THE SELECTIVE PROCESSES FOR NURSES CARRIED OUT BY THE PUBLIC SERVICE ADMINISTRATION DEPARTMENT BETWEEN 1938 and 1945

EL PROCESO SELECTIVO PARA ENFERMERAS LLEVADO A CABO POR EL DEPARTAMENTO DE ADMINISTRACIÓN DEL SERVICIO PÚBLICO ENTRE 1938 Y 1945

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ABSTRACT

Objective: to describe the role of the Public Service Administration Department (DASP) in the selection processes for hiring nurses in the period between 1938 and 1945. Method: this will be a descriptive, historical, and documentary study. The source of study materials shall consist of notices and other publications on selective processes for nurses including descriptions of the organization and implementation of these processes, which were published in the Union’s Official Daily Reports. Direct sources will be captured in the reference’s site and copied digitally; a digital copy certification will be requested to the National Library. The Analysis of Content method will be used to construct analytical categories that will be presented and discussed based on the support of the Max Weber’s theoretical-philosophical referential, and contrasted and discussed based on the scientific literature about this theme. Expected results: to understand the historical framework of the nationally regulated practice, which is still used to fill out public job positions in nursing.

Descriptors: History of Nursing; Public Administration; Staff Selection.

RESUMO

Objetivo: descrever a atuação do Departamento de Administração do Serviço Público (DASP) nos processos seletivos para contratação de enfermeiros ocorridos entre 1938 e 1945. Método: estudo descritivo, histórico-documental. A fonte do estudo será constituída pelos editais e outras publicações sobre processos seletivos para enfermeiros que constam nos Diários Oficiais da União, que contenham descrições acerca da organização e realização destes. As fontes diretas serão capturadas em site de referência e digitalmente copiadas. Depois, será solicitada a certificação da cópia digital à Biblioteca Nacional. Em seguida, empregar-se-á o método de Análise de conteúdo, para construção de categorias analíticas, que serão apresentadas e debatidas com o apoio do referencial teórico-filosófico de Max Weber e contrastadas e discutidas com base na literatura científica que circunda o tema. Resultados esperados: compreensão do arcabouço histórico de prática nacionalmente regulamentada, que ainda é utilizada para preenchimento de postos públicos de trabalho em enfermagem. Descriptores: História da Enfermagem; Administração Pública; Seleção de Pessoal.

RESUMEN

Objetivo: describir el papel del Departamento de Administración de Servicio Público (DASP) en los procesos de selección para la contratación de enfermeras en el periodo comprendido entre 1938 y 1945. Método: este será un estudio descriptivo, histórico y documental. La fuente de materiales de estudio consistirá en avisos y otras publicaciones sobre procesos selectivos para las enfermeras incluyendo descripciones de la organización e implementación de estos procesos que fueron publicadas en informes del Diario Oficial de la Unión. Fuentes directas serán capturadas en sitio de referencia y copiadas digitalmente. Se solicitará una certificación de la copia digital a la Biblioteca Nacional. El método de análisis de contenido será utilizado para construir categorías analíticas que serán presentadas y discutidas con el apoyo del referencial teórico-filosófico de Max Weber y contrastadas y discutidas basadas en la literatura científica sobre este tema. Resultados esperados: comprender el marco histórico de la práctica regulada a nivel nacional, que todavía aún se utiliza para llenar puestos de trabajo público en enfermería. Descriptores: Historia de la Enfermería; Administración Pública; Selección de Personal.

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INTRODUCTION

During the government of Getúlio Vargas, in the midst of the “Dictatorship of the New State” (1937-1945), the Brazilian society watched the construction of a new administrative paradigm characterized by a nationalist policy associated to a developmentalist project marked by the creation of new institutions with the purpose of organizing social sectors such as the Education and Health, and Industry, Commerce, and Labor Ministries, or with an industrial and economic acceleration trend with the creation of State-owned companies such as the Vale do Rio Doce and Siderúrgica Nacional companies. It became clear with time that not only the genesis and extension of State institutions and organizations would suffice for the developmental concerns of the Government to be achieved because the inability of the public administration was the primary barrier to that purpose and, therefore, measures that would alter the ideological and administrative structure of the State were necessary. These measures materialized in 1936, through the Decree-Law No 284 of 1936, which created the Federal Public Civil Service Council (CFSPC).

The CFSPC remained as a legal institution for just under two years and is considered the precursor to a wider and more ambitious project including the administrative restructuring of the State, which had already been predicted since the 1937 Constitution, in its article 67. This project was named the Administrative Department of Public Service (DASP), established by Decree Law No. 579 of July 30, 1938. The DASP, with a regiment established in December 11, 1942, through Decree No. 11101, was an essentially technical initiative, devoted to research, study, and generally guide the application of solutions for the problems in public administration. This department reported directly to the Office of the President and its creation was influenced by the Bureau of the Budget and Civil Service Commission from the United States of America.

The DASP was the first attempt at a bureaucratic organization in the country and, in practice, the largest Brazilian experience against administrative inertia and the greatest executor of the administrative reform in Brazil. Its mission was to define and implement policies for civilian personnel because it essentially led the transition from the patronage, patronialism, bureaucratic waste, and favoritism practices to a new model, based on efficiency, careful selection of candidates, rationalization of working methods, and action plans.

Exams proposed by the DASP intended to fill vacancies for various professionals such as engineers, dentists, doctors, lawyers, librarians, and nurses, among others. The nursing profession was going through a peculiar moment due to the expansion of nursing training schools and, at the same time, progress in acquiring profession legitimacy and regulation. The opening of schools training these professionals, such as the School of Nursing from the São Paulo Hospital in 1939 and the School of Nursing from the São Paulo University in 1942 demanded new schools to acquire equivalency to the Ana Nery Nursing School as defined by the Decree 20109 of 1931. This requirement began to be questioned, which became a fact deeply modified with the enactment of law 775/49.

In this scenario, from the end of the Decade of 1930, the nursing public health movement implemented by American Nurses in the 1920s was losing strength due to the displacement of the model of health care to the individual curative approach, which resulted in increasing complexity and modernization of hospitals and configured itself as the largest job market for the nursing professional. In addition, as a result of World War II, the “New State” improved nursing care with the intensification of training of practitioner and volunteer nurses at the time, which explains the fact that, despite the established graduate training requirements, the majority of the workforce that worked in this area was made up of practitioner nurses and midwives.

One of the few historical records about DASP’s exams, in the field of nursing, was the reversal opposition of the Brazilian Association of Graduated Nurses (ABED) proposed to the class in the year 1941 because the selection examination process did not require a diploma, but rather just a certificate of completion of a course in the area. Despite the attempt to stop this selection examination process, it happened with the intention of effectively fill positions in various ministries. Thus, the Anna Nery School of Nursing decided to prepare their students through a specific theoretical course to be capacitated to take this selection examination process. Other indications converge with assertion that more selection exams for nurses were held until 1945, however, after that date, with the end of the New State preceded by the movement of re-democratization of the country, the DASP was almost extinct and had most of its
divisions inactivated becoming limited to a study and administrative guideline institution. Since then, many hiring cases and appointments to public service were made without the requirement of public selection exams. 

Based on the obtained information, this study intends to investigate the circumstances of this phenomenon assuming the following research question: How did DASP act when performing the public selection exams for nurses between 1938 and 1945?

This study is justified because the investigation on this phenomenon is unique; there are no other studies assessing this subject in the current scientific literature. Besides its originality, the phenomenon itself is a unique scientific attraction because DASP was a conceptual landmark in Brazil’s administrative remodeling initiative, whose action, among other professional classes, contemplated nursing through the implementation of a selection process by merit. Moreover, the knowledge of the structural framework of the first selection exam for nurses, carried out at the national level, will provide information for the understanding of a practice nationally regulated and held since that time, and still used at a municipal, state, or federal level as the primary mechanism to fill out job positions, either of a lesser or greater importance in many professions, including in the area of nursing.

**OBJECTIVE**

- To describe the role of the Public Service Administration Department in the selection processes for hiring nurses in the period between 1938 and 1945.

**METHOD**

This will be a descriptive and historical-documentary study, which will use as direct sources of research, copies of the Union Official Daily Reports (DOU) published between July 30, 1938 and December 7, 1945, that contained publications related to the organization and application of the public selection processes for the nursing career guided by DASP.

The timeframe of the study was set between July 30, 1938 and December 7, 1945. The beginning timeframe was set based on the date when the Decree-Law No. 579 was sanctioned, which organized the creation of DASP. The ending timeframe of this study was set according to the ending date of the “Dictatorship of the New Stare,” replaced by a “temporary Government” for three months, when DASP suffered a “setback” due to the extinction of its “Divisions”, becoming limited to act as an institution for study and administrative guidance.

The data collection will occur by querying the JusBrasil virtual platform, which contains a digital collection of all DOU published issues since 1890. The searches in this collection will be carried out between August and December of 2013 through careful reading of each issue published between 1938 and 1945, following a chronological order of progression, in order to find the publications of notices or other publications that relate to the performance of DASP when organizing selection exam processes for nurses. At the end of the data collection, the researchers will print each selected page and, given the scientific rigor of legitimacy of sources, will request the administration of the National Library collection, the originality certification of these documents.

With the selected data in hand, the authors will use the method of analysis proposed by Bardin, starting the pre-analysis with successive readings of the texts, applying the criteria of completeness, homogeneity, and relevance to create categories and subcategories of analysis, and following by the establishment of inferences, deductions, and conclusions. Finally, the findings will be discussed using the relevant scientific literature and in light of the theoretical framework of Max Weber.

The theoretical framework of Weber was chosen because it proposed significant analysis about bureaucratic phenomena in organizations belonging to the productive chain of the modern State, where the concept of impersonal links between human resources in organizations deserves to be highlighted, in which administrative actions are guided by the assessment of competence and merit rather than cronyism, paternalism, and clientelism, among other attributes.

**EXPECTED RESULTS**

It is expected that by the end of the study, the authors would be able to unravel the structure applied in the selective processes for nurses used by DASP, allowing a historical reconstruction of the phenomenon. This will happen concomitantly to the recovery of specific legislation that regulated activities in its distinct stages; the capture of the structure plan used for the selection processes (definition and characteristic of each step); identification of human resources involved in the process, organizers, examiners, number...
and characteristics of enrolled people and candidates; description of criteria for the operation of the registration, selection, and evaluation processes and values attributed to every step; and survey of the theoretical support of the actions of selection/content recommended for each selection test and theoretical exams, among others that may arise. Therefore, this study is expected to contribute to the construction of knowledge about a subject still little explored.

REFERENCES