

Importance of Training of Public Managers by Distance Education

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Abstract— This work refers to a research carried out with the objective of emphasizing the importance of the training of public managers through training in the distance modality. In order to reach the proposed objective and respond to the research problem, we used the exploratory research and case study, as well as reviewing the literature allowing the deepening of the study. It emerged from the research that the skills required of managers are technical, intellectual, cognitive, relational, didactic and pedagogical, methodological, leadership and organizational. However, it has been identified that there are suggestions for improvement, such as specific trainings (courses) for managers, being better qualified for this type of education (distance), as well as training in the area of people management, to better understand the philosophy of Distance Education (DE), making institutions have more specific rules for the organization in this type of learning. Therefore, regardless of behavioral and context knowledge, the Public Manager is required to master the main managerial techniques in the organizational field and its human, financial and production resources and knowledge in public management, evidently referenced in an ethical commitment with the construction of a just society.

Keywords— Distance Education (DE). Training of Public Managers. Organizational skills.

I. INTRODUCTION

The Education has been characterized over the years as an instrument by which governments seek to minimize social differences. In order to achieve this important goal, governments have been looking for different strategies and not just the traditional technologies used in the classroom (LITTO, FORMIGA, 2009).

With the changes that have taken place since the end of the 20th century in the labor market, brought about by new technologies, such as videoconferencing, multimedia courses on CD-DVD ROM and the internet itself, people began to have more access to information and, consequently, opening new possibilities in terms of teaching and learning, which expand traditional boundaries. This change allowed that the physical presence of students in the classroom was not also considered an indispensable condition for learning. From this, Distance Education (DE) began to gain space in educational institutions (RUMBLE, 2003).

However, this also requires better training of professionals to face the new challenges imposed by the new technologies on the education professionals.

DE offers a great contribution to people because it allows people to attend school in a more flexible and adequate way to their reality. The popularization of the use of computers and the advancement of the Internet allowed an expansion of the DE and resulted in the great challenge of knowing if people are prepared for this new type of education.

The Open University of Brazil (UAB) Project was created by the Ministry of Education (MEC) in 2005, within the scope of the Forum of State for Education, for the articulation and integration of a National DE System, on an experimental basis, with a view to systematizing the actions, programs, projects and activities pertaining to the public policies aimed at the expansion and internalization of the offer of free and quality higher education in Brazil UAB (PEDAGOGICAL PROJECT OF THE BACHELOR COURSE IN PUBLIC ADMINISTRATION MODALITY DISTANCE, 2009).

The Bachelor's Degree in Public Administration of the National Public Administration Training Program (PNAP), in turn, is inserted in this context and responds to the needs of contemporary public organizations, which seek prepared, innovative managers with a broad vision of the reality that surrounds them the government context, trained. Within this Program, the *Lato sensu* Postgraduate Course in Municipal Public Management (DE) was offered at the Federal University of Santa Catarina (UFSC), with the purpose of training the public management of several regions of Santa Catarina and Rio de Janeiro Great Southern.

The objective of this work is to emphasize the importance of the training of public managers through the distance modality.

II. THEORETICAL FOUNDATION

Competences are the qualities that people need to possess so they can develop their work efficiently and effectively (DUTRA, 2000). The concepts and characteristics of competencies will be addressed in this section.

Competence can then be defined as the set of qualifications that the person must possess to perform a certain type of work with a higher level of performance (GIL, 2006). The concept of competence is strictly related to the development of the individual, and to continuous training, that is, the opportunity to improve or adapt skills.

For Resende (2003: 32), competence "is the transformation of knowledge, skills, abilities, interest, will, etc. in practical results. Having knowledge and experience and not knowing how to apply them in favor of an objective, a need, a commitment means not being competent." Fleury (2002 apud BENETTI et al., 2005) defines competence as a responsible and recognized responsible knowledge that involves mobilizing, integrating, transferring knowledge, resources, skills, that add economic value to the organization and social value to the individual.

According to Ruzzarin, Amaral and Siminovschi (2002), it is possible to affirm that the French School developed a conception of competences very widespread in the business and academic circles, whose classification is based on three fundamental elements: (a) knowledge (knowledge); (b) know how to do (skills) and (c) know how to be (attitudes).

These skills (knowledge, skills and attitudes) to be developed in professionals can and should be developed

with programs of development of people that, in addition to the question of the valuation of the professional, bring advantages to the institution of education through the management and investment of skills and knowledge (BENETTI et al., 2005).

Attitude is the main component of competence, which corresponds to a set of values, beliefs and principles formed throughout life, which thus determine the attitude of people. These behaviors are manifested in the face of everyday situations and tasks that develop in the day- to-day, among others, that mean the wanting to do. That is, it would participate in a competition and negotiate (GRAMIGNA 2002).

According to Resende (2003), the competences can be classified in different types: (a) techniques: domain only of certain specialties; (b) intellectuals: applications of mental skills; (c) cognitive: mixed intellectual capacity with mastery of knowledge; (d) relational: involve practical activities of relationships and interactions; (e) social and political: relations and participation in society; (f) didactic-pedagogical: focused on education and teaching; (g) methodological: techniques and means of organizing activities and works; (h) leadership: personal skills and knowledge of techniques to influence and lead people; (i) organizational: organizational and business management skills.

The literature on DE is quite vague in the context of history. His embryo can be traced back to Plato's time (427-347 BC), at the time when that philosopher wrote a collection of letters and more than thirty philosophical dialogues, notably in his Discourse on Socrates, in which he defended this in the trial that sentenced him to death (SCHNEIDER, 1999 apud MELO, COLLOSSI, 2004).

The emergence of DE dates back to the 15th century, when Johannes Guttenberg, in Germany, composed the words using mobile characters (ALVES, 1994). Since then, the book has been read not only at school, at home and in the most varied places.

As a consequence, DE followed a progressive consolidation path, and this teaching modality is perceived by Moore and Kearsley (2008) where they find three stages, defined as first, second and third generation courses.

The dynamics of technology and the growth of information, linked to the generation of new products, have posed challenges to organizations in their economic and administrative life. According to Maia (2000), these challenges, coupled with new theories, are demanding continuous reassessment of work and solutions with

quality differentials and short deadlines, so that companies survive competitiveness.

For a better understanding of the influence imposed on the educational process at the time of the Industrial Revolution, it is enough to realize that during this period the production line was segmented and the product massified, following the model advocated by Ford and the capitalist system, making the educational field prone to new ideas and methods that, at the same time as equalizing knowledge, also allowed to open the opportunity of innovation, being a favorable path for the DE. In this phase, the DE was identified as a model of industrial education in which planning occurs to ensure the development of the proposed actions in the teaching-learning process (BELLONI, 2009).

For the United Nations Educational, Scientific and Cultural Organization (UNESCO) (1998), DE is an innovative factor in education systems because of its applicability to creating, improving and overcoming current problems. With this, sufficient learning strategies are established to respond to the new requests of the students and the social demands, hitherto unknown or nonexistent.

According to a report by the Industrial Research and Development Advisory Committee (IDARC), the importance of DE can be translated as an Information Revolution, characterized by one of the increasingly powerful devices for storing, manipulating and recovering knowledge and to control the production processes, which are causing a large part of the previous education and training to be out of date or simply useless.

"Useful knowledge has an average life of ten years, intellectual capital depreciates around 7% a year (a much higher rate than the hiring of new employees), with the consequent reduction of the effectiveness of the labor force, work "(MELO, COLLOSSI, 2004, p.193).

DE is an innovative development in higher education that uses technology to facilitate learning without the constraints of time or place. A learning community must necessarily be associated with a physical location: a school, a university, a class or a laboratory. With the advent of technology, the new notion of learning community has moved into virtual space (MAIA; MEIRELLES, 2002).

Depending on the complexity of the project, especially the scope and scale of service, the number of professionals involved and the distribution of roles may vary. It is normal to find institutions that maintain a fixed staff in their functional frameworks and another variable,

outsourced or not, contracted on demand. Even institutions varying in the organization of their structures, some professional profiles are typical of DE projects, regardless of the scope and the predominantly used technologies (LITTO and FORMIGA, 2009).

Meyer Jr and Murphy (2003, p. 102) expose the DE when it is passive, and present interagent orientation:

Passive distance learning does not give rise to questions and answers between teachers and students and the evaluation of student performance is also more difficult. Interactive communication over the internet enables dialogue and an efficient assessment of student learning. Just as the printing industry has made higher education available on a previously unimaginable scale, interactive distance education promises to increase that scale again.

The DE is an important resource because it is an appropriate way to attend large contingents of students more effectively than other modality and without risk of reducing the quality of services offered as a result of the expansion of the clientele served (NUNES, 2010).

Due to the growth of DE, there is a need for training policies and strategies for the continuous improvement of this teaching. Without this, it is difficult to expand and recognize this form of education (UNESCO, 1998).

The DE counts with different organizations involved, such as private institutions, open universities, class entities, software companies, international programs, among others. "There are clear indicators that show that open and distance learning will be adopted and integrated by conventional institutions, probably at all levels of education and in all sectors" (UNESCO, 1998, p.35).

One of the most striking features of DE is the physical separation between teacher and students for most of the time. In order to communicate, it is necessary to mediate the media, media used in the course (printed material, audio, video, teleconference, video conferencing, internet, software, among others) that act as a filter in communication, differentiating it from the classroom. In the face-to-face class, even if the students' participation is restricted by shyness, or by the number of students in the same room, the teacher has a series of signals that allow interaction (RODRIGUES, 1998).

In the issue of scale, professionals must provide the necessary care in their planning. It is not mandatory to have a large public to start the DSA, but the planners will have to adapt to the particularities of their country, taking

into account the language and social culture (UNESCO, 1998).

There is, however, a clear indication that yesterday's education is inadequate in response to the challenges of the future. The main concept of education continues to be that learning is accomplished once in a lifetime and is essentially undertaken in preparation for the rest of it (UNESCO, 1996).

Distance learning planning is seen as an indispensable tool for successful teaching. Faced with many challenges that will come, education is an indispensable tool for humanity to progress in the ideals of peace, freedom and social justice. Educational policies are a permanent process of enriching knowledge, technical capacity and, above all, a privileged structure of people and relationships between individuals, groups and between nations (DELORES, 1996).

Many options of environments and systems for management of DE courses through the internet are available in the market for those interested in implementing a solution of this type of teaching in their organizations. Although these options can be differentiated by particular details such as user interface and interactivity, these solutions have converged to the same technology, the internet (GEDEDINE; TESTA; FREITAS, 2008).

A strategy for DE strategy, which needs to be part of the training role, should include harmonic goals, clear definition of objectives to be followed and coordination at national level, as well as national socioeconomic development policies (RUMBLE, 2003).

The lack of technological infrastructure is one of the major common problems of distance learning in developing countries, such as Brazil. In its planning, the DE can concentrate simple technologies as long as it has a balanced view, since new forms of technologies that are suitable for training are less costly than previous generations (UNITED NATIONS ORGANIZATION FOR EDUCATION, SCIENCE AND CULTURE, 1998).

The implementation of a Distance Education Center (CEAD) has been a common procedure of educational institutions as an organ capable of fulfilling this function in the management process, but there are still challenges to be overcome in its implementation. One of them refers to the strategic structuring and planning that really take care of the internal clients of CEAD, such as teachers, tutors (learning mediators), pedagogical team, material production, who are in the front line during the first months of functioning of CEAD (RIBEIRO, 2007).

Within the characteristics of the DE is communication and resources. The evolution of electronic media can be considered one of the major responsible for maximizing the use of remote systems. In this way, attendance to the student became possible in any place in the world, as long as the latter has access to technology and, especially, in real time, making the use of DE in educational programs increase considerably with the over the years (PACHECO, 2010).

Understanding DE as the process resulting from poly teaching, in which several actors contribute in the organization and production of its content in various media, pedagogical arrangement in technologically mediated learning activities, as well as believing that the evaluative activity in the process should be to take care that are peculiar to their peculiarities, the distinction between DE and traditional teaching is made (ROCHA, 2017).

It is the evaluation a transformative action that encourages the critical-reflexive capacity of intervention on a certain theme, information or knowledge, whose value is the transforming reflection in action. This, which is propelled to the new reflections, permanent of the educator on its reality, accompanies *pari passu*, the educando in its trajectory of knowledge construction (HOFFMANN, 2003).

In this sense, consider factors such as evaluation in process and continuous evaluation that takes into account the relationship between the action and the realities found, that is attentive to the daily diagnosis of the student, which considers the ability of the student to appropriate certain knowledge in activity of interactive-collaborative-cooperative learning, are the same as the reflexive basis for planning and control of learning performance in multimedia environments, connected and requiring teacher and student pedagogical-technological skills (ROCHA, 2017).

Changes in the contemporary world, in the face of the globalization of the economy and the explosion of information and communication technologies and, consequently, the configuration of a new paradigm of society, require the acquisition and application of new knowledge. In this new economic and social context, the DE has acquired great importance. As a consequence, a growing number of institutions take it up in their training programs to meet the demands that increase exponentially (FRIGOTTO and CIAVATTA, 2003).

Each day, evaluating in the DE becomes more complex the transformative reflection before the wealth

of variables that interfere in the processes of planning, execution and management of the resulting results. Differently from the assessment in face-to-face education, in the DE, one observes the adherence to new criteria and modalities, in an attempt to increase the learning potential by the formative, continuous and summative modes, but without losing sight of the different forms and spaces learning, connection pedagogy and the flexibility of choosing new learning methods, times, spaces and partners. In addition to what should be considered relevant the profile of the student who has chosen this system as an educational option (ROCHA, 2017).

What characterizes the differentiation of DE in relation to face-to-face education is the teacher's responsibility not to be in the teacher as an individual, but in the institution that brings together teachers and specialists for the elaboration of the appropriate didactic material, in the accompaniment of the student in his / their learning. In the same way, the institution is responsible for the logistics of the use, guaranteeing the flow of the information of the bidirectional communication; in short, of the teacher-student didactic relationship (LOBO NETO, 1994).

They are developed as prerequisites for evaluating the following competences in the according to Rocha (2017):

a) Teaching and learning - encourage collaborative-cooperative learning, encourage autonomy. Articulate and strengthen learning by searching;

b) Cloud teaching - harnessing new skills for learning in social networks, in virtual learning communities, in M-Learning2, in Massive Open Online Courses (MOOCs), in Open Educational Resources (REAs) etc. ;

c) Performance indicators - develop skills to plan and monitor indicators of quality through meaningful learning, indicators of cooperation and knowledge appropriation. Compliance indicators and results;

d) Context or nature - to evaluate without losing sight of the diversity of socio-cultural, socio-economic, socio-political, ethical, ideological or religious realities that mix in the virtual spaces and classrooms, beyond the four walls of the traditional school;

e) Learning styles - to develop competences for the differentiated look in the evaluation of cognitive, physical, emotional aspects more andragogic or more pedagogical (continuous pedagogical-andragogic); consider the divergent, assimilating, convergent and usable learning styles recommended by Kolb (1984); and

f) Technological-mediatic skills - to invest in the field of educational technologies for technologically mediated course or activity (ROCHA, 2017).

As in any organization facing difficulty, a Higher Education Institution (HEI) would be no different. Managing a DE requires a much greater diversity of knowledge than managing a school, high school or university and, as a whole, it will not be possible to recruit staff with this knowledge. The institution will have to develop its own staff until it reaches the diversity and depth of knowledge required. Realistically, this takes time, and it will not be an exaggeration to say that a new DE institution needs two to five years until the core of its staff reaches its full operational capacity (FREEMAN, 2003).

Didactics is the art of transmitting knowledge; is also described as the technique of teaching and using science in order to make learning more efficient. It can be placed between educational theories and pedagogical practice. Using it to engage the student will make learning even more meaningful. According to Carvalho (2008), this involvement will occur when the teacher creates the conditions for the student to learn and share the knowledge, through strategies and stimuli, the following conditions:

a) Discuss openly, always respecting opinions;

b) Know the expectations and needs of the student;

c) Orient instruction through feedback, an intrinsic agent in e-learning;

d) Integrate in an interdisciplinary and contextual manner all presented content;

e) Promote the collaborative construction of knowledge and always value student-student, teacher-student and vice versa relationships.

Due to the difference in the target audience, the learning conditions and processes are also very different. Distance learning may require or develop different skills and competencies than conventional education. It is possible to take advantage of the broader experience and to apply more immediately the knowledge acquired in the work or in living situations (PACHECO, 2010).

III. METHODOLOGY

The present work is characterized as a qualitative case study. The research is based on primary data, through the literature review pertinent to the theme.

Among the advantages of the qualitative approach are: emphasis on the subjective interpretation of individuals,

delineation of the context of the research environment, not very structured approach, multiple sources of evidence, importance of the conception of organizational reality and proximity to the phenomenon studied, among others (BRYMAN, 1989). However, the emphasis of this approach is not on the structure of organizations. This is an important element to meet the researcher's interest. The concern is to unravel the unfolding of events that culminate in the results, whose main interest is not only in these, but how one came to them, contributing to explain why things (MIGUEL, 2012).

The study can also be classified as descriptive and applied research. This is justified because it is a study about a reality, with the objective of knowing the phenomenon and proposing solutions to the challenges and problems encountered (RICHARDSON, 1989).

The choice of the case study is justified by presenting a detailed account of a social phenomenon that involves, for example, its configuration, structure, activities, changes in time and relationship with other phenomena, as a method of visualizing social reality, using a set of techniques and usual research in social investigations such as interviews, participant observation, use of original documents, data collection and other pertinent. It constitutes a holistic and intensive description of a well-defined phenomenon (it can be a program, an institution, a person, a group of people, a process or a social unit), the qualitative case study. This shows that the interest of the researcher is more concerned with the understanding of social processes that occur in a given context, than between relations established in the discovery, in the interpretation, being much more than the simple verification of hypothesis (GODOI, .

Participant observation was also used, since one of the researchers worked in the management of the DE course related to PNAP. During the course (from the beginning of 2012 to the end of 2013), students' progress and behavior were observed, most of them being public servants (such as city councilors, municipal secretaries, among others). Observational data are obtained in their natural form and hence their importance (BARBETTA, REIS and BORNIA, 2010).

IV. RESULTS OF THE RESEARCH, FIGURES AND TABLES

To The Bachelor's Degree in Public Administration in the distance modality is offered by professionals linked to the Federal University of Santa Catarina (UFSC), mostly from the Department of Administration Sciences, within the UAB / MEC Program and in partnership with

municipal governments. Its policy is the democratization of access and the internalization of a public education, free of charge and of quality (PEDAGOGICAL PROJECT OF THE BACHELOR COURSE IN PUBLIC ADMINISTRATION MODALITY AT DISTANCE, 2009).

The design of the Bachelor's Degree in Public Administration is aimed at training graduates able to act efficiently and effectively in the context of public management, in the light of ethics, seeking to contribute to the achievement of the objectives and development of governmental and non-governmental organizations, in order to enable them to meet the needs and the development of society (PEDAGOGICAL PROJECT OF THE BACHELOR COURSE IN PUBLIC ADMINISTRATION MODALITY AT DISTANCE, 2009).

The general objective of the course is to train professionals with a broad knowledge of Public Administration, capable of acting at the federal, state and municipal levels, competently administering governmental and non-governmental organizations in a proactive, democratic and ethical manner, taking into account view of the transformation and development of society and the country (PEDAGOGICAL PROJECT OF THE BACHELOR COURSE IN PUBLIC ADMINISTRATION MODALITY AT DISTANCE, 2009).

These are some of the main characteristics of the Pedagogical Project of the Bachelor's Degree in Public Administration (PNAP).

Within the PNAP, the Specialization Course in Municipal Public Management has as its objective the qualification of personnel of higher level aiming the exercise of managerial activities. Specifically, you want to:

- a) to train managers to act in the administration of macro (government) and micro (organizational units) public systems;
- b) to train professionals with adequate training to intervene in social, political and economic reality;
- c) contribute to the improvement of the management of the activities carried out by the Brazilian State, at the federal, state and municipal levels; and
- d) to contribute to the public manager developing a strategic vision of public affairs from the systematic and

in-depth study of the administrative reality of the government or its productive units.

The course, for academics, will allow the professional growth of the student through:

a) orientation of the ability of critical thinking to the problems of government;

b) developing the ability to strategically analyze organizational / environment relationship issues rather than offering only operational solutions;

c) strengthening the ability to communicate through face-to-face and distance discussions (chats), case studies, written work and seminar presentations, among other aspects.

The Basic Module was composed of nine subjects of thirty hours each, making a total of two hundred and seventy hours.

In the evaluation of the course, among the questions asked after the end of the course, the question "The Course helped train professionals able to act in the public service?". Was considered in the average as "very good" (muito bom), this meeting the expectations of most students, as shown below:

The work was a theoretical research, based on the perception of the students (public managers in the majority) that carried out this specialization.

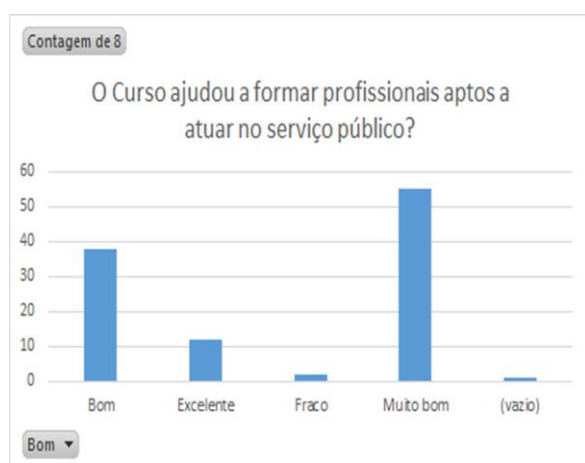


Fig. 1: Did the course help train professionals able to act in the public service?

V. CONCLUSION

In the conceptual, social and characteristics aspects of the DE, its results allow to conclude the recognition of its importance in the presented context. The lack of some

specific DE standards for HEIs makes it difficult and time-consuming to reach desirable levels. Ideal to make special commissions to cause MEC and UFSC to elaborate norms for this purpose.

In environments where changes occur permanently and at high speed, still characterized by the scarcity of resources and the high level of competitiveness ordered by contemporary society, it is required that the professional responsible for conducting public organizations has developed their creativity, critical spirit and their ability to produce new knowledge.

Allied to this dynamic and flexible personality, an essential profile to ensure the good performance of the management professional, it is also necessary for the Public Manager to develop a strategic vision of public affairs, which can be obtained from a systematic and in-depth study the various areas of action in the field of Administration and the integration of these areas in terms of conceptual and analytical knowledge.

Thus, regardless of behavioral and context knowledge, the Public Manager is required to master the main managerial techniques in the organizational field and their human, financial and production resources and knowledge in public management, evidently referenced in a ethical commitment to building a just society.

To meet the expectations of this emerging society, we seek to train professionals with solid and modern competence, in full conditions of efficient and effective performance, concerned with the social relevance of the product of their work, presenting skills for proactivity and creativity; logical, critical and analytical reasoning; systemic and strategic vision for negotiations, decision making, leadership and teamwork.

The development of a fairer society, with a better distribution of income and permanent generation of jobs, is the consequence of a series of economic, social and political factors, being important the practices of organization and administration of the work, adopted in the society, during the course of its development process, both in the public area and in the organizational area. In this sense, the role reserved for training is of relevant importance, since the specialists (managers and policy makers) will be able to intervene in the social, political and economic reality of the country.

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