FOUR FUTURES FOR BASIC EDUCATION IN BRAZIL 2032

Transformative
Scenarios for
Basic Education
in Brazil

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WHAT ARE SCENARIOS?

Stories that describe possible paths towards the future and help us to talk and think about our reality.

The seeds of the future are in the present.

They are not forecasts nor proposals.

SCENARIOS ARE STORIES THAT ARE...

RELEVANT

illuminate current circumstances and concerns;
link into current mental models.

CHALLENGING

make the invisible visible;
question current mental models.

PLAUSIBLE

fact-based and logical;
improve systemic understanding.

CLEAR

distinct;
accessible and memorable.

WHAT ARE THE PROJECT OBJECTIVES?

CONSTRUCT A SET OF SCENARIOS THAT ARE RELEVANT, CHALLENGING, PLAUSIBLE AND CLEAR ABOUT THE FUTURE OF BASIC EDUCATION IN BRAZIL

Develop a **deep and systemic** understanding of the challenges, opportunities, perspectives and visions related to Basic Education in Brazil

Strengthen **relationships** among influential players and leaders from across the education system through a collaborative process

Create a new **language** to talk about the future of Basic Education in Brazil

Contribute to, enrich and encourage **public debate** on Basic Education in Brazil and inspire, stimulate and inform transformative **strategies** and **actions**

WHO CONVENED AND WHO FUNDED?

CONVENORS

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Campanha NACIONAL pelo DIREITO à EDUCAÇÃO

consed
Conselho Nacional de Secretários de Educação

GIFE
PELO IMPACTO DO INVESTIMENTO SOCIAL

InstitutoReos

TODOS PELA EDUCAÇÃO

UNDIME
União Nacional dos Dirigentes Municipais de Educação

FUNDERS

Instituto C&A

Telefônica | vivo
Fundação Telefônica

Itaú Fundação Itaú Social

Instituto UNIBANCO

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HOW WERE THESE SCENARIOS CREATED?

The scenarios were collaboratively developed by a group of 41 leaders from across the education system in Brazil.

The group worked together over a period of one year through 7 days in workshops to map the main concerns and forces, certainties and uncertainties and to construct a set of stories on possible futures.

WHO CREATED THE SCENARIOS?

41 leaders from across the education system in Brazil: social movements and organizations, international organizations, government, opinion leaders, corporate institutes and foundations, trade unions, teachers, school principals, parents, students, academics.

SCENARIO TEAM

AMARILDO REINO DE LIMA

ANA CAROLINA VILLARES BARRAL VILLAS BOAS

ANA VALESKA AMARAL GOMES

ANALISE DE JESUS DA SILVA

ANDRE DEGENSZAJN

ANDRÉ LUIZ DE FIGUEIREDO LÁZARO

ANDRÉ GRAVATÁ

ANDREA DO ROCIO CALDAS

ANNA HELENA ALTENFELDER

ANNA PENIDO

BETO DE JESUS

CLEUZA RODRIGUES REPULHO

CYBELE AMADO DE OLIVEIRA

DANIEL CARA

DENISE CARREIRA

ELIENE NOVAES ROCHA

FRANCISCO APARECIDO CORDÃO

GERSEM JOSÉ DOS SANTOS LUCIANO

IANA MALLMANN

ISABEL CRISTINA SANTANA

JOSÉ MARCELINO DE REZENDE PINTO

KEILA LEITE CHAVES

KÉZIA ADRIANA DE ARAÚJO ALVES

LARISSA GOMES CARNEIRO BORGES

MADALENA GUASCO PEIXOTO

MÁRCIA ROBERTO DA SILVA

MARIA DE SALETE LACERDA ALMEIDA E SILVA

MARIA GABRIELLA BIGHETTI THOMAZ DA SILVA

MARIA LUCIA MEIRELLES REIS

PATRICIA MARIA DE SOUZA SANTANA

PATRICIA MONTEIRO LACERDA

PAULA LOUZANO

PAULO DE SENA MARTINS

PRISCILA GONSALES

RACHEL TRAJBER

REGINA LÚCIA POPPA SCARPA

RICARDO HENRIQUES

RITA DE CÁSSIA FREITAS COELHO

RODRIGO HÜBNER MENDES

SALOMÃO BARROS XIMENES

WALISSON LOPES

INTERVIEWEES

ALLAN DA ROSA
ANDREA BERGAMASCHI
ANTONIO GOIS
ARNOBIO (BINHO) MARQUES
BÁRBARA MELO
BERNADETE GATTI
BIANCA SANTANA
CARLOS ABICALIL
CARLOS JAMIL CURY
CARMEN NEVES
CRISTOVAM BUARQUE
DORINHA REZENDE
EDUARDO DESCHAMPS
EMERSON CASTRO
GILVÂNIA NASCIMENTO
GUIOMAR NAMO DE MELO
JOLÚZIA BATISTA
JOSÉ FRANCISCO SOARES
LUIZ RAIMUNDO ARAÚJO
MACAÉ MARIA EVARISTO
MARIA ALICE SETUBAL
MARIA BEATRIZ LUCE
MARIA REBECA OTERO
MOZART RAMOS
NAÉRCIO MENEZES FILHO
NINA BEATRIZ STOCCO RANIERI
PILAR LACERDA
PRISCILA CRUZ
ROBERTO FRANKLIN LEÃO
SIBELI LOPES
SUSAN ANDREWS

MESSAGES FROM THE CONVENING ALLIANCE

- **Challenging context post-approval of the National Education Plan** (2014 - 2024)
- **Collective exercise of context analysis and construction of possible futures** for Basic Education in Brazil
- **Dialogue among different** – and often conflicting – **perspectives – with the right to education as a basic principle**
- Process constituted as **space for meeting and active listening** that had no intention of dampening or avoiding conflicts and differences

MESSAGES FROM THE CONVENING ALLIANCE

- **Legitimate spaces exist for dispute, negotiation and development of an agenda** that effectively influences educational policies
- The **scenarios contribute to the public debate** on the topic and do not substitute public instances of participation and social control
- The scenarios express **possibilities, challenges, warnings and risks** for Brazilian education: they are **“old acquaintances”**

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MESSAGES FROM THE CONVENING ALLIANCE

- **The objective was not to negotiate a pact or an agenda for action** among participants
- The scenarios are a stimulus for **many other analyses, reflections, conversations and disputes** to feed into, politicize and broaden the circle of people working for the civil construction of the future of Basic Education in the country

THE PROCESS

THE PROCESS

71 INTERVIEWS

3 WORKSHOPS

COLLABORATIVE CONSTRUCTION

1 Identify and convene a team from across the whole system

2 Observe what is happening – deeper understanding of the system

Interviews
1st workshop
Strategic agenda
Driving Forces
Certainties and Uncertainties

3 Construct stories about what could happen

- *2nd and 3rd workshops*
- *Written and approved scenarios: relevant, challenging, plausible and clear*

4 Disseminate and reflect on what can and must be done

- *Print and digital media*
- *Events to disseminate, dialogue and reflect on scenarios*

5 Act

Act to transform the system

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THE PROCESS

GUIDING QUESTIONS

What concerns us?

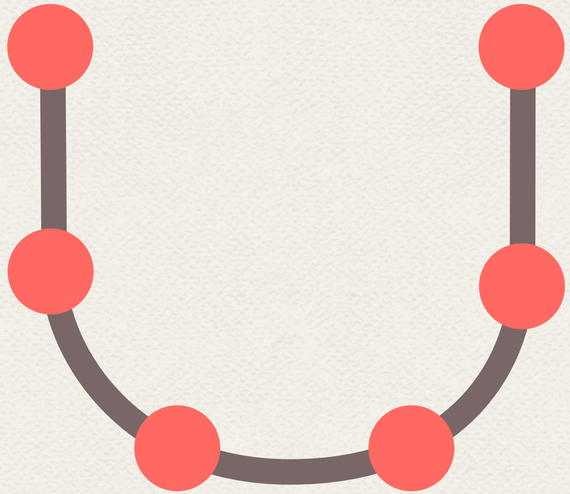
What forces influence the things that concern us?

What are our certainties and uncertainties about the future?

Which stories must be told?

What are the implications of the scenarios for us?

Which set of stories are relevant, plausible, challenging and clear?



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WHY 2032?

- Centenary of the Manifesto of the Pioneers of the New Education
- A date beyond the end of the second National Education Plan (NEP)
- Sufficient time horizon to allow for changes in the Brazilian education system

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DRIVING FORCES

- INEQUALITY IN THE COUNTRY
- THE DEGREE TO WHICH TEACHERS ARE VALUED
- INVESTMENT IN EDUCATION
- SOCIAL PARTICIPATION AND CONTROL
- STRUCTURE OF THE NATIONAL EDUCATION SYSTEM AND THE COLLABORATION REGIME
- ASSESSMENT SYSTEMS
- PUBLIC POLICIES (INCLUDING THE NEP)
- QUALITY OF MANAGEMENT
- LACK OF POLITICAL CONTINUITY
- TECHNOLOGY AND CONNECTIVITY

CERTAINTIES IN 2032

- INEQUALITY WILL CONTINUE TO EXIST IN BRAZIL
- RAPIDLY AGING BRAZILIAN POPULATION
- CLIMATE CHANGE
- TECHNOLOGY AND CONNECTIVITY WILL IMPACT EDUCATION
- FIRST GENERATION OF DIGITAL PARENTS
- TIME: ACCELERATED PACE OF CHANGE
- AND MANY UNCERTAINTIES!

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CANARY

HUMMINGBIRD

PEREGRINE FALCON

SPARROW

DIFFERENTIATORS OF THE SCENARIOS

DIVERSITIES AND INEQUALITIES	SOCIAL PARTICIPATION AND CONTROL	ROLE OF THE STATE
CONCEPT OF EDUCATION	MANAGEMENT MODEL	RELATIONSHIP BETWEEN PUBLIC AND PRIVATE

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Transformative Scenarios for Basic Education in Brazil

CANARY

The **canary** is the symbol for this scenario. It can be found throughout Brazil, was an endangered species but is regaining its space. The canary is used to living in flocks, is concerned with the collective, fights for space, is territorial and has an efficient feeding technique, that does not disperse seeds.

In the **Canary** scenario, the Brazilian educational system is undergoing major changes. The goals of the National Education Plan-NEP (2014–2024) are almost all being attained, due largely to actions driven by the State, pressured and held to account by civil society. This interaction contributes to progress in public education. With the focus on attaining the NEP goals, the culture of discontinuity of educational policies is interrupted. The State plays a fundamental and strategic role in guaranteeing the right to education. The concept of education is anchored to official and formal public policies, based on laws, and created and negotiated in participation with civil society. Although the State is responsible for providing education, there is space for other initiatives. Clear parameters are established to determine the relationship between what is public and private in education, thereby regulating private initiative. This happens because the school community, the educational community and society demand the prioritization of education: there is strong social participation and control of public policy. The management of schools is democratic and education plans are developed, tracked, monitored and enhanced using a participatory approach, through education forums and conferences. The majority of schools have a predominantly traditional format although some innovative experiences exist. They have the role of democratizing access to knowledge and guaranteeing the appropriation of culture. Discrimination and prejudice in the school and in educational policies persist, but educational inequalities significantly decrease. The increase in quality of public schools increases enrollment of the middle class in establishments built and maintained by the State.

HUMMINGBIRD

The **Hummingbird** is the symbol of this scenario. It has an intense beauty that transcends immediate rational explanation. It is one of the main pollination agents for a number of plant species and flies low to pollinate ground creeper flowers. The hummingbird is territorial and vocalizes the whole time, from dawn to dusk.

In the **Hummingbird** scenario, the education system is undergoing major reforms, based on successful experiences in the country and abroad, and inspired by societal, technological and environmental changes. The renewal of education stems from experiences developed by public schools, social organizations and movements, and other players. Stimulus for innovation through public policy opens up space for an education that is less traditional. The State ensures quality standards expressed in educational legislation and encourages schools in their experimentation and relationship with communities. There is a plurality of arrangements in the public-private relationship and non-profit models are given more attention. Private interest, from business to fundamentalist religious groups, requires strong regulation and permanent social control so that it does not dominate public schools. Participation and social control by different players within the school community are encouraged, but face challenges in influencing national policies. Diversity is valued, but the tensions involved in overcoming inequalities, discriminations and privileges are not often sufficiently addressed. A plurality of models coexists, such as networks and learning communities, cooperative territories, city-schools, and experiences in community education, strongly supported by technology. Despite being anchored to national education legislation, the multiplicity of experiences generates fear of fragmentation and difficulty in generating advances at scale. The inequalities between schools are accentuated. The concept of education is guided by principles such as equity, social justice and social and environmental sustainability. Education has the social function of shaping global and everyday agents of change, strengthening the intersectoral relationship between schools and the communities around them, and action in networks.

PEREGRINE FALCON

In the **Peregrine Falcon** scenario, the influence of the business perspective is consolidated, with a significant increase in the transfer of public resources to private educational institutions (for profit and non-profit) through agreements, public-private partnerships and scholarships. The State maintains the role of provider, regulator, evaluator and funder, but relinquishes being the main executor of policies and being responsible for educational services. Education focuses on the improvement of human capital: skilled and specialized labor for the market, and the focus is on proficiency – measured by standardized, external, large-scale assessments. There is progress in quantitative access to education, but very little in quality. There is a single curriculum and educational materials are standardized. A results-based and performance-based model prevails, and ranking is a major concept in this scenario. The system of social participation is weakened and is now limited to the freedom to choose the school and demand quality service: families and students are treated as customers. Trade unions, social movements, youth movements and networks resist, but are suppressed. Inequality decreases for those individuals and groups that manage to break the cycle of inequality through competition or merit. There is investment in students with the best performance, but structural inequality continues, and can potentially grow. Education professionals receive variable remuneration with bonuses and rewards. Enrollments in private sector education are expanded through subsidies and scholarships.

The **Peregrine Falcon** is the symbol of the scenario. This falcon (the orange breast falcon, as it is known in Brazil) is considered the world's fastest bird and can reach speeds of up to 320 km/h. It is not an endangered species, but rare throughout its large geographic distribution. The bird is a lonely hunter that attacks other birds, usually doves or smaller birds, with its sharp beak and powerful claws adapted to capturing prey. Nonetheless, it can also be attacked by other birds of prey, depending on relative size.

SPARROW

The **Sparrow** is the symbol of the scenario. The species is abundant in temperate climate regions as well as in high mountain peaks exposed to cold and strong winds. Sparrows live as isolated couples and the male attacks neighboring birds that invade its territory. The bird has a technique of scratching the ground to get food by taking small jumps, "pecking without moving". It may jump up to four consecutive times without changing the position of its legs, scratching the ground simultaneously with both claws, moving debris out of the way.

In the **Sparrow** scenario, economic development is the underlying logic of the system. By stimulating consumption as a major driving force, the State manages to promote a sense of improvement in everyday life, but with great social and environmental impact. The result is the fragmentation of agendas and actions of social movements and political agents. There is widespread discontent with education as a public service, as it is unable to guarantee the quality of rights. Compensatory social policies ensure the involvement of the State, and the aim to universalize the right to education continues. However, this is carried out with insufficient political will to tackle structural inequalities, continuing to reproduce unequal quality standards. The state also holds the role of expanding access to and – at best – evaluating education, but is not able to regulate, nor ensure that which is essential. Formal, traditional schooling predominates, as defined in legislation, with basically no innovation. The main focus is on preparing students to enter the labor market. Youth are demotivated with the concept of education in force, which does not undergo major changes. Education aims to be for everyone, but quality is only for a few. There is a limited inclusion of some and ample exclusion of many. Education is massified and ineffective. It tries to take into account diversities but this is done peripherally. There is an increase in violence, in conservative religious influence, and in the questioning of lay education. There is also an emphasis on results-based management, combined with an institutional framework that is participatory in nature, but with little effectiveness in influencing decision-making. The relationship between the public and private involves the provision of enrollments, determination of the management culture, and the sales/offering of solutions such as teaching systems, services, school materials and social technologies. This model, however, faces resistance and the contradictions and dilemmas in this scenario make it difficult to achieve the necessary change for the continued progress of educational policies.

DIFFERENTIATOR 1

DIVERSITIES AND INEQUALITIES

CANARY	HUMMINGBIRD	PEREGRINE FALCON	SPARROW
• Educational inequalities are materially reduced, but inequalities based on income, race/color, gender, regional diversity, rural/urban origins, and city center/suburbs persist. The discrimination and prejudice present in schools and in public policies is not overcome • Inclusion is pursued in a certain fashion, without overturning Eurocentric dominance	• Education as a promoter of equity, recognition of existing inequalities • Social sustainability contributes to reducing inequalities in gender, regional diversity, race/color, suburbs vs. city centers and rural areas • Political conflicts arising from overcoming inequalities are not often appropriately addressed • Individual diversity is valued in detriment to collective diversity	• Inequality is reduced for individuals and a few groups, however, structural inequality remains • Some break the cycle of inequality via competition or merit • The competitive advantage of diversity does not change other inequalities • Diversity as a business opportunity	• Reduction of educational inequality by income level, with other types of inequality remaining, in particular the difference between rural and urban environments • Precarious inclusion of a few and exclusion of others • Increase in violence • Diversity vs inequality debate exists

DIFFERENTIATOR 2

SOCIAL PARTICIPATION AND CONTROL

CANARY	HUMMINGBIRD	PEREGRINE FALCON	SPARROW
• Social participation and control of public policies by the school community and society at large • Strong student participation • An open and close relationship between school and the society	• Rights are guaranteed with co-responsibility and social control • Participation of stakeholders: family, educational institutions, community • A push for the renewal of basic education stems from social organizations and movements, teachers, students and other stakeholders	• Freedom to choose the school: family/students as consumers/ customers • Weakened system of social participation • Some resistance focuses • Participation as customers	• Social movements take part in councils, but decisions have little effect • Tension between forces from the bottom up and the resistance by the State and society • Sense of improvement due to access to consumption leads to fragmentation of agendas and actions of movements

DIFFERENTIATOR 3

ROLE OF THE STATE

CANARY	HUMMINGBIRD	PEREGRINE FALCON	SPARROW
• Fundamental and strategic role in guaranteeing the right to education • Provider of what is essential • Culture of discontinuity in educational policies is interrupted • Central focus is attaining the National Education Plan (NEP) goals	• Facilitator, guide, agent of promotion / induction • Encourages improvements beyond what is essential: innovation • Non-state-controlled public policy • Co-responsibility for educational policy	• Provider of minimum services • Regulator, funder and evaluator of the private sector • Less execution (private delivers more) • Higher corporate influence, funding is supplemented by business	• The State is the evaluator, but is unable to regulate • The State is unable to ensure what is essential • The State strives to universalize the right to education, but is unable to tackle structural inequalities, reproducing unequal quality standards

DIFFERENTIATOR 4

CONCEPT OF EDUCATION

CANARY	HUMMINGBIRD	PEREGRINE FALCON	SPARROW
• Anchored to official and formal public policies based on laws, built and negotiated with the participation of civil society • Holistic education regarding space, content and new players • School has the function of democratizing access to knowledge and guaranteeing the appropriation of culture	• Deep reforms motivated by social, environmental and technological changes • Connected to contemporary times • School has the social function of shaping global and everyday agents of change • Teacher: articulator, mediator, curator, designer, author	• Quality = employability and performance as measured by assessments • NEP: progress in quantitative access, but not much in quality • Single curriculum • Standardized materials • Focus on improvement of human capital (qualified and specialized labor force) • Teachers as mere executors	• Massified and ineffective education with attempts to address diversity, but as a peripheral concern • Prevalence of the concept of the formal, traditional school, as defined in legislation, with basically no innovation • Conservative religious influence • Lay education is questioned

DIFFERENTIATOR 5

MANAGEMENT MODEL

CANARY	HUMMINGBIRD	PEREGRINE FALCON	SPARROW
• Inter-sectorial management between schools and other public policy units • Accountability based on conditions to guarantee rights • Strategic role of school administrators • Democratic management	• Democratic management with participation of all stakeholders • Holistic management (meals, sustainable practices, sustainable educational spaces) • Inter-sectorial management • Space for ongoing innovation	• Results-based management • Performance-based management of students • Variable remuneration (bonus, rewards) • Ranking • Agile decision-making	• Results-based management combined with an institutional framework that is participatory in nature with little effectiveness in influencing decision-making • Collegiate bodies drained and bureaucratized • Role of the school: access for all, quality for a few

DIFFERENTIATOR 6

RELATIONSHIP BETWEEN PUBLIC AND PRIVATE

CANARY	HUMMINGBIRD	PEREGRINE FALCON	SPARROW
• Public policy establishes clear parameters for these relationships, considering the regulation of private players. • The relationship with the private sector players goes beyond the role of the State. • Improved quality in public schools increases enrollment of middle-class students in establishments built and maintained by the State	• Plurality of public-private arrangements, with emphasis on non-profit models • Space for collective discussion on public-private partnerships • Private sector players invest in technological innovation • Entry of new players • There is a need for strong regulation and permanent social control	• Significant increase in the transfer of public resources to private educational institutions (for profit and non- profit) • Increase in PPPs, scholarships and agreements • Increased enrollment in private educational institutions (with subsidies and scholarships) • Increased concentration of private sector education in the hands of a few players	• Public state policy and public-private partnerships involved in providing enrollments, determining management culture and the sale /offer of new solutions: teaching systems, services, school materials, social technologies

WHAT NOW?

THE FUTURE IS NOT A GIVEN, IT IS CREATED

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QUESTIONS TO CONSIDER

What signs can we see today that indicate that one or more of these scenarios are emerging?

What opportunities, challenges and risks do the scenarios present for us / our organization, movement, collective, school community, country?

What can you do to prepare for these futures?

What can you do to influence these futures?

What challenges and choices do I face, considering these possible futures?

WHAT CAN WE DO NOW?

SHARE

the scenarios and their messages with other people: colleagues, managers, stakeholders and citizens involved and interested in education, using the materials available at *cenarioseducacao2032.org.br*

REFLECT

on the implications of the scenarios for your own actions and next steps

USE

the scenarios in strategic planning processes for your organization or school using the guide available at *cenarioseducacao2032.org.br*

ORGANIZE

events, presentations, meetings and workshops to discuss and reflect on the scenarios

REACH OUT

to the media – press, television, radio, social media

ACT

to contribute to education in Brazil

PARTICIPATE!

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This document does not reflect the individual opinions of the scenario team members nor of the institutions in which they work.