Predicting Factors of the Intention to Leave in Public Service: the Case of the National Cancer Institute - Inca - Rio de Janeiro - Brazil

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Abstract

The difficulty of retaining its servers has been one of the challenges faced by Brazilian public organizations. Although many professionals are attracted to the public service due to greater security in labor relations, stability and attractive remuneration, factors related to job dissatisfaction and lack of organizational commitment make many employees decide to leave the organization they are part of and seek other institutions to work. This article seeks to understand how the phenomenon of intention to leave has been occurring at the National Cancer Institute, identifying the profile of the employees who wish to leave the organization, as well as the possible predictive factors of the intention to leave. To this end, a qualitative methodology is used, with a case study. Data collection was obtained through documentary research. Data analysis was conducted based on the content analysis technique. 186 processes of movement and shutdown opened at the agency between May 2017 and February 2020 were analyzed. The results show that turnover is not restricted to a sector or unit and also that the reduction in the intention to leave demands strategies to maintain employee satisfaction; increased affective organizational commitment; and improvement in the level of perception of organizational support.

Keywords: Intention to leave; Staff retention; Public administration, INCA

1. Introduction

The social relevance and complexity of the product intended by the state action, with several actors and intervening interests to be considered, impose characteristics which are specific to the activities performed by public organizations, with the public service being knowledge-intensive (BERGUE, 2019). Since the 2000s, the profile of federal civil servants has undergone substantial transformations. In the search for a more professionalized bureaucracy, efforts were made to value these agents, especially regarding payment, contributing to the attraction of qualified professionals (CAVALCANTE; CARVALHO, 2017).
However, although there is a large number of people looking for a job in the public sector, State organizations face the challenge of containing the output of their professionals. Problems with evasion and job dissatisfaction have been observed in several public careers in the country, generating several negative consequences for the organization, such as the overload of the professionals who remained; loss of quality of service provided, among others (DIÓGENES et al., 2016).

It is relevant to mention, accordingly with what Price (2001) argues, that the turnover in Public Administration is composed, in addition to the definitive loss of the link with the organization, by movements, even the temporary ones, as in this period there is an absence of the workforce. Thus, in the analysis of this phenomenon, in addition to the exoneration on request and possession in another unaccumulable position, the definitive movements (removal, redistribution) and temporary movements (assignment, requisition) must be considered.

Bearing in mind that admission to the public service takes place over considerably long intervals (DIÓGENES et al., 2016), turnover is not only responsible for high operating costs, but also proves to be a strategic issue for the organization (SILVA; CAPPELLOZZA; COSTA, 2014). Based on the notion that workers have direct power in the productivity of organizations, people play a strategic role (MOREIRA et al., 2018). This way, identifying and understanding the behaviors or intentions of the employees' behavior appears as a central issue for public administration (DIÓGENES et al., 2016).

The National Cancer Institute José Alencar Gomes da Silva- INCA, an organism of the Ministry of Health, directly linked to the Secretariat of Specialized Health Care -SAES- has the mission “to promote the control of cancer with integrated national actions in prevention, assistance, teaching and research ”(INCA, 2018, p. 09). The Institute is considered by the Organic Law of SUS, Law 8.080 / 1990, art. 41, a benchmark for providing services, training human resources and transferring technology in the area of oncology.

In order to achieve its institutional mission, INCA had, at the end of 2018, 3014 civil servants from the Ministry of Health’s staff, distributed in its core activities (patient care, research, teaching, prevention and monitoring) and intermediate activities (General Administration and People Management).

Due to the relevance of the activities developed by INCA in the national cancer context, its employees (98%) are included in the Career plan for the area of Science and Technology, regulated by Law 8.691/1993. The other (2%) of the Institute's employees are members of the Pension, Health and Labor Careers; and the Social Security and Labor Career (INCA, 2018; BRASIL, 1993).

2. Research Problem and Objective
In order to replace the outsourced workforce at INCA, hired through the Ary Flausino Foundation - FAF, as of 2009, 2098 civil servants joined the Institute. However, according to the Management Report, at the end of 2018, there was still a deficit of 1151 higher-level positions and 670 medium-level positions, a situation which shows an overload that is worsened by the growing number of effective server terminations (INCA, 2018, p. 77).

As presented in the Management Report, INCA began 2018 with 3186 employees and ended with 3014, a decrease of 172 professionals, 101 of whom were retired and 71 were exonerated or in possession of another unaccumulable position and other movements such as removal and redistribution (INCA, 2018, p. 77).

In addition, INCA has been receiving several requests for assignment of servers based on ordinance 193/2018. Many Institute employees have registered with the Federal Government's talent bank and have been participating in selection processes in other organizations, showing interest in leaving the organization. Therefore, it is important to answer the following question: what is the profile of the employees who wish to leave INCA and what are the predictive factors of this intention?
Thus, considering that knowing the causes of the problem appears as a precondition for its control (OLIVEIRA et al., 2018), this article aims to understand how the phenomenon of voluntary exit intention has been occurring at the National Cancer Institute-INCA, identifying the profile of the employees who wish to leave the organization, as well as the possible predictive factors of the intention to leave.

The research presents two perspectives of relevant contributions. The first relevance is related to its theoretical contribution, as it discusses, in view of the current legislation and the literature on the subject, how the intention to leave for civil servants in different areas and positions takes place. The second relevance is related to the practical perspective, since the identification of the profile of the employees who wish to leave the Institute and the motivators of this intention will provide subsidies for the formulation of an action plan for the retention of professionals.

3. Occupation in Public Administration
The Brazilian public service has been undergoing several and profound transformations, among which its professionalization stands out (CAVALCANTE; CARVALHO, 2017). As of 2003, a movement has begun to recompose the staff of the national public sector and gradually adjust the remuneration of civil servants. This movement was propitiated by the new economic growth scenario (CARDOSO JÚNIOR; NOGUEIRA, 2011) and influenced by the government's expansionary policy that sought to strengthen state capacity in order to foster the country's development (CAVALCANTE; CARVALHO, 2017).

Thus, in this period, public tenders were reopened, which also had the objective of replacing irregular outsourcing by public servants, as determined in the Conduct Adjustment Term (TAC) signed with the Public Ministry (MP) and the Court of Auditors. Union Accounts (TCU). Between 2003 and 2010, occupation in the federal public administration increased by 30.3% with the entry of approximately 155 thousand civil servants (CARDOSO JUNIOR, NOGUEIRA, 2011), an average annual entry of more than 21 thousand, while between 1995 and 2000 the average number of employees per year was around 8,500 (CAVALCANTE; CARVALHO, 2017).

In the context of professionalization of the national bureaucracy, another issue highlighted is the salary policy, which in addition to being the biggest financial incentive, also impacts on the valorization of the civil servant and plays an important role in attracting good professionals, competing with the options of the private initiative. Considering, still, the pressure and the relation of the union movements, historically linked to the Workers' Party, there was after 2003 a process of salary increase of the federal public servants, despite the permanence of the disparities between the average remunerations of the General Plan of Positions and careers in the strategic core (CAVALCANTE; CARVALHO, 2017).

We must note, however, that the importance of the movement to recompose the staff of public organizations and the wage appreciation policy that occurred, it is necessary that the Administration pays attention to the high turnover rates, since many employees have been requesting exoneration, sometimes still within the validity period of the contest (DIÓGENES et al., 2016).

4. Personnel Retention as an Organizational Strategy
In the scope of the public service, factors such as the interest of individuals in being part of the staff stems from the existence of benefits such as greater security, stability, attractive salaries compared to the private initiative, special health care and pension plans (CASTELAR et al, 2010).

It so happens that, despite the fact that public servants experience less unstable work relationships than employees in the private sector, they are still exposed, in many cases, to a policy of devaluation of the subject, which contributes to job dissatisfaction and makes retention difficult (RIBEIRO; NUNES; SANT’ANNA, 2015). Many public organizations lack effectively structured and consolidated career plans or policies for the valorization of civil servants. In addition, the pay gap
between the three spheres of power - Executive, Legislative and Judiciary - has also encouraged many civil servants to leave work in search of better salaries in other organizations (VERLEUN, 2008).

This problem is worsened in the health sector, which needs highly specialized and qualified labor. Especially, regarding professionals in the medical field, there is great difficulty in attracting and retaining, as this category has been undergoing an expansion of the labor market with changes related to career, such as flexible working relationships, specialization, change in working conditions. Some factors that hinder the retention of these servers are related to excessive workload, poor working conditions, poor infrastructure (MAGNAGO; PIERANTONI, 2014; BIANCHESI; ABREU, 2019).

Price (2001) considers that turnover also includes the movement of employees, who are paid for their services, beyond the limits of the organization, as occurs, for example, through assignment or requisition, in the public sector. From the moment an employee leaves the organization, even if temporarily and maintaining their employment relationship, there is a lack of workforce.

The forms of permanent disconnections and temporary movements provided for in the current legislation are:

- Vacancy for tenure in another non-cumulative position - provided for in Article 33 of Law 8112, of December 11, 1990 (BRASIL, 1990);
- Exoneration at the request of the server or official - provided for in Article 34 of Law 8112, of December 11, 1990 (BRASIL, 1990);
- Removal at the request of the server, or ex officio - provided for in Article 36 of Law 8112, of December 11, 1990 (BRASIL, 1990);
- Redistribution - provided in Article 37 of Law 8112, of December 11, 1990 (BRASIL, 1990);
- Assignment - provided in article 92 of Law 8112, of December 11, 1990 (BRASIL, 1990);
- Requisition - provided in article 3 of Decree 9144, of August 22, 2017 (BRASIL, 2017);

Considering their specificities, the exemption for the purposes of renewal and assignment was computed separately from the exemption and assignment, respectively, by Decree 193 of July 3, 2018 (BRASIL, 2018).

The costs of leaving a professional are not only financial, but also psychological as they demoralize the employees who remain and who question whether they should continue in the organization. In an evasion context, some of the tangible costs observed are recruitment, selection, benefits, training, integration, termination. As for intangible costs, there is a loss of know-how, a decrease in creativity and organizational innovation, a break in the work flow, a break in bonds with suppliers and customers, among others. (CARRARA; NUNES; SARSUR, 2014; OLIVEIRA et al., 2018).

When it comes to the public sector, the constitutional need to hold a public tender for the occupation of permanent positions also stands out, which demands time and budget allocation (BRASIL, 1988). Thus, the retention of professionals may present itself as a special competitive feature, turning into one of the main concerns of organizations (STEIL; PENHA; BONILLA, 2016).

We must notice that the retention of personnel is not the reverse of turnover. While retention strategies seek to prevent qualified professionals from intending to leave organizations (STEIL et al., 2019), turnover refers to the percentage of change in the total composition of the organization's employees in a period (AGAPITO; POLIZZI FILHO; SIQUEIRA, 2015; STEIL; PENHA; BONILLA, 2016).

It is also necessary to differentiate staff retention and turnover from the intention to remain or leave the organization, as while the former correspond to the description of a phenomenon at the organizational level, the intentions to remain or leave the organization are consequences of attitudes aimed at individual-level behaviors (STEIL et al., 2019; STEIL; PENHA; BONILLA, 2016).

The intention of turnover consists of the subjective probability, typical of individuals, of leaving the organization in the near future, capturing the individual's perception and assessment of
work alternatives. Both academic research and corporate experiences suggest a strong relationship among employees who express an intention to leave and those who actually leave the organization (DIÓGENES et al., 2016). Thus, the intention of turnover appears as an effective indicator to assess the thinking, planning and willingness of workers to leave the organization (OLIVEIRA et al., 2018).

The turnover rate, on the other hand, only shows later that employees are unhappy with the organization and have decided to leave it (SILVA; CAPPELLOZZA; COSTA, 2014). In addition, the background information on behavior provided in termination interviews is generally not sufficient and reliable, since there may be no interest by the employee in contributing to the organization or in raising discussions about issues that will not influence their life. (DIÓGENES et al., 2016).

This way, understanding and diagnosing the intention of turnover while the employee has not yet left the job can offer companies possibilities to outline policies and practices in order to retain important professionals to achieve their effectiveness (DIÓGENES et al., 2016; AGAPITO; POLIZZI FILHO; SIQUEIRA, 2015; MOREIRA et al., 2018).

5. Background Variables of the Rotation Intention
The ability to attract and retain people has often been associated with more attractive wages (MEIRINHOS; BARRETO, 2018). Empirical evidence maintains, however, that personnel retention is not linked to a single factor, but to a set of management factors of influence that leads individuals to remain in the organization and that when absent collaborates significantly in the intention to leave it (CARRARA; NUNES; SARSUR, 2014).

Steil, Penha and Bonilla (2016), in their work, identified 57 antecedent variables of retention, which were classified into 4 categories presented in Table 1.

Table 1: Background to personnel retention

<table>
<thead>
<tr>
<th>Personal Background</th>
<th>Age; sex; marital status; educational level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organizational background</td>
<td>Training; Counseling practices; Trend in increasing number of vacancies; culture; Promotion; Recruitment and selection; State-of-the-art technology; Nursery; Benefits; Policies of work / family balance; Work atmosphere; Climate of Learning atmosphere; Structural capital; Job stability; Compliance between demanded performance and strategy; Corporate entrepreneurship; IT Objects; Internal organizational environment.</td>
</tr>
<tr>
<td>Occupational background</td>
<td>Satisfaction; motivation; loyalty; exchange ideology; salary; employed with distinction; sense of belonging; variable remuneration for performance; job challenging or interesting; freedom for innovative thinking; security in job; performance goals; performance or commission bonus; retirement or pension benefits; organizational commitment; health practices labor; evidence of representation of interests; work shifts; IT competence; Involvement in work; Use of imagination at work; Rewards; Variety of tasks; Job enrichment; Freedom of judgment at work; Career in the organization; Leadership; Performance; Burnout; Turnover intention; Promotions speed; Feeling of isolation.</td>
</tr>
<tr>
<td>Environmental background</td>
<td>Economic cycle; unemployment rate; change of government.</td>
</tr>
</tbody>
</table>

Source: prepared by the author based on Steil, Penha and Bonilla (2016)

Minority status must also be considered as personal factors capable of influencing an employee's permanence; family restrictions on the movement of jobs, such as financial commitments, for example; time in office and time of residence in the locality (MOYNIHAM; LANDUYT, 2008).

The concept of the life cycle stability hypothesis brings the idea that when employees reach a certain measure of stability in their lives, they have a tendency towards the status quo, as well as those
who have urgent economic and family concerns. Thus, there is a negative relationship between age and
the intention to rotate. The negative relationship also occurs between the intention to rotate and the
length of service in the position. In the first years of the company, the employee tries to check if it
meets their preferences. During this period, the exchange of jobs is easier, as the investment in the
company was not so great and specific resources of the company have not yet been developed, which
hinder the search for changes (MOYNIHAM; LANDUYT, 2008). In this same context, married
employees are less likely to seek job changes, as they take into consideration family issues and
responsibilities in their decision (HUANG; LIN; CHUANG, 2006).

Regarding schooling, employees with a higher level of education are more likely to leave the
organization, since education provides a measure of human capital that is legitimated externally and
accepted in other organizations and, therefore, facilitates the employee movement (MOYNIHAM;
LANDUYT, 2008).

Regarding gender, studies have shown that women have a lower tendency to turnover. It is
relevant to mention, however, that the relationship between gender and turnover can occur differently
in the public and private sectors. Due to the characteristics of the public service, it may be more
attractive to women. Among the attractions of the public sector for women, we can observe: equal pay
with men; higher remuneration than in the private sector; greater opportunity to find a balance between
work and family life; predictable career and less potential for discrimination. Moreover, the
possibility of serving the public interest can contribute to the attraction and permanence of women in
the sector (MOYNIHAM; LANDUYT, 2008).

One of the most investigated antecedents of rotation intent in national and international
literature has been organizational commitment (OLIVEIRA et al., 2018). Affective commitment stands
out as the most consolidated dimension in the academic environment (FERNANDES; SIQUEIRA;
VIEIRA, 2014), being related to a higher performance index, attendance, lower turnover intention rates
and greater adhesions to the organization's projects (SIQUEIRA; GOMIDE JR., 2004).

Instrumental organizational commitment, also called calculative, continuation and side-belts
(“side exchanges”), is related to the framework of fear and insecurity established in the relationship
between individual and organization (BOTELHO; PAIVA, 2011). It involves a calculation of losses
and gains in the exchanges that the individual makes with the organization. Thus, the individual acts
driven by the need and scarcity of immediate employment alternatives and not necessarily by affection
for the organization (LEITE; ALBUQUERQUE, 2011). Instrumental commitment is therefore
composed of 4 items: social losses at work (PST); losses from investments made in the organization
(PIFO); loss of organizational remuneration (PRO); and professional losses (PP) (BOTELHO; PAIVA,
2011).

Normative commitment, on the other hand, refers to the introjection of cultural values and
standards of the organization by the worker, generating the feeling of moral obligation. This link can
guarantee the efficient development of certain activities in the organization, but not necessarily its
effective development (LEITE; ALBUQUERQUE, 2011).

Thus, it is clear that the retention of people depends largely on non-monetary factors, such as
the quality of leadership and the communicational form used to enhance the skills, competences, and
knowledge of its employees (MEIRINHOS; BARRETO, 2018).

The ability of organizations to maintain professionals is related to the organization's people
management strategy, since it influences the psychosocial processes that occur in the company, such as
attitudes related to work, organization and specific behaviors, including the behavior of stay or leave
the organization (STEIL; PENHA; BONILLA, 2016). This way, people management needs indicators
that seek to explain the subjective relationships that professionals establish with organizations (SILVA;
CAPPELLOZZA; COSTA, 2014).
6. Research Method

Aiming at answering the problem question, a research was carried out with a qualitative approach, which presented the case study method as a research strategy. According to Yin (2005) the case study method is directed towards contemporary phenomena and real life complexes. The choice of the case was based on the experience of the researcher, since she is a participating observer for being a servant of INCA. Documentary research was used for data collection (LUDKE AND ANDRÉ, 1986), contemplating the movement and shutdown processes opened in the institution from May 2017 to February 2020. Previously, there was a literature review, through books, dissertations and articles, in order to consolidate the knowledge about the studied subject.

At first, the choice and collection of documents was carried out (LUDKE AND ANDRÉ, 1986), for this purpose, the data contained in the process control spreadsheet of the Personnel Administration Division - DIAP were used, with 266 processes being identified.

The data were treated qualitatively, using the content analysis technique. According to Bardin (2011), content analysis can be divided into three distinct phases: pre-analysis; exploration of the material and treatment of the results. Thus, from the initial survey, first, all processes were read so that it was possible to select those that presented important data for the investigation.

To meet the objectives of this research, the inclusion criteria were the fact that the process refers to an INCA server; dealing with voluntary disconnection or movement; having as an object institutes that take the exit, even if temporary, of the INCA server; to have been open from May 2017 to February 2020. As exclusion criteria, the following were used: not having an interested INCA server; it is not a process that leads to shutdown or movement outside INCA; not to deal with voluntary dismissal or movement; processes opened before May 2017; duplicate processes; handling processes with a payback period of less than 6 months.

Through the inclusion and exclusion criteria, 80 processes were discarded. At the end of the prospecting, a universe of 186 processes was reached, distributed according to the legal basis.

Subsequently, in the phase called material exploration, the collected content was coded and grouped into categories of analysis based on the theoretical framework. In the phase of treatment of the results, the effective interpretation of the data obtained during the research was carried out (BARDIN, 2011).

As a limitation for the documentary research presented, there is the fact that administrative personnel processes are restricted, as provided for in article 31 of Law 12.127 / 2011 (BRASIL, 2011). Thus, in order to preserve the intimacy of the servants and avoid damage to their image and honor, the reports contained in the files were not transcribed. The data extracted from the process were used for statistical purposes only. Another limiting factor is that the process control is carried out by means of spreadsheets, and data may be filled in incorrectly or even the failure to launch processes in these spreadsheets.

7. Empirical Results

Based on the literature on the subject, the analysis of the 186 selected processes was carried out, with 6 categories of analysis being found based on the empirical data: I- Variation in the rotation intention over time; II- Individual demographic attributes; III- Position held; IV- Capacity and area of activity in the institution; V- Types of movement and disconnections; and VI-antecedent factors of the intention to leave the organization.

The analysis of the collected data allows us to observe that there has been an increase in the number of employees formalizing their interest in leaving the organization. 22% of the cases were opened in the last 7 months of 2017; 34% in 2018; 42% in 2019 and 2% in the first two months of 2020. These data are in line with that brought by Diógenes et al., (2016), according to which, the retention of professionals is a challenge to be faced by public organizations.
The second category corresponds to the individual demographic attributes which, according to the literature, have significant relationships with turnover and also with retention, making up the category of personal antecedents. (STEIL; PENHA; BONILLA, 2016).

The survey data with regard to age and length of service show a negative relationship between these variables with the intention of turnover, in line with what Moynihan and Landuyt (2008) argue. Most of the employees started the process to leave the organization within 10 years after joining INCA (85%). We must note that 8 (4%) of the servers did not complete 1 year in the organization. Plus, 24% of civil servants spent less than 4 years at the Institute, that is, they did not obtain stability or left shortly after acquiring it. The distribution by age group shows a concentration (84%) of employees who wish to leave the organization between 30 and 49 years old.

The longer an employee is in a company, the greater the number of investments and benefits, decreasing the incentive to leave. (MOYNIHAM; LANDUYT, 2008). This fact can be explained by the existence of an instrumental commitment, based on the scarcity of alternatives and the belief in social losses at work (PST); losses from investments made in the organization (PIFO); loss of organizational remuneration (PRO); and; professional losses (PP) (BOTELHO; PAIVA, 2011).

According to the concept of the life cycle stability hypothesis, as an employee reaches a certain stability in life and makes urgent family commitments, they tend to maintain the status quo. (MOYNIHAM; LANDUYT, 2008). However, contrary to this idea and the notes of (HUANG; LIN; CHUANG, 2006), in relation to marital status, there is a predominance of requests from married people: 37% of applicants are single, 60% are married and 3% divorced.

It is necessary to highlight, however, that although the majority of the analyzed processes aim at definitive dismissals from the organization (62%), most of these do not result in the loss of link with the Public Administration, which may have encouraged those who already have family commitments to decide to leave.

In relation to gender, the data show that most of the analyzed processes have women as interested (57%). It should be noted, however, that 67.42% of the Institute's employees are female (INCA, 2018). So, when considering the relationship between the number of employees of each sex and the number of lawsuits filed by men and women, it appears that, relatively, men have been showing greater interest in leaving the organization. 80 cases were filed by men, which means that 8.1% of male employees requested some kind of shutdown or movement. The relative number of women who formalized their interest in leaving the organization was lower (5.2%). This result is in accordance with studies by Moynihan and Landuyt, (2008), who maintain that women have a lesser tendency to leave public organizations.

The survey also shows that 90% of those interested have higher education (20% undergraduate; 36% specialization; 23% masters; and 11% doctorate). This result confirms the studies by Moynihan & Landuyt, (2008), who argue that employees with higher education are more likely to leave the organization, as they have more alternatives.

It is important to highlight that most of the civil servants interested in the analyzed processes have a higher level of education than that one required in the initial class of the position held. This fact can be explained due to the Science and Technology Career Plan stimulating qualification.

The results are in line with what was pointed out by Cavalcante and Carvalho (2017), according to whom, since the 2000s, the Federal Administration has been seeking the formation of a more professionalized bureaucracy, especially through valuation via remuneration. In this sense, in addition to the qualification being a criterion for functional progression in the S&T Career, there is also the payment of Titles' Compensation - RT, for employees occupying higher level positions and Qualification Bonus - GQ, for employees occupying intermediate level positions, and auxiliary (BRASIL, 2006).

The third category identified was the position held by the applicants. In view of the diversity of professionals in the organization and the specificities of each position and professional specialty
contained in each, that category needs to be analyzed together with the area of activity in the organization and with the requested movement or dismissal modality.

Of the processes analyzed, 97% were opened by members of the S&T career, with 45% occupying the position of Technologist; 24% S&T Analyst, 16% Assistant; 11% Technician and 1% Researcher. The other 3% of the lawsuits were filed by civil servants linked to the Career in Welfare, Health and Labor, with 2% occupying higher education positions and 1% mid-level. Thus, it is clear that 71% of the employees who wish to leave the institution occupy higher education positions, which may be linked to the idea defended by Moynihan and Landuyt, (2008), that professionals with higher education have better opportunities to leave the institution.

Regarding the area of activity at INCA, there is a concentration of professionals in the assistance (56%) and administrative (42%) areas wanting to leave the organization. It should be noted, however, that these are also the areas of the organization that have the largest number of employees.

As for the type of disconnection or movement, there is a different configuration in the distribution of applicants by occupation and by area of activity, which can be explained due to the purpose for which they are intended and the specifics of the legal requirements of each one.

Of the 186 processes analyzed, 116 (62%) have as objective the definitive termination of the organization: removal (31); redistribution (16); exoneration and exoneration aiming at renewing the previously held position (57); and vacancy for possession in another post that cannot be accumulated (12), whereas the other 70 cases are related to temporary movements, even if with an indefinite term: assignment (40); assignment based on Ordinance 193/2018 (23); and requisition (7).

The data show that the majority of exonerations, including those for renewal, were requested by Technologists, that is, professionals with higher education, who work in the Institute's assistance area (91%).

In Public Administration, the existence of factors such as greater security, stability; attractive wages compared to private initiative are important points for attracting professionals (CASTELAR et al, 2010). Health professionals, especially in the field however, they present a specific, more favorable and expanding labor market (MAGNAGO; PIERANTONI, 2014; BIANCHESSI; ABREU, 2019). Thus, the fact that the exonerations are mostly requested by higher education professionals in the care area is explained by a probable low instrumental organizational commitment.

Vacancy for tenure in another unaccumulable position, in turn, is a form of dismissal that appears as an alternative for employees with greater instrumental organizational commitment. In this modality, there is no loss of relationship with the Administration and the return to the previous position is guaranteed in the event of failure in the probationary stage. Such characteristics explain the fact that this dismissal is highly requested by employees in the administrative area, who have a less attractive private labor market.

The C&T career has a reasonably high remuneration within the Executive Branch, however it is noticed that the disparities between the remuneration of the Executive, Legislative and Judiciary Branches, encourages the search of many employees for other organizations with higher salaries, better career plans and with policies of valorization of the server effectively structured and consolidated (VERLEUN, 2008).

Of the 12 civil servants who requested vacancies for possession in another unaccumulable position, 50% are technologists; 33% of the position of Assistant in S&T; and 17% as an S&T Analyst, being requested in an equal proportion by administrative and assistance employees. However, in the case of the administrative area, there was a predominance of civil servants occupying the mid-level position, whereas in the assistance area, all requests were from higher-level professionals.

The S&T career proves to be interesting for higher education professionals, due to the remuneration for qualifications, which reduces the intention of these employees to change careers. Professionals occupying middle-level positions, who mostly have higher education, according to research data, when they are appointed to positions compatible with their schooling, they can have a significant increase in their remuneration and also the possibility of working in their area of training.
This finding explains the predominance of vacancy requests for possession in another position that cannot be accumulated by these employees.

Of the removal processes analyzed, 38% were requested by Technologists, 26% by S&T Analysts; 10% for Assistants; 10% by Technicians; 2% by researchers; and 14% for civil servants linked to the Social Security, Health and Labor Career. These servants work mostly in the assistance area (52%) and in the administrative area (42%).

In the case of removals, bearing in mind that INCA employees are linked to the Ministry of Health, the entire structure of this Ministry is understood as “within the same framework”. Thus, when analyzing the INCA as an organization and not the Ministry of Health, the removal is considered to be a permanent termination, because the server will leave INCA and will join the staff of another unit of the Ministry of Health.

Regarding the removal, it is also necessary to highlight that there is the understanding of the Ministry of Health, according to which, in addition to the removal occurring within the same framework, it must also take place for an organization that has the same career plan. This way, the removal of servers from the Science and Technology Career at INCA can only occur for three Secretariats of the Ministry, contained in Article 1 of Law 8691/1993, all located in the federal capital: Health Care Secretariat of the Ministry of Health Cheers; Secretariat of Science, Technology and Strategic Inputs of the Ministry of Health; and Health Surveillance Secretariat Ministry of Health (BRASIL, 1993).

Thus, considering that these Secretariats carry out specific activities and the legal impossibility of misuse of functions, there is a limitation on the range of employees that can be removed, with due regard for the specialty and duties of the position. This explains the fact that the removal requests are concentrated in assistants in the assistance and administrative area, most of them occupying higher level positions.

The totality of the analyzed redistribution processes was initiated by employees of the administrative area, with the majority of the applicants occupying the higher education position (62%). Considering that the redistribution refers to the displacement of the position and that it can only occur within the same career plan, civil servants linked to the Career in Science and Technology can only request it to the bodies contained in article 1 of Law 8691 / 1993. Thus, the results, with regard to the area of activity and position, can be understood when considering the specificities of INCA's employees. In view of the institutional attributions, INCA positions have specialties and attributions that are not inherent to other bodies in the S&T Career, which makes it difficult to redistribute these positions.

Another point to be discussed is that the redistribution, as well as the removal, guarantees the maintenance of the link with the Public Administration, as well as the permanence in the Science and Technology career, constituting an alternative for civil servants who wish to leave the organization, without disconnecting from the Career.

The data show that 65% of the assignment requesters work in assistance and 32.5% in the administrative area and 2.5% in education, with no research and Prevention and surveillance applicants. There is a predominance of assignment requests by Technologists (57%), with the other 43% of requests being requested by: S&T Analyst (15%); Assistants (18%); Technicians (5%); linked to the Pension, Health and Labor Career (5%).

Assignments may take place to exercise a position in a commission or a trust function or in cases provided for in specific laws. The comparison between these two types of assignment can help explain the existence of more assignment requests related to Assistance servers.

Regarding the assignments provided for in specific laws, despite the existence of others, within the scope of INCA the most used legal basis is Ordinance 243, of March 10, 2015, from the Ministry of Health. This Ordinance provides for the assignment of civil servants, occupant of effective positions in the Staff of the Ministry of Health and of the autarchies and public foundations linked to it, to the
In the assignment governed by Ordinance 243, aimed at employees in the health area, the employee exercises in the assigning body, the activities inherent to his / her effective position, while for the exercise of a position in committee or a trust function, regardless of the position held, it is It is necessary that the server is appointed to a position of direction, leadership or advisory.

Another issue to be highlighted is that Ordinance 243/2015 provides that the assignment it regulates will occur without prejudice to the rights and advantages of the effective position, which will be paid by the original agency (BRASIL, 2015). In the case of positions in commission or paid function, Decree 9144/2017, stipulates that the burden of remuneration or salary linked to the position or permanent employment of the assigned public agent, is the assigning body or entity. Plus, in the latter case, there may be a suspension of the perception of GDACT (Performance bonus from the Science and Technology Activity, due to the article 19-J of Law 11.344 / 2006, resulting in a reduction in civil servant remuneration (BRASIL, 2017; BRASIL, 2006).

It should be noted, however, that in order to be assigned on the basis of Ordinance 243, of March 10, 2015, the civil servant must be occupying a private position of health professional; or extinguished or extinct in the Staff of the Ministry of Health or of the autarchy or public foundation linked to it; or even, be granted the permanence allowance, when it does not fit the previous requirements (BRASIL, 2015).

Of the 23 movement requests based on Ordinance 193/2018, 61% are from employees occupying the position of S&T Analyst; 17% of the position of Assistant; 17% of the position of Technologist; and 5% Technician. With regard to the area of expertise, there is a concentration of requests from professionals in the administrative area (78%), with the remaining 22% from the assistance area. It should be noted that requests based on Ordinance 193/2018 are preceded by a selection process for predetermined vacancies, to which employees apply if they meet the requirements, which may explain the results.

Another form of movement that also sometimes comes from a selection process is requisition. From the analysis of the processes, it was found that, within INCA, the requisition requests come from the following bodies: Administrative Council for Economic Defense - Cade; Federal Public Defender's Office; COAF Financial Activities Control Council of the Ministry of Justice and Public Security; Regional Electoral Court.

The survey shows that all requested servers work in the administrative area, with 86% occupying the position of Assistant and 14% occupying the position of Analyst in S&T. The results are understood when observing the areas of operation of Organs requesting bodies, which essentially have administrative activities. The fact that the majority of those requested are occupying the mid-level position can be explained by the fact that this is a generalist position, whereas higher-level positions have defined specialties and may not be in accordance with the needs of Organs requesting bodies.

It was not possible to identify the concentration of applicants located in certain sectors or units of INCA.

The sixth category concerns the antecedents of the interest in leaving the organ. Most employees (60%) chose not to show their motivation to leave the organization, leaving the field blank or just alleging particular interests. This result can be explained by the fact that, many times, when leaving the organization, the employee has no interest in contributing with and or in raising discussions about issues that will not influence his life (DIÓGENES et al., 2016).

The civil servants who wished to register the reasons for leaving the Institute cited antecedents related to satisfaction with the leadership, satisfaction with colleagues and satisfaction with the nature of the work, workload; material support and performance management, other professional opportunities, in line with the findings of (CARRARA; NUNES; SARSUR, 2014; (STEIL; PENHA; BONILLA, 2016; OLIVEIRA et al, 2018). Some of the motivators mentioned were: change city / country; requests for leave, for example, for private interests and for postgraduate studies abroad, rejected; denied workload reduction requests; discontent with sector / colleagues; termination of
assignment and lack of interest in return; dissatisfaction with the leadership; discontent with the activity performed / misuse of their skills; workload; lack of personnel; lack of materials; lack of time for research activities; and other professional opportunities.

Thus, the result is in line with the idea that the retention of people depends in large part on factors, such as the quality of leadership and the communication method used to enhance the skills, competences, and knowledge of its employees (MEIRINHOS; BARRETO, 2018).

7. Conclusion
The present article had as its final goal to understand how the phenomenon of voluntary departure intention has been occurring at the National Cancer Institute-INCA, identifying the profile of the employees who wish to leave the organization, as well as the possible predictive factors of the intention to leave. In order to achieve this objective, a documentary research was carried out through the processes of movement and shutdowns, preceded by a bibliographic search.

From the documentary research, it was possible to identify that the intention of terminations, definitively and temporarily at INCA has been growing, especially among professionals in the assistance and administrative area. However, there is no concentration of requests in a given unit or sector, which demonstrates that retention must be addressed at the institutional level.

In line with what the literature points out, it was possible to verify that the intention of employee turnover is influenced by personal demographic variables such as age, gender, marital status, length of service at the institution, education.

It was identified that the modality of movement or dismissal chosen to leave the organization differs from one position to another, and these differences must be observed for the elaboration and implementation of retention policies.

The Study indicates a relationship between the type of shutdown / movement chosen and the instrumental commitment. It was noticed that servants in the assistance area, who have the greatest opportunities for placement in the private market, are the ones who most request dismissal. Professionals in the administrative area seek alternatives to leave the organization without, however, leaving the public administration. In this case, it is observed that the administrative staff of higher level still prefer forms of dismissal that maintain their link with the Career of S&T. Thus, the actions for retention.

As for the predictors of the intention to leave, the survey data show that in order to reduce the professionals' intention to leave the agency, strategies are needed in order to maintain employee satisfaction with the boss, with colleagues, with the work itself. In addition, affective commitment to the organization should be sought.

It is relevant to mention that the discussion presented based on this research did not seek to be exhaustive, but rather to find clues to understand the phenomena of the intention of rotation at INCA. Thus, the findings found may provide subsidies for the elaboration of an action plan with a view to retaining professionals at the Institute.

Based on this research, it is possible to suggest as an agenda for future research with studies that seek to: understand the phenomenon of turnover in other S&T career organizations; deepen the relationship between instrumental organizational commitment and job rotation in administrative and assistance areas; identify the variables that influence servers to stay in the organization.

References


[7] BRAZIL. Decree 9144, of August 22, 2017. Provides for assignments and requests for personnel to which the federal public administration, direct and indirect, is a party. Brasilia DF.

[8] BRAZIL. Ministry of Health. Ordinance 243, of March 10, 2015. Provides for the assignment of civil servants, occupants of effective positions in the Staff of the Ministry of Health and the municipalities and public foundations linked to it, to the States, Federal District and Municipalities, to act within the scope of the Unified Health System (SUS), under the terms of art. 20 of Law 8.270, of December 17, 1991. Brasilia DF.


[10] BRAZIL. Law 11.344 of September 8, 2006. Provides for the restructuring of the careers of Specialist at the Central Bank of Brazil, Higher Education and 1st and 2nd Degree Teaching and the remuneration of these careers, in the Careers in the Science and Technology, the Federal Agricultural Inspection Career and the positions in the area of support for federal agricultural inspection, and other measures. Brasilia DF.


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