this block.

The administration has authorized the civil service entrance examination of the Federal Police. We emphasized that the exclusion of this examination process from the National Unified Civil Service Examination contributes to simplifying the logistics of the process. Considering the high demand and the visibility of the Federal Police's civil service entrance examinations, its integration into the CPNU ecosystem would increase the operational complexity, which already presents relevant challenges.

Given this, I invite Felipe Drumond, who participates remotely, to give his presentation. You have the floor.

Felipe Drumond
Representative of the Movimento Pessoas à Frente

I collaborate with the team of the *Movimento Pessoas à Frente*, and I participate in this debate with the objective of sharing the movement's vision regarding the assessment of competencies in civil service entrance examinations.

Within the purpose of this table, we will present points that we consider relevant to the discussion. By approaching the concept of competencies, we distance ourselves from the scope traditionally present in Brazilian examination processes, based essentially on objective and discursive exams as exclusive forms of access.

It is a reason for satisfaction to follow the innovations the administration has implemented, including within the federal government. Since the structuring of the civil service entrance examination as a State policy in the 1930s, with the creation of the Administrative Department of the Public Service (DASP), we observe that, until recently, there were few full innovations in this aspect.

There were punctual advances in certain sectors, such as the application of oral exams in the judiciary, analysis of professional trajectories, physical aptitude tests, and specific training in the security forces. However, in most of the civil service, such practices are not yet widespread.

The central challenge, shared by the movement, is to think of the Brazilian Public Administration in its entirety. Many states and municipalities still face elementary difficulties in the design of selection instruments, lacking even logical and discursive tests appropriate to the positions.

This is a cross-party and plural initiative, composed of experts, parliamentarians, and government members in the three branches, in addition to representatives of states and municipalities. It is a community dedicated to working transversally for the improvement of the civil service in Brazil.

The transformation of the Brazilian State and the improvement of public services fundamentally depend on the modernization of personnel policies, which the administration must treat as a strategic priority. It is rewarding to observe the protagonism of the federal government in recent years in guiding this debate, a process to which we continuously seek to contribute.

This contribution occurs through several fronts, highlighting knowledge generation, including studies developed in partnership with Professor Fernando Coelho about the system of civil service entrance examinations in Brazil.

In the field of proposals, we acted directly in supporting the National Congress to draft a national law to modernize civil service entrance examinations. With the approval of this legislation, the current scenario

offers greater legal certainty to innovate and more robust institutional guarantees to improve public selection processes. The objective of this debate is to explore the paths for this modernization, already outlined at this table.

Our actions also contemplate a precise vision regarding the application of competencies in the daily routine of selection processes.

> **“AMONG THE AGENDAS ADVOCATED BY THE MOVEMENT ARE THE MODERNIZATION OF CIVIL SERVICE EXAMINATIONS, PERFORMANCE MANAGEMENT, LEGAL CERTAINTY, ETHNO-RACIAL EQUITY, REMUNERATION MODELS, DATA TRANSPARENCY, AND THE HIRING OF TEMPORARY WORKERS.”**

We intend to concentrate the presentation on the need for methodological advances and the possibilities of implementing these processes. Brazil presents international comparative complexity, given its federative configuration and regional disparities. Although Latin America does not always present continuous modernization initiatives, Portugal stands out as a relevant reference.

Portugal implemented a significant reform in the civil service, promoting, since 2008, a series of modernizations in the career system and selection methods. The Portuguese model is similar to the Brazilian one and, since 2014, the government has successively improved it, complementing the previous process with new stages and activities. These innovations are possible in Brazil and have legal backing under the new legislation.

Brazil already presents interesting experiences, like the CPNU, which valued professional experience and certifications. However, the Brazilian model is still excessively linked to examination processes based on objective and discursive exams. Another critical point is the dependence on large-scale official examination notices focused on a high number of vacancies, which weakens the frequency of recruitment. This results in mass retirements, generational breaks, and difficulties in knowledge management. There is, therefore, a need for greater autonomy for continuous recruitments in smaller contingents.

The country also faces an information dispersion. Although there is an obligation to publish in newspapers, interested parties must consult multiple websites of different organizing companies. The new law on civil service entrance examinations reinforces the need to consolidate this data, which is essential to analyze the profile of candidates and the effectiveness of the civil service entrance examinations.

We must advance without compromising impersonality. We cannot confuse subjectivity with arbitrariness. Impersonality guarantees that the process does not arbitrarily favor specific profiles, ensuring a universal rite to fill vacancies. Extreme objectivity, based on knowledge tests, still guides the Brazilian model. To advance, we must introduce new technical elements that complement this objectivity.

The Portuguese model, since 2014, is structured in two stages. The first consists of constituting the recruitment reserve. In this phase, candidates submit themselves to the objective exam and the mandatory psychological evaluation. Only candidates who pass both exams make up the reserve, which is valid for eighteen months. This stage acts as a necessary filter.

Methods such as practical tests and interviews require considerable institutional effort. The strategy is to allow only candidates with minimal performance to proceed. After the administration integrates them into the reserve, they become eligible to compete, bringing the candidates closer to the teams that will receive them, unlike the Brazilian model, which keeps the civil servant's profile unexpected for the destination team.

Portugal advanced by allowing candidates to choose vacancies of interest based on curricular analysis. Respecting criteria of suitability and impediments due to kinship, the candidates participate in technical and behavioral interviews. The technical interview accounts for twenty-five percent of the final score, while seventy-five percent derives from the

knowledge test. The objective is to evaluate competencies related to the job position and the necessary professional trajectory.

In closing, I highlight that the effort of the CPNU can benefit states and municipalities, allowing subnational entities to leverage the lists of approved candidates for their own public selection processes. The Public Administration is vast and decentralized: states and municipalities employ 91% of civil servants, with 70% of this contingent working in more than five thousand city halls. The path to modernization involves collaborative logics and consortiums that allow the use of these national processes throughout the territory.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination of the SGP/MGI

The debate presents fundamental elements that dialogue with the international benchmark table held yesterday, in which Professor Fernando Coelho and other experts discussed these perspectives. The great challenge consists of observing international experiences without disregarding Brazilian particularities. Every State is the product of its history, and it is essential to recognize the reason why impersonality is central in Brazilian civil service entrance examinations: the history of a State that, at times, served power-holding groups. We work, therefore, to transform this reality.

Given this reflection on the need for change and the fight against the reproduction of privileges, we invite our next speaker, Pedro Guerra Loins. We ask you to share Chile's reflections on competency assessment in the selection of civil servants. It is of special interest to understand how the Chilean model reconciles the guarantee of impersonality and meritocracy with respect for diversity, seeking a civil service that is a reflection of society, the guiding principle of the current National Unified Civil Service Examination in Brazil.

Pedro Guerra Loins[33]
Director of the Civil Service of Chile

I thank the MGI, the hosts, and Felipe Drumond for the invitation. Holding this seminar is fundamental for Latin American countries to discuss their common difficulties and seek joint solutions for institutional improvement.

I have followed the work developed by the Brazilian government and the MGI for some time. Last year, I acted as a consultant on issues of organizational culture and public selection processes. I highlight the value of this effort, considering Brazil's commitment to promoting reforms, especially through the approval of the new legal framework that modifies guidelines and methodologies for civil servants to access the State.

I will present a general overview of the architecture of public employment in Chile, and then I will focus on the country's consolidated experience. Almost twenty-two years ago, we implemented the Senior Public Management System (SADP), which allows for the recruitment and selection, through a civil service entrance examination, of the country's senior public managers. I refer to the first and second hierarchical levels of the services linked to the ministries and the central administration of the State.

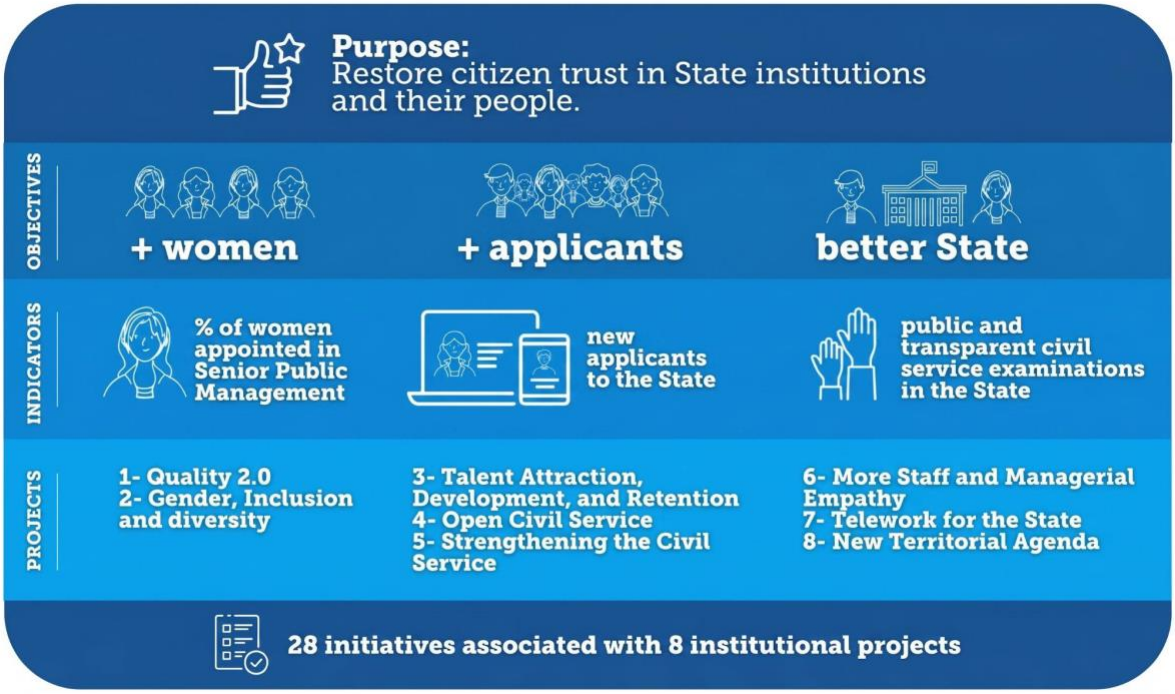
This system underwent significant challenges and reforms, including Law 20,955 of 2016, and generated methodological learnings that I present today. We will discuss the paradigm shift in the evaluation of these civil service positions, starting from a diverse methodology to consolidate, in the last five years, a specific methodology for the Chilean Civil Service, focused on evaluating managerial competencies.

In recent years, Chile underwent complex social and political transformations, such as the so-called 'social explosion' in 2019. This movement generated an agenda of comprehensive socioeconomic demands, which the administration tried to resolve through two constituent processes that did not prosper. These events show that the presence of new generations of workers in the State, the increase in the immigrant population, and citizens who are more aware of their rights require rethinking the role of the State and its relationship with a more diverse workforce. This is the main motivator for changes in evaluation methodologies.

[33] The lecturer spoke in Spanish, and we used the translation of his speech in this Discussion Paper to write the text.

A central objective of President Gabriel Boric's government is to recover trust in public institutions. The Chilean Civil Service seeks to attract talent and enrich the workforce with diversity and gender equity. We reconceptualized merit, focusing on the technical and behavioral capacity of people for senior management civil service positions, regardless of origin, gender, or professional background.

Purposes of the current government of Chile



Source: Slide presented by Pedro Guerra Loins during the seminar *Competency Assessment: Today and the Future* (2025).

The structure of public employment in Chile is complex and governed by the Administrative Statute of 1989. The government instituted the Civil Service and the Senior Public Management System in 2003. Currently, the first and second hierarchical level positions total approximately one thousand and five hundred Senior Public Management positions and five thousand posts the administration recruited and selected through this system. Below them are the third-level heads, followed by the professional, technical, administrative, and auxiliary levels. The degree of

professionalization in Chile exceeds sixty percent of the central administration of the State.

I highlight the structure for evaluating specific competencies. Under the Boric government, the Civil Service seeks to recover citizen trust through three axes. The first is to promote gender equity, especially in Senior Public Management appointments. The second is to attract candidates with diverse profiles. The third is to improve the State through absolute transparency in public selection processes, ensuring the participation of women and the integrity of meritocracy.

We manage, for the entire Public Administration, the recruitment of more than four hundred and eighty thousand people. We operate four employment portals: one for senior management civil service positions, one for general public employment, one for professional internships, and a specific one for directors of public and municipal schools. The evaluation methodology is based on the trinity of knowledge, skills, and work attributes.

The knowledge divides into three dimensions: technical professional, procedural, and contextual. Skills include cognitive, social, technical, organizational, and learning dimensions. Attitudes focus on commitment, professional ethics, proactivity, flexibility, adaptability, results orientation, and autonomy. These components define competency profiles for senior managers and guide the evaluation the administration applies to each profile.

The process begins with the generation of a vacancy and the public call. Recruitment verifies candidate admissibility, ensuring compliance with legal and normative requirements. The evaluation of the Chilean system is structured in three phases: curriculum analysis, managerial evaluation, and competency assessment.

Previously, the administration used psycho-labor evaluation based on clinical psychology instruments, such as projective tests, often without standardization. The current methodology requires the demonstration of competencies through a guided interview protocol, ensuring real evidence of the development and existence of the capabilities required for the technical profile. After this phase, the final interview and the appointment occur.

The Chilean system is legally mixed. The process is meritocratic and focused on technical competencies until its conclusion. In the final stage, the Civil Service or the Public Senior Management Council proposes a list of approved candidates, allowing the administration to choose among those

who proved merit and technical capacity. Expert consultants conduct the managerial and technical evaluation, analyzing the candidate's fit to the position's profile and communicational skills.

The competencies of the positions include strategic vision, results-based management, network articulation, crisis management, leadership, continuous improvement, innovation, and strategic communication. Essential values include a civil service calling, probity and ethics, and awareness of the public impact of decisions. A standardized matrix or rubric operationalizes the evaluation, which all consultants certified by the Chilean Civil Service use. Conduct incompatible with the profile can disqualify the candidate.

The implementation of this methodology allowed overcoming the recruitment "black box", standardizing processes and ensuring fairness, technique, and transparency. Previously, support consultancies used their own disparate methodologies, often based on subjective projective tests, reducing transparency for the candidates. Today, the system is typified and based on conduct evidence.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination (CPNU) of the SGP/MGI

Based on the reflections presented, the focus will be aligning the competency assessment with the actual needs of the civil service, ensuring impersonality. It remains essential to consider the particularities of the Federal Police, an institution that faces the constant challenge of neutralizing attempts at infiltration by criminal groups or spurious interests in the state apparatus. In this context, the rigorous application of competency-based selection constitutes a fundamental barrier to institutional integrity.

Anderson Pereira dos Santos
Coordinator of Recruitment and Selection at the Federal Police

The Federal Police acts in a national security context, with the responsibility of neutralizing infiltrations by criminal groups or external interests in the state apparatus. In this scenario, competency-based selection constitutes an essential barrier to institutional integrity. The federal

police career comprises five positions: delegate, forensic expert, fingerprint expert, agent, and police clerk. The Brazilian legal framework establishes competency assessment, encompassing technical knowledge, physical performance, and psychological evaluations.

Written objective, discursive, and oral exams conduct the knowledge assessment, aiming to measure the capacity to solve complex problems, analyze information, and make decisions. Recently, the administration included requirements in information technology and statistics, reflecting the migration of crimes to digital environments. The skills assessment includes physical tests, motor skills, and direct observation of the exercise of functions, with standardized instruments linked to current legislation. An example is the swimming test, essential for maritime police action, ensuring operational aptitude for the inspection of rivers, ports, and the coast.

The attitude assessment represents the willingness to do and behavioral observation, interviews, questionnaires, and scales validated by the Federal Psychology Council measure it. The evaluation does not perform psychodiagnosis; candidates considered unfit do not present disorders, but they do not meet the required professiographic profile. The tests used, which previously included Szondi, projective inkblot or color tests, and group dynamics, changed to methodologies based on competencies and evidence.

The first judicial instance generally recognizes the validity of psychological evaluations, whereas the second instance, especially since 2020, restricts the application of physical and psychological evaluations for specific positions, such as police clerk, based on interpretations of constitutionality and subjectivity. The Superior Court of Justice, in a 1992 decision, exemplifies divergences between technical analysis and summarized interpretations in case law summaries, showing restrictions on the full application of competency assessment methods. The Judiciary tends to limit psychological evaluations to identifying pathologies, disregarding the measurement of competencies and attitudes essential for sensitive positions in the Federal Police.

The competency assessment includes curriculum analysis, knowledge exams, physical tests, psychological evaluation, and structured interviews. The assessed competencies comprise technical knowledge, cognitive and motor skills, and attitudes such as ethics, proactivity, flexibility, autonomy, results orientation, emotional control, interpersonal relationships, and institutional commitment. The evaluation matrix defines behavioral

indicators, standardizing the actions of certified external consultants, ensuring uniformity, transparency, and fairness in the process.

Changes in the profile of approved candidates reflect the actual needs of the institution. For example, recent civil service entrance examinations expanded the requirement for specialists in Pharmacy, Chemistry, Physics, Information Technology, and Statistics, maintaining balance with Bachelor of Laws and Business Administration graduates. In the current selection, the Federal Police offers one thousand immediate vacancies and another one thousand predicted by the Ministry of Management and Innovation in Public Services (MGI), totaling two thousand opportunities. Continuous and competency-based selection guarantees a contingent fit for all police operations, including maritime and special operations.

The applicable legislation establishes that investiture in a civil service position depends on approval in a civil service entrance examination, according to the nature and complexity of the position, pursuant to Article 37 of the Federal Constitution. Decree-Law 2,320 of 1987[34] regulates the civil service entrance examinations of the Federal Police, ensuring legal certainty in personnel selection. Comparisons with international models, such as Portugal and Chile, show that systems apply integrated assessments of knowledge, skills, and attitudes in structured processes. The Brazilian reality faces limitations stemming from outdated judicial understandings, hindering the full implementation of a solid competency model.

In Chile, the Public Senior Management System (SADP), established in 2003 and improved by Law 20,955 of 2016, manages approximately one thousand five hundred senior management positions, with a total of five thousand posts recruited and selected through a structured methodology based on competencies. The Chilean model assesses knowledge, skills, and labor attributes, including strategic vision, leadership, crisis management, network articulation, continuous improvement, and strategic communication, complemented by values such as a civil service calling, probity, and ethics in management. The application of standardized instruments ensures evidence of competencies, process integrity, and transparency, with the participation of certified consultants.

[34] Decree-Law No. 2,320/1987 provides for entry into the functional categories ofحيان the Federal Police Career. The norm establishes the peculiar legal regime of these civil service examinations, legitimizing the requirement of specific prerequisites, such as the physical fitness test and the eliminatory psychotechnical examination, substantiating the legal certainty necessary for the selection of profiles compatible with the nature of police activity.

The implementation of this methodology allowed overcoming the recruitment "black box", standardizing processes and ensuring fairness, technique, and transparency.

“PREVIOUSLY, SUPPORT CONSULTANCIES USED PROPRIETARY AND DISPARATE METHODOLOGIES, OFTEN BASED ON SUBJECTIVE PROJECTIVE TESTS, REDUCING TRANSPARENCY. TODAY, THE SYSTEM IS TYPIFIED AND BASED ON EVIDENCE OF CONDUCT.”

The Federal Police maintains focus on equity and diversity, incorporating gender and origin criteria in selection processes, and continuously monitors results to ensure alignment with institutional needs. The integration among assessments of knowledge, skills, and attitudes, combined with legislation and technical standardization, guarantees that selected professionals possess full competence to perform operational and strategic functions of high complexity.

Collaboration with the MGI and other institutional partners remains essential to overcome legal obstacles and strengthen competency-based assessment in Brazil, ensuring that the selection of federal police officers is technical, transparent, fair, and aligned with international standards of excellence.

The care with the preparation of exams and the change in profile observed in the civil service entrance examinations, such as between 2014 and 2018 for the position of agent and between 2004 and 2009 for the position of fingerprint expert, allows adjusting the syllabus and achieving the desired knowledge profile in the institution.

The greatest challenge lies in assessing skills. Due to limitations imposed by the Judiciary regarding skills-based selection at admission, the focus falls on developing these competencies during the training course.

However, without a minimum baseline brought by the candidate, it becomes difficult to teach critical operational competencies, such as making an arrest or shooting accurately and safely. The National Police Academy makes continuous efforts to meet this need.

The dimension of attitudes presents even greater complexity. Due to judicial decisions, there are restrictions on using instruments validated by the literature and the Federal Psychology Council, as the Judiciary tends to consider structured competency interviews subjective.

“SURVEYS CONDUCTED IN 2018 INDICATED THAT BRAZIL IS THE ONLY NATIONAL POLICE FORCE IN THE WESTERN WORLD THAT CONDUCTS SELECTION WITHOUT AN INTERVIEW.”

To compensate, the administration applies the psychological evaluation throughout the training course, allowing the progressive understanding of candidates' profiles, since attitude-based selection at admission remains limited by jurisdiction.

The recruitment coordination works in an integrated manner with specialized technical units. The Physical Education Service of the academy conducts studies for the physical test, the Psychology Service conducts the behavioral assessment, and the medical forensics division defines the required health profile. In cases of judicialization, these units provide technical subsidies to substantiate administrative decisions.

The partnership with the Attorney General's Office (AGU) represents a strategic differential. Permanent recruitment coordination enables continuous knowledge management, allowing the responsible technical core, of which specialist Virlaine is a part, to deliver complete and detailed

subsidies, facilitating the analysis by the AGU, which handles causes of great financial relevance.

Partners, such as Doctors Cristiane and Andréia, play a fundamental role in this process. We recognize that the Federal Police acts as a reference for other police forces. State forces frequently adopt implemented changes, such as the inclusion of swimming. Thus, a highly trained technical body supports every decision regarding the official examination notice, ensuring safety, rigor, and institutional exemplarity.

Pedro Assumpção Alves
General Coordinator of the National Unified Civil Service Examination (CPNU) of the SGP/MGI

The civil servant's life in the Public Administration and our ability to monitor their performance are fundamental. In the civil service, attitudes have great relevance. We have sought to improve existing monitoring instruments, recognizing that, in some cases, the administration applies them adequately, and in others, they demand adjustments. Strengthening these performance management mechanisms is essential for the proper functioning of the Brazilian State and of any other country.

ONLINE EXAMS: PATHWAYS TO REGULATION

Queila Cândida Ferreira Morais: General Coordinator of Civil Service Entrance Examinations and Personnel Provisioning at the Ministry of Management and Innovation in Public Services (MGI).

Emílio José Montero Arruda Filho: President of the National Association of Graduate Studies and Research in Administration (ANPAD).

Vinh Du Nguyen: Director General of the Personnel Psychology Centre at the Public Service Commission of Canada.

SUMMARY OF THE DEBATE:

The debate addressed the implementation of the online exam provided for in the new General Law of Civil Service Entrance Examinations, effective from 2028, under the coordination of the Ministry of Management and Innovation in Public Services. The representative of the Public Service Commission of Canada presented the Canadian experience with remote testing, highlighting technical validity, accessibility, use of a robust item bank, AI monitoring, and multifaceted fraud prevention strategies. The president of the National Association of Graduate Studies and Research in Administration detailed the online model of the ANPAD Test, based on IRT and adaptive testing, with remote proctoring, full recording, and increasing use of artificial intelligence. We concluded that digital exams expand access and reduce logistical costs, but require strong technological structure, legal certainty, and attention to regional inequalities in internet access in Brazil.

Queila Cândida Ferreira Morais
General Coordinator of Civil Service Entrance Examinations and Personnel Provisioning at the Ministry of Management and Innovation in Public Services (MGI)

I am the General Coordinator of Civil Service Entrance Examinations at the Secretariat of Personnel Management of the MGI. I thank Professor Vinh, who joins us online from Canada, and Professor Emílio, from the National Association of Graduate Studies and Research in Administration (ANPAD), who is here with us.

The topic of our debate is the General Law of Civil Service Entrance Examinations, published in September of last year, which brought significant innovations. At the federal level, we had already been adopting standardizations through infralegal regulations. For states and municipalities, the law establishes fundamental parameters for the entire diversity of examination processes in the country, considering regionalities.

The online exam is a provision of this law. There is still no definitive regulation, but discussing the pathways for its implementation remains necessary. The law enters into force on January 1, 2028, and this is the time to prepare the Public Administration for this reality. In the federal government, the Secretariat of Personnel Management, as the central body of the Civil Personnel System of the Federal Administration (SIPEC), handles this discussion and the introduction of these new selection perspectives.

Yesterday, in the panel conducted by the Organisation for Economic Co-operation and Development (OECD) on civil service entrance examinations worldwide, we learned about initiatives from other countries and encountered the Canadian experience. Therefore, we invited Professor Vinh to share these experiences. We also intend to understand the situation in Brazil and to learn the strategies of those who already apply online exams in other personnel selection processes.

I yield the floor to Professor Vinh Du Nguyen to share the Canadian experience with this method and the strategies used in their personnel admission processes.

Vinh Du Nguyen[35]
Director General of the Personnel Psychology Centre at the Public Service Commission of Canada

The Public Service Commission is an independent agency with the mission of promoting and ensuring a non-partisan civil service, based on merit and representative of the entire Canadian population. Our mandate includes overseeing the integrity of the recruitment system and ensuring political neutrality. The Commission also administers the provisions of the Public Service Employment Act related to the political activity of civil servants and candidates. Furthermore, it offers roles and support services for recruitment in the civil service.

The Personnel Psychology Centre of the Public Service Commission acts as the center of expertise in assessment. It provides products and services, as well as advice and guidance for federal agencies, to promote valid and inclusive testing in the civil service. Among the administered exams, second language assessment tests stand out, which we use to measure proficiency in reading, writing, and oral expression in French and English for bilingual positions.

In 2021, we launched a new reading and writing test that candidates can take remotely and unproctored, using an accessible assessment platform. Certified language assessors conduct the oral proficiency test remotely through online meetings with the candidate. We also offer leadership competency assessments to support departments and agencies in filling supervisory, managerial, and executive positions. A team of assessment experts and executive consultants conducts many of these assessments virtually.

Technological advances have altered assessment methods in recent decades. Initially, assessment migrated from a paper-and-pencil format to computerized tools. Then, it transitioned from in-person administration to virtual and online. Currently, we can administer most tests online, including language tests, leadership simulations, situational judgment tests, and some cognitive ability tests.

Depending on the nature of the exam and the candidate's context, some tests may be fully online, while others, such as complex simulations, occur in a hybrid format. In these cases, assessors participate remotely,

[35] The lecturer spoke in English, and we used the transcription of his speech in this Discussion Paper to write the text.

while the candidate may be present at a specific physical location for access control, content protection, and assurance of the process's integrity.

The Personnel Psychology Centre follows the guidelines of the Standard for Educational and Psychological Testing, as well as the international guidelines on computer- and internet-based testing provided by the International Test Commission (ITC). We also apply learnings from our own experiments with online testing platforms and monitor practices from other institutions and governments.

Evaluators can more easily adapt some tests, such as interviews or situational judgments, to the digital environment. Complex tests, such as simulations, require more adaptation work, depending on the nature of the evaluation and the capabilities of the online platform. When adapting tests digitally, we consider impacts on the candidate's experience, including layout and navigation, which can affect the final score.

Studies, such as the one by Sarah Lynch from the University of British Columbia (UBC) in Canada, analyzed thirty years of research on the shift from paper to computer, highlighting factors such as layout, response format, scoring, and the candidate's computer skills. For this reason, we frequently provide interface tutorials before the test to mitigate differences in technological skill.

“THE OBJECTIVE IS FOR ONLINE TESTS TO BE COMPARABLE TO IN-PERSON TESTS IN TERMS OF VALIDITY, RELIABILITY, AND FAIRNESS.”

We measure this through performance correlations between formats, pilot methods, and consult candidates, including minority or underrepresented groups.

Online tests bring significant benefits. Between 2021 and 2022, we administered more than forty-two thousand second language tests (reading and writing). In that period, 67% were in-person. In the following period, the number increased to over eighty-five thousand, with only 11% being in-person. The larger online portion allowed expanding the reach and speeding up screening.

“THE ONLINE MODEL OFFERS ACCESSIBILITY TO CANDIDATES WHO USE ASSISTIVE TECHNOLOGIES OR REQUIRE SPECIAL ACCOMMODATIONS, ALLOWING THEM TO TAKE THE TESTS AT HOME OR IN THE OFFICE, UNDER BETTER CONDITIONS.”

For unproctored tests, the administration subsequently reassesses the evaluated competency in a proctored environment before inauguration, ensuring integrity. For second language assessment, validation interviews and video verification follow unproctored tests.

For other exams, such as judgment tests, one can apply a subsequent proctored test or an alternative assessment of the same competency, such as an interview question. A multifaceted approach is necessary to combat the use of artificial intelligence and fraud. The administration informs candidates about terms of use and consequences in case of fraud. We created a webpage on test integrity, detailing policies and possible actions, including session termination, candidate suspension, or result invalidation.

We also established conditions to increase security in future assessments, and may require mandatory in-person tests and remote monitoring to enhance integrity, reducing candidates without the necessary competency in the proctored phase. For in-person exams, we follow a rigorous protocol to ensure the security of the application center and the confidentiality of the items.

A multifaceted approach is essential. First strategy: robust and secure test design, with a large item bank, randomization, rotation, and adaptive tests. We also ensure a controlled application environment, including blocking functions like copy and paste or browser extensions, especially for

second language tests. We explore the use of artificial intelligence to monitor unproctored tests and identify atypical behaviors.

The second strategy would be promoting a culture of integrity. We communicate policies and commitment terms to candidates, requiring agreement before the exam, functioning as a contract. We also establish retesting policies, for example, waiting thirty days before a new test. We train evaluators and online administrators to handle technical issues and ensure security, preventing irregularities.

The third strategy is constant monitoring and security auditing, identifying problems in administration, data protection, and technical security. We report, document, and analyze all occurrences. We monitor access to material by profiles and roles, invalidating results if there is unauthorized access, with automatic system alerts. We conduct forensic and data analyses in suspected fraud cases, suspending results until the proctored evaluation.

The fourth strategy refers to the rigorous documentation of investigation procedures and actions in cases of suspected fraud. Standardized guides and forms detail observations and technical reasoning for the security team's decision. We document every action, such as invalidating a result or requiring a new proctored test, according to policies and procedures. The invalidation communication includes a link for a detailed explanation of the process and the right to adversarial proceedings. We notify competent authorities in confirmed fraud cases, including the Director of the Public Service Commission and the agency requesting the exam.

In closing, this was an opportunity to share best practices and lessons learned. Despite the advances, there are technological challenges to face and collective work to do.

Emílio José Montero Arruda Filho
President of the National Association of Graduate Studies and Research in Administration (ANPAD)

I say my thanks for the invitation and inform you that, at this moment, I represent the National Association of Graduate Studies and Research in Administration (ANPAD), in which I serve as president. The entity brings together stricto sensu graduate programs in Administration, at the master's and doctoral levels, throughout Brazil.

I am a professor at the University of Amazonia (UNAMA) and the Federal University of Pará (UFPA), both headquartered in Belém. Initially, I present ANPAD for contextualization purposes and, subsequently, I address the entity's main product, the ANPAD Test, its historical trajectory, and its operation in the online model.

ANPAD will soon complete fifty years. It is the main Brazilian entity representing research, teaching, and graduate studies in the field of Administration. Throughout its trajectory, thousands of researchers have participated in its activities. Currently, the Association brings together one hundred and seven graduate programs as full members. There are about one hundred and fifty programs in the field of Administration registered with the Coordination for the Improvement of Higher Education Personnel (CAPES) in Brazil. Although not all are formally associated, they participate directly or indirectly in the activities promoted by the entity.

ANPAD promotes teaching and research, represents the interests of affiliated institutions before government bodies, and acts as an articulating instance for the improvement of education management. Professors and students in the field compose it primarily. It has one hundred and seven institutional members and more than three thousand individual members.

We organize the academic structure of the area into eleven divisions. Divisional events occur every three years, and nine divisions hold specific meetings. Annually, we hold the Meeting of the National Association of Graduate Studies and Research in Administration (EnANPAD), which gathers all divisions, with approximately two thousand participants, fifty simultaneous rooms for presenting papers, and the presence of international speakers.

More than two hundred graduate courses use the ANPAD Test. The Association also maintains two scientific journals: the Contemporary Administration Journal (RAC), with twenty-eight years of trajectory, and the Brazilian Administration Review (BAR), with twenty-one years. It also manages the Scientific Periodicals Electronic Library (SPELL), an electronic library that measures production, publication, and citations of national journals. CAPES itself uses the SPELL portal to evaluate journals that are not part of the international circuit, measuring their representativeness and qualification for the purpose of evaluating graduate programs.

ANPAD also has a robust database that crosses government information and ANPAD Test data, allowing the mapping of more than one hundred and twenty-three thousand individual taxpayer registries (CPF). This mapping makes it possible to identify the trajectory of graduates, their professional insertion, average remuneration, and career progression. It is a study that we can expand to other fields of knowledge to monitor the impact of training in terms of state capacity and professional development.

“THE ANPAD TEST HAS BEEN IN EXISTENCE FOR ALMOST FORTY YEARS AND IS PART OF THE SELECTION PROCESS FOR *STRICTO SENSU* GRADUATE PROGRAMS. ITS OBJECTIVE IS TO ENSURE EQUALITY AND NATIONAL STANDARDIZATION OF KNOWLEDGE, REDUCING DISPARITIES AMONG SELECTION PROCESSES.”

It is not a specific Administration test, but an assessment of cognitive competencies, measuring performance in the Portuguese Language, the English Language, Logical-Mathematical Reasoning, and Analytical Reasoning.

There is dialogue with other programs and the labor market to expand the uses of the exam, considering its technical rigor. Over four decades, the ANPAD Test underwent improvements, such as revising the dimensions of logical and quantitative reasoning in 1997 and introducing analytical reasoning in 2003.

Between 2005 and 2012, the transition from the paper model to the online format occurred. In 2020, structural reorganization of the exam occurred, with the unification of areas into Logical-Quantitative Reasoning and Logical-Mathematical Reasoning, integrated with language competencies.

With the consolidation of the digital model, the administration began conducting exams exclusively online, with at-home application and monitoring technology. Previously, the printed application took place only twice a year. With the expansion of the item bank and the migration to the virtual environment, the frequency of applications increased.

The ANPAD Test is valid for two years for public selection processes. We hold five fixed annual editions, in addition to extraordinary editions according to demand. The goal is to reach monthly or on-demand periodicity. Performance in the exam indicates preparation and competencies necessary for graduate studies. The test provides objective proficiency indicators.

The public selection process remains under the exclusive responsibility of the graduate programs. At the time of registration, the candidate indicates the programs they wish to apply to. We implemented functionality that allows the candidate to authorize the availability of their grade for consultation by institutions, expanding opportunities for offering scholarships and active search for talent in different regions.

The exam consists of seventy-two multiple-choice questions, distributed into four blocks of eighteen items, with a total duration of five hours. The system randomizes the questions. We release the preliminary answer key two hours after closing. We do not make the question booklet available externally, due to the security of the item bank.

The exam has used Item Response Theory (IRT) and Computerized Adaptive Testing (CAT) since 2013. It is a proficiency exam, in a model similar to international certifications. The methodology implies that candidates with an equal number of correct answers can obtain different scores, depending on the difficulty level of the items and the consistency of the answers.

Since September 2023, the score calculation considers item response tendency, with certification issued in up to ten business days. The proficiency scale provides qualitative interpretation of the demonstrated competencies, surpassing the mere counting of correct answers.

An improvement process for presenting results is underway, defining qualification levels by score range in each evaluated dimension. For

example, level four in the Portuguese Language, with a score between 301 and 451 points, indicates mastery of the previous skills, satisfactory knowledge of standard norms, and identification of equivalent paraphrases.

Researchers and experts supported the development of this classification, which is currently in the testing phase. We expect to launch the new functionality between the end of the second semester of this year and the beginning of the next.

In the technological field, a migration from a foreign platform to a national solution, developed by a Brazilian company, occurred after a research and adaptation process. The company operates under the direct supervision of ANPAD. The system uses a secure browser that blocks the user's computer during the test.

The candidate must be in a closed room one hour before the exam, with camera and audio on, undergoing remote inspection of the environment. Proctors individually monitor participants and may request new verifications. Using cell phones, headphones, caps, and multiple monitors is prohibited. The administration fully records the exams for subsequent analysis.

Although infrastructure challenges exist in remote regions, the model reduces travel and expands access, provided that candidates meet minimum equipment and internet requirements. The ANPAD Test should not be the sole assessment instrument; interviews and other stages defined by the programs should complement it.

Therefore, it is a constantly evolving process. The objective is for technological advances to contribute to graduate studies, society, and public administration, including discussions on logistics and the digitalization of large-scale exams.

Queila Cândida Ferreira Morais
General Coordinator of Civil Service Entrance Examinations and Personnel Provisioning at the Ministry of Management and Innovation in Public Services (MGI)

We observe that one of the main attractions, from a logistical perspective, lies in simplifying the process. Most of those present, whether in the context of the CPNU or individualized examination processes, recognize the complexity involved in installing, distributing, and collecting physical exams.

On the other hand, the challenge of Brazilian diversity, marked by distinct regional realities, imposes itself. This condition manifests in unequal access to technology and the availability of a stable internet connection, essential requirements for securely conducting online exams. Reconciling the use of advanced technology with these regional characteristics constitutes one of the main institutional challenges. I yield the floor to Professor Vinh so he can present considerations regarding the Canadian experience in this context.

Vinh Du Nguyen
Director General of the Personnel Psychology Centre at the Public Service Commission of Canada

Regarding fraud, it remains important to clarify that, within the Personnel Psychology Centre of the Public Service Commission, there is no authority to conduct investigations directly. The first referral occurs in the administrative sphere. Before each exam, we present Terms of Use, the breach of which leads to administrative measures, such as result invalidation.

In cases requiring deeper investigation, we forward the process to another directorate of the Public Service Commission, which holds legal authority under the Public Service Employment Act. Once the administration confirms the irregularity, consequences may include a ban from running for any civil service position for three years, unless prior authorization is granted by the Commission. We can also forward the case to the specific department involved, whose sanctions, according to their statutes, may result in the individual's dismissal from the organization.

Regarding accessibility, most tests can be taken on a computer, tablet, or cell phone. However, one must balance security, efficiency, and the user experience. In reading and writing exams, there is a final proctored in-person stage, which mitigates risks, as any attempted fraud in the initial stages will not hold up in the final phase. We have established this mitigation measure.

Due to the complexity of exam content, we adopt additional protection measures.

“REGARDING MONITORING DURING THE EXAMINATION, WITH THE USE OF CAMERAS AND AUDIO RECORDING, THE APPLICATION OF ARTIFICIAL INTELLIGENCE (AI) IS EVALUATED FOR THE DETECTION OF SUSPICIOUS BEHAVIORS.”

Artificial Intelligence can analyze elements displayed on the screen, as well as biometric and behavioral patterns indicative of possible bad faith.

Considering that this technology may represent a high cost, depending on the annual volume of tests, the administration is studying the application of Artificial Intelligence supervision in randomized samples of candidates as a strategy to rationalize expenses. These possibilities are in the analysis phase, with the prospect of future experimentation.

In addition to the considerations regarding integrity and the use of technology, Professor Emílio will detail the experience of the ANPAD Test in the Brazilian context.

Emílio José Montero Arruda Filho
Director-President of the National Association of Graduate Studies and Research in Administration (ANPAD)

The ANPAD Test is administered individually and remotely. Currently, we do not use physical examination centers, which makes the installation of external cameras or on-site supervision unfeasible due to cost issues. Candidates must take the examination obligatorily on a computer or tablet, and cell phone use is strictly prohibited. Previously, we operated with examination centers, but the digital migration allowed the administration to reduce costs with printing and grading logistics, in addition to enabling electronic scheduling.

We are advancing the use of Artificial Intelligence to improve the process. The proposal is to utilize multiple AIs simultaneously to grade thousands of essays, comparing the results to identify descriptive errors and to validate texts that meet the theoretical context and the required content. If the administration adopts models in examination centers, such as federal university laboratories, it will be possible to combine on-site supervision with monitoring by ambient cameras and nationwide recordings.

The system maintains the recording throughout the entire examination administered at the candidate's residence, which guarantees the execution of the test without costs or the need to travel.

“TO ENSURE SECURITY, WE USE THE PROCTORING SYSTEM, WHICH MONITORS THE CANDIDATE IN REAL TIME. IF THE USER STEPS AWAY FROM THE SCREEN OR MAKES ABRUPT MOVEMENTS, THE SYSTEM ISSUES AN ALERT, AND REMOTE PROCTORS, WHO MONITOR GROUPS OF CANDIDATES SIMULTANEOUSLY, CAN INTERVENE.”

The administration does not interrupt the examination at the moment of an incident. A committee subsequently analyzes the incidents by reviewing recordings and audio and video evidence before validating the result. This material serves as a documentary and legal basis in the event of disputes. Unlike the previous Gaussian analysis model, which complicated the subsequent inclusion of candidates, we can currently handle these situations in a flexible manner. The technical team at UFOP collaborates continuously to guarantee the security and the evolution of the model.

BOOK LAUNCH – THE CPNU SAGA: INNOVATION IN PUBLIC SERVICES AND STATE TRANSFORMATION FOR CITIZENSHIP

José Celso Cardoso Júnior: Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (SGP/MGI).

Francisco Gaetani: Extraordinary Secretary for State Transformation (SETE/MGI).

Janira Tripodi Borja: Program Director at the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI).

Rosicleide Ramos Alves: External Control Auditor at the Municipal Court of Accounts of São Paulo (TCM-SP).

SUMMARY OF THE DEBATE:

The Ministry of Management and Innovation in Public Services consolidated the CPNU as a strategic innovation, overcoming the bureaucratic vision of civil service entrance examinations and recording the experience in the book The CPNU Saga: Innovation in Public Services and State Transformation for Citizenship. The administration presented the examination process as an instrument for social mobility, inclusion, and generational renewal of the State, with more than one million candidates. Its implementation required broad governance and coordination between institutions such as the Attorney General's Office, the Federal Court of Accounts, the Office of the Comptroller General, and the Anísio Teixeira National Institute of Educational Studies and Research. The debaters also highlighted the advances in data transparency, inter-institutional coordination, and the preservation of institutional memory, positioning the CPNU as a milestone in the modernization of personnel management in the public sector.

José Celso Cardoso Júnior
Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (SGP/MGI)

It is fundamental to maintain the topic of civil service entrance examinations at a high level of discussion, qualification, learning, and improvement. Prior to the implementation of the CPNU, the administration frequently treated civil service entrance examinations as bureaucratic activities of minor relevance, lacking strategic prominence in public institutions, as if the renewal of personnel were an automatic process.

The CPNU introduced innovations that demonstrate that the civil service entrance examination is a strategic stage of administration and public management. The success of the State's actions depends, primarily, on the quality and the commitment of the people who compose it.

"THE CPNU MANAGED TO POSITION THE TOPIC OF CIVIL SERVICE EXAMINATIONS AS AN ELEMENT OF REFLECTION AND STRATEGIC DECISION-MAKING. DUE TO THIS INSTITUTIONAL INNOVATION, THIS BOOK WAS ORGANIZED."

The book, entitled The CPNU Saga: Innovation in Public Services and State Transformation for Citizenship, whose launch takes place today, aims to institutionally record the experience of the CPNU. This memory is valuable, but the administration frequently loses it in the daily routine of management due to the movement of civil servants, retirements, or changes in assignment. Without a deliberate effort to preserve these experiences in a systematized manner, the State runs the risk of compromising its institutional memory.

The main objective of the book is to present the historical-documentary record of the conception and structuring of the civil service entrance examination as an institutional innovation. Therefore, the focus is not on addressing the results of the CPNU, which may be the subject of a future volume, based on the reflections we have already partially presented throughout this seminar.

The work presents insights on the conception of the CPNU, its crystallization at the MGI, as well as evaluative texts presented in previous events, such as the Consad congress, elaborated by Cida Chagas, Pedro, Frederico, and other collaborators. Among the prominent chapters, we find the one that deals with the method of classifying candidates.

Rosicleide Ramos Alves
External Control Auditor at the Municipal Court of Accounts of São Paulo (TCM-SP)

I extend my thanks for the invitation to Secretary José Celso, to Cida Chagas, and to the MGI team, as well as for the opportunity to contribute to this work. This moment is symbolic, particularly because it takes place in Block K, the location where I began my trajectory in the civil service when I took office in 2016 as an accountant in the former Ministry of Planning. The civil service represented, for me, social mobility and life transformation.

Originating from the periphery of Salvador, I began my trajectory in the federal civil service in 2016. A colleague who took office during the same period, also originally from the periphery, currently exercises the function of secretary at the UCMJ. For both of us, the civil service entrance examination constituted an effective instrument for social mobility. Being present at the launch of a work to which I contributed, aimed at the federal government, reinforces the relevance of this path, from the initial position of accountant until 2023.

Subsequently, the administration appointed me as Federal Auditor of Finance and Control (AFFC) at the Office of the Comptroller General (CGU) and, following that, as External Control Auditor at the Municipal Court of Accounts of São Paulo. This trajectory was the result of eleven years of preparation for civil service entrance examinations until reaching the finalistic position. During the period in the initial civil service position, I dedicated myself entirely to the functions exercised in the federal Executive Branch, just as I currently do at the Court of Accounts.

Concurrently, I develop volunteer work focused on supporting low-income individuals who are preparing for civil service entrance examinations, through the distribution of scholarships for Bolsa Família beneficiaries. The objective is to help them overcome access barriers and benefit from affirmative action policies, enabling qualified entry into the civil service.

The CPNU emerged in this context. At the time, I conducted interviews on civil service careers to inspire candidates and to present possibilities for professional practice. After an interview regarding the career of Specialist in Public Policy and Governmental Management (EPPGG), the media released the first news about the CPNU, an initiative we received with enthusiasm because it represented innovation in the Public Administration.

I invited Secretary José Celso for an interview intended to clarify the objectives and foundations of the CPNU to society, considering that much of the available information was superficial and did not reflect the public-service ethos. He promptly accepted the invitation, and the interview contributed to expanding public understanding of the project.

Following this, we promoted interviews regarding the careers integrating the CPNU, allowing candidates to understand the attributions and to consciously choose their thematic blocks. Reports from successful candidates indicate that the contact with active civil servants was decisive for identifying with certain careers, such as Labor Tax Auditor (AFT) and Social Policies Technician (TPS). This initiative expanded representativeness and stimulated the participation of individuals committed to the transformation of the State and the reduction of social inequalities.

The book is structured into four parts. The first addresses the foundations and origins of the CPNU, including the context of personnel shortages and the authorization of more than nine thousand vacancies in 2023. We highlight that the consolidation of the process could not be limited to administrative procedures, but required a structural revision of the civil service entrance examination model, overcoming the restricted logic of content reproduction and mechanical actions. This arrangement allowed candidates to reflect on their professional choices, rather than simply registering for available examinations without alignment with a civil service calling, motivated merely by the need for a change in life.

The second part deals with the institutional construction of the CPNU, with the creation of the thematic blocks, the adherence of the institutions, and the dialogue with control agencies. The Federal Court of Accounts and

the Office of the Comptroller General participated by exercising consultative competencies to offer technical support without interfering in merit decisions.

The third part presents analytical developments, including reflections on the redesign of civil service entrance examinations and chapters dedicated to the CPNU algorithm, particularly the operation of the preference list, allowing conscious choices by candidates.

The fourth part addresses the normative framework that supported the process, guaranteeing a legal basis for the implemented innovations and legal certainty for the responsible team. This aspect was fundamental so that the "small innovation factory" of the CPNU could operate in a structured and secure manner.

Being present in this work reinforces the value of the trajectory of the civil service entrance examination as an instrument for social mobility and collective transformation. The CPNU, in addition to offering individual opportunities, also allows candidates to visualize the impact of their choices on the public administration, promoting representativeness and equality of opportunities in a concrete manner, as well as strengthening the Brazilian civil service.

Janira Tripodi Borja
Program Director at the Executive Secretariat of the Ministry of Management and Innovation in Public Services (MGI)

I register my greetings to all. The administration invited me to discuss the coordination challenges of the National Unified Civil Service Examination (CPNU). Coordination is currently one of the greatest challenges in public policies, with unprecedented requirements for articulation and integration among different institutions.

If it was previously difficult to implement a public policy in isolation, today it is practically unfeasible to do so without intersectoral integration. The State must consider multiple factors for policies such as food or transportation, including environmental and gender aspects, to ensure efficacy.

> **“A TRANSPORT POLICY, FOR EXAMPLE, MUST TAKE INTO ACCOUNT THAT WOMEN MAKE SHORT AND FREQUENT TRIPS, INVOLVING MULTIPLE ACTIVITIES, WHEREAS MEN EXHIBIT MORE PENDULAR PATTERNS.”**

In the past, the administration viewed civil service entrance examinations as instruments to provide a workforce, but the CPNU adopted a strategic perspective. The objective became to select civil servants with a civil service calling who are representative of the Brazilian population, connecting the selection to institutional development goals. This required mobilizing the broad participation of public institutions and convincing them of the relevance of the innovation.

The initial coordination challenge consisted of engaging twenty-one institutions in the first edition of the CPNU. Scale was essential for the model, allowing the execution of more than six thousand vacancies distributed across two hundred and twenty-eight municipalities. These numbers exemplify the logistical and organizational complexity of the process.

CPNU - Scale and Complexity



Source: Slide presented by Janira Tripodi Borja during the Seminar *Book Launch – the CPNU Saga: Innovation in Public Services and State Transformation for Citizenshio* (2025).

To guarantee governance, the administration established formal structures. The Governance Committee, composed of the MGI, the Attorney General's Office (AGU), the Social Communication Secretariat (Secom) of the Presidency of the Republic, the Ministry of Social Security (MTP), and the National School of Public Administration (Enap), defined general guidelines. The Deliberative and Consultative Committee gathered all participating institutions, acting in an integrated manner to define content, review official examination notices, and establish thematic blocks. Internally, the Technical-Operational Group, led by the SGP with the participation of other secretariats, handled the operational execution of the CPNU.

Furthermore, we implemented informal coordination mechanisms. In partnership with the AGU, we created a legal task force to swiftly address the demands of the examination process, mobilizing 121 attorneys during the preceding week and the application period. The Federal Court of Accounts (TCU), the Office of the Comptroller General (CGU), and the examining board Cesgranrio monitored the process from its inception. The security of the examination process required coordination with the Federal Police and state forces to protect the testing locations and the transportation of the examinations.

The CPNU constituted a training opportunity for complex State coordination. The project sought to recruit individuals with a civil service calling who represent Brazilian diversity, consolidating innovation in the Public Administration and promoting more effective policies.

To wrap up, I share an excerpt from the book A Terra Dá, A Terra Quer, by Antônio Bispo dos Santos (Nêgo Bispo): "The river does not cease to be a river because it converges with another river. On the contrary, it becomes itself and other rivers. It grows stronger. When we converge, we do not cease to be us; we become us and other people. We yield." The CPNU represents this concept: a river formed by many rivers, integrating diverse efforts in favor of the civil service.

Francisco Gaetani
Extraordinary Secretary for State Transformation (SETE/MGI)

I register my thanks for the invitation. I have been working to support the various stages of the CPNU. Each time news emerged, I reflected upon it. I highlight that the Minister's decision to finance the entire effort of this process, added to the decision of Secretary José Celso and Executive

Secretary Cristina Mori, constituted audacious management. It was a risk of extraordinary courage and value; there was no precedent in the Public Administration.

> **“EACH CIVIL SERVICE EXAMINATION IS A COMPLEX CHALLENGE, AND THIS WAS AN EFFORT OF GREAT MAGNITUDE. IT IS NECESSARY TO RECOGNIZE THE SCALE OF THIS WORK.”**

In the past, the government of President Fernando Henrique initiated the staffing of the direct administration with the economic and legal areas, but it was starting from the first term of President Lula that the administration consolidated the staffing of the Federal Public Administration, something that observers rarely highlight with due value.

The process faced interruptions and still presents imperfections, but the CPNU represented a significant advancement. More than one million candidates participated. This is not due merely to the years of interruption since the parliamentary movement in 2016, but also to the intrinsic difficulty of civil service entrance examinations, which are not trivial processes. Traditionally, civil service entrance examinations favor more widely known institutions, such as the Federal Revenue Service, the Attorney General's Office (AGU), and the Federal Police, but this administration expanded inclusion and innovation. Secretary José Celso personifies this effort.

“THE OBJECTIVE OF CPNU WAS TO CARRY OUT A DEMOCRATIC AND INCLUSIVE PROCESS, INCORPORATING GENDER, RACE, AND TERRITORY ISSUES. THE EFFORT REQUIRED CONSIDERABLE TIME AND RESOURCES. THE ADVANCES WILL BE FULLY PERCEIVED OVER TIME.”

Governance, particularly with the participation of the Office of the Comptroller General (CGU), the Attorney General's Office (AGU), and the Federal Court of Accounts (TCU), was decisive for its success. The civil service entrance examination integrates a broader effort to rethink personnel management, functioning as a fundamental part of the labor cycle mentioned by Secretary José Celso.

Whoever succeeds in a civil service entrance examination must recognize that they do not owe favors or gratitude to third parties; their commitment is to the State and the public interest. The State faces multiple challenges, including social networks, climate change, religions, and the absence of global consensus. The criminalization of the civil service and the use of legal provisions, such as Constitutional Amendment Proposal (PEC) 32, represented risks to the stability achieved by Labor Justice, which would have facilitated dismissals in some cases.

The CPNU confronted these difficulties and refines the selection process for civil servants. The use of evaluation mechanisms, including profile matching between the candidate and the civil service position, contributed to aligning the civil service calling with competencies. Some adjustments are still necessary, but the advances in recruiting civil servants with a suitable profile were significant.

Institutional memory and the formation of critical mass are essential. The documentation and recording of lessons learned from the CPNU constitute a fundamental collection, even though this is not the

predominant culture in the civil service. The experience demonstrates the importance of preserving errors, successes, and lessons learned, which will provide references for future initiatives.

The second civil service entrance examination, still within this administration, is strategic. The entry of six thousand or nine thousand civil servants constitutes a "quality shock", considering that the average age of the civil service workforce is nearly fifty years. Countries like India and China attribute great value to civil service entrance examinations, which reinforces the importance of strategic investments.

The CPNU also demonstrated that the State holds the role of developing internal markets, particularly in the civil service. Areas such as procurement and contracts evolved over time, but human resources required professionalization and destigmatization, a process initiated during the administrations of President Lula and President Dilma. The seminar demonstrates the evolution of personnel management in the public sector, although there are still challenges to overcome, especially in management-cycle careers and in the promotion of justice within the civil service.

The organization of civil service entrance examinations demands committed and selfless professionals, especially considering that some selected civil servants will have salaries or career prospects superior to those of the organizers. The CPNU also promoted advances in the reduction of wage inequalities, institutional strengthening, and the development of civil servants.

The administration will only achieve its objectives if it resolves internal issues by offering legitimate and sustainable services. The CPNU contributed to placing qualified civil servants within the State, renewing hope in the civil service.

I would like to conclude by expressing my agreement with the quote brought by Janira, while adding: hope is not a static scenario or an idealized model; hope is work, construction, and trajectory. It is a path on which we decide to actively engage. In this sense, the CPNU renews, in an extraordinary manner and on an unprecedented scale, hope in the civil service and in the Brazilian State itself.

Queila Cândida Ferreira Morais
General Coordinator of Examinations and Personnel Provisioning at the Ministry of Management and Innovation in Public Services (MGI)

Within the scope of the Provisioning Directorate, we structured a historical series of authorizations for civil service entrance examinations in the federal public administration over the past few years. The presented vacancy panels allow users to understand the temporal flow, from the authorization of the civil service entrance examination to the effective filling of the vacancy, a process that can extend for up to two years. The administration developed this tool for use by public institutions and the interested public, offering subsidies for the adequate understanding of the system.

We present four main fronts of action of the Provisioning Directorate. The homepage displays the fundamental indicators of the current fiscal year. To date, we have accounted for three thousand two hundred and fifteen authorized vacancies for new examination processes and four thousand nine hundred and forty-five authorized provisions, which relate to ongoing civil service entrance examinations whose summons the MGI has validated, including additional provisions and temporary hiring. The administration keeps the data in continuous updating, with the purpose of ensuring a reliable portrait of the valid authorizations.

Regarding civil service entrance examinations, we highlight the Historical Series, the result of a consolidation process that mapped the data variables from 2017 to the present period. The records from 2001 to 2016 remain available in a distinct format, considering that the set of information from that period does not contemplate the same variables necessary for standardized comparison in the current panel.

In the examination panel, users can observe the aggregate of authorizations, with the possibility of applying filters by institution, civil service position, and year. Sectoral series are also available, which allow analyzing the movement mentioned by Secretary Gaetani, identifying sectors prioritized in certain periods, the concentration of vacancy authorizations, and the scope of the institutions contemplated.

The provisioning panel presents data that make it possible to measure the average time required to conduct an examination process. The tool provides aggregate information on the interval between the authorization of the civil service entrance examination, the original provision, and, when

existing, the additional provision. This is relevant data for research purposes and for the planning of institutions and interested parties.

We provide three main databases: civil service entrance examination authorization, provisioning, and temporary hiring. Subsequently, there is a detailed breakdown of the authorizations and provisions, as agreed upon with the internal control agencies, ensuring a specific level of detail and transparency.

The page provides direct access to information related to the CPNU, including tracking of the schedule, frequently asked questions, guides, and manuals provided by the central institution. The administration centralized these materials with the objective of facilitating the work of personnel management teams.

All the content is available for consultation on the portal of the Civil Personnel System of the Federal Administration (SIPEC). In the "People" section, the selection tab is positioned before the movement panel, in compliance with the logic of the labor cycle. It is an intuitive tool of high strategic value for the provision of data and the strengthening of public transparency.

José Celso Cardoso Júnior
Secretary of Personnel Management at the Ministry of Management and Innovation in Public Services (SGP/MGI)

As widely recognized, the Anísio Teixeira National Institute of Educational Studies and Research (Inep) was a fundamental reference for the conception of the CPNU and, alongside institutions such as the National School of Public Administration (Enap) and the Institute for Applied Economic Research (Ipea), contributed decisively to the structuring and specific stages of the project.

In addition to serving as inspiration for the examination process, the Institute acted as a partner from the initial phases, collaborating in confronting the logistical challenges inherent to large-scale initiatives.

We record our public gratitude to Inep, an institution of recognized relevance in the Brazilian public sector, for its contribution to the realization of this initiative.

Manuel Fernando Palácios da Cunha e Melo
President of the Anísio Teixeira National Institute of Educational Studies and Research (Inep)

This is a moment for us to recognize the success that the CPNU represented.. Initially, observers perceived it as a proposal that was difficult to execute. It remained a complex challenge throughout its implementation, but we conducted it with responsibility and institutional cooperation, achieving success. Furthermore, we already have the prospect of a new edition.

> **“INEP HAS BEEN PRESENT SINCE THE BEGINNING IN THIS COLLABORATIVE EFFORT WITH MGI, CONTRIBUTING TO MAKING THE CIVIL SERVICE EXAMINATION A REALITY.”**

We are also engaged in other innovative initiatives, such as the National Teaching Examination, which already adopts the public reference of the National Unified Civil Service Examination as an important instrument of support for teacher selection processes across the country.

I reiterate that Inep remains entirely at the disposal of the Ministry, committed to sharing its technical knowledge and the experience accumulated in conducting large-scale examinations, evaluations, and civil service entrance examinations.

I express my gratitude for the recognition and the opportunity of this moment.

FINAL CONSIDERATIONS

The reflections and data gathered in this Debate Notebook demonstrate that the reform of public selection in Brazil has ceased to be a project of intentions to become a reality with measurable results. The journey between 2023 and 2025 reveals institutional maturation, whose focus on logistics yielded space to a profound discussion on public value and the efficacy of institutions. By overcoming models centered on memorization and regional isolation, the Brazilian State has modernized its gateway and reaffirmed its commitment to social justice and technical excellence.

The success of the innovations presented, particularly from the perspective of diversity and inclusion, signals that the Public Administration found a viable path to reduce historical inequalities. The milestone of 33% of candidates approved through affirmative action policies and the real impact on the social mobility of new civil servants prove that a representative State is a more legitimate State, capable of responding to the yearnings of its population. This historical record validates the thesis that the democratization of access is inseparable from state efficiency.

For the future, the dialogues transcribed here serve as guidance for the continuity of this innovation process. The institutionalization of competency-based selection models, the legal safeguarding of examination processes, and the focus on the continuous training of the civil servant are pillars that the State must preserve and improve. Brazil demonstrated expertise and courage to do things differently, proving that it is possible to reconcile the magnitude of national processes with individualized care for the profile and the civil service calling of each professional.

Ultimately, this material closes a cycle of debates, but it opens a new stage in personnel management within the public sector. The invitation extended to managers, academics, and society is to remain vigilant and engaged in building a bureaucracy that is simultaneously technical in its actions and human in its practice. May these records inspire new policies and consolidate the vision that serving the citizen is the highest purpose of every institutional innovation documented here.

ACRONYMS

ABPN - Brazilian Association of black Researchers

ADC 41 – Declaratory Action of Constitutionality No. 41

AGU – Attorney General's Office

ANESP - National Association of Specialists in Public Policy and Governmental Management

ANPAD – National Association of Graduate Studies and Research in Administration

API – Application Programming Interface

Ascom – Communication Advisory

ATPS – Social Policies Technical Analyst

CadÚnico – Single Registry for Social Programs

Capes – Coordination for the Improvement of Higher Education Personnel

CCJ – Constitution and Justice Commission

Cesgranrio – Center for the Selection of Candidates for Higher Education of Greater Rio

CF – Federal Constitution

CJF – Federal Justice Council

CGU – Office of the Comptroller General

CIAP – Center for Applied Intelligence in Public Policies

CNPq – National Council for Scientific and Technological Development

Conjur – Legal Advisory

CPNU – National Unified Civil Service Examination

CPNU 2 – Second edition of the National Unified Civil Service Examination

DFT – Federal District and Territories

DGAEP – Directorate-General for Administration and Public Employment

Ebserh - Brazilian Hospital Services Company

ENA – National School of Administration

Enac – National Notary Examination

Enade – National Student Performance Examination

Enam – National Examination of the Magistracy

Enamed – National Examination for the Assessment of Medical Education

Enap – National School of Public Administration

ENC – National Course Examination

Encceja – National Examination for the Certification of Competencies of Youth and Adults

Enem – National High School Exam

EnANPAD – Meeting of the National Association of Graduate Studies and Research in Administration

EPPGG - Specialist in Public Policy and Government Management

EPSO – European Personnel Selection Office

Esaf – School of Finance Administration

FGV – Fundação Getulio Vargas

Funai – National Foundation of Indigenous Peoples

GECC – Gratification for Course or Examination Duties

GTI – Interministerial Working Group

AI – Artificial Intelligence

IBGE - Instituto Brasileiro de Geografia e Estatística

IEF – Institute of Fiscal Studies

IN – Normative Instruction

Inap – National Institute of Public Administration

Inep – Anísio Teixeira National Institute of Educational Studies and Research

Insp – *Institut National du Service Public*

INSS – National Social Security Institute

Ipea – Institute for Applied Economic Research

Iphan – National Institute of Historic and Artistic Heritage

IRID – Institute of International Relations and Defense

ITC – International Test Commission

JEO – Joint Budgetary Execution Board

LINDB - Law of Introduction to the Norms of Brazilian Law

LGPD – General Data Protection Law

MBA – Master of Business Administration

MCTI – Ministry of Science, Technology and Innovation

MDIC – Ministry of Development, Industry, Commerce and Services

MGI – Ministry of Management and Innovation in Public Services

MIR – Ministry of Racial Equality

MPO – Ministry of Planning and Budget

MRE – Ministry of Foreign Affairs

OEA – Organization of American States

OCDE – Organisation for Economic Co-operation and Development

OIT – International Labour Organization

PcD – Persons with Disabilities

PF – Federal Police

PGD – Management and Performance Program

PND – National Teaching Examination

PNUD – United Nations Development Programme

PRF – Federal Highway Police

RAIS – Annual Register of Social Information

REGIC - Regions of Influence of Cities

RNC – National Procurement Registry

Saeb – Basic Education Evaluation System

SADP - Senior Public Management System

SAT – Scholastic Assessment Test

SEGEP – Secretariat of Personnel Management

SEGES – Secretariat of Management and Innovation

Senasp - National Secretariat of Public Security

SETE – Extraordinary Secretariat for State Transformation

SGP – Secretariat of Personnel Management

Sinapir - National System for the Promotion of Racial Equality

SIPEC – Civil Personnel System of the Federal Administration

SSC – Shared Services Secretariat

STEM – Science, Technology, Engineering and Mathematics

STF – Supreme Federal Court

STJ – Superior Court of Justice

TCU – Federal Court of Accounts

TR – Terms of Reference

TRF – Regional Federal Court

TRI – Item Response Theory

UBC – University of British Columbia

UE – European Union

UEM – State University of Maringá

UERJ – Universidade do Estado do Rio de Janeiro

UFF – Universidade Federal Fluminense

UFG – Federal University of Goiás

UFMG – Universidade Federal de Minas Gerais

UFOP - Federal University of Ouro Preto

UFPA – Federal University of Pará

UFRJ – Federal University of Rio de Janeiro

UNAMA – University of Amazonia

UnB – Universidade de Brasília

USP – Universidade de São Paulo