



2022 EDUCATION NOW

CONTRIBUTIONS TO THE CONSTRUCTION OF A SYSTEMIC AGENDA IN BRAZILIAN BASIC EDUCATION

VERSION 2 - APRIL 2022

CONTENT

Presentation	01
1. Introduction	03
2. General context of Basic Education in Brazil	06
3- Recommendations of educational policies for the next administrations	12
Premises that guide the proposals of 2022 Education Now	12
Actions to mitigate the immediate effects of the pandemic on Basic Education	15
Contributions to the construction of a systemic agenda in Basic Education	19
Overview of the proposal	20
10 structural measures	23
4. Final considerations	67
5. Bibliographical references	68



PRESENTATION

About Todos Pela Educação

All For Education (Todos Pela Educação) is a non-profit, plural and suprapartisan civil society organization founded in 2006. With an independent performance and without receiving public resources, our focus is to contribute to improving Basic Education in Brazil. For this, we develop actions aimed at expanding the sense of urgency to the need for changes in Education, we produce knowledge with the objective of supporting the decision-making of the different spheres of public power and articulate with the main actors to implement the measures that can impact the directions of Education. In addition, we monitor the country's educational indicators and policies continuously.





OFFICIAL DISPATCH

PREPARATION: TODOS PELA EDUCAÇÃO

Priscila Cruz
Chief Executive Officer

Olavo Nogueira Filho
Executive Director

Gabriel Corrêa (Coordination)
Educational Policies Leader

Ivan Gontijo
Educational Policy Coordinator

Luke Hoogerbrugge
Government Relations Leader

Manuela Pereira
Government Relations Coordinator

Tiemy Akamine
Communication and Mobilization Leader

Technical Support
Todos Pela Educação Team

Specialists, educational professionals and organizations that collaborated, on an advisory basis, with the construction of this document:

SPECIALISTS AND PROFESSIONALS OF THE EDUCATIONAL FIELD

Alessandra Gotti

Alexandre Schneider

Alexsandro Santos

Ana Maria Diniz

Andressa Buss Rocha

Anna Helena Altenfelder

Anna Penido

Anna Vitoria Perico e Santos

Barbara Born

Basilio Dagnino

Binho Marques

Beatriz Cardoso

Carlos Roberto Jamil Cury

Carolina Campos

Cesar Callegari

Claudia Costin

Claudio de Moura Castro

Cosete Ramos

Eduardo Deschamps

Eduardo Guaragna

Eliane Cavalleiro

Ellen da Silva

Fabio Tran

Fernando Abrucio

Fernando Carnaúba

Filipe Recch

Gabriela Moriconi

Giovani Rocha

Gregório Grisa

Guilherme Lichand

Guiomar Namó de Mello

Jair Ribeiro

José Francisco Soares

José Henrique Paim

Kátia Schweickardt

Kátia Smole

Larissa de Fátima Ribeiro Calixto

Leonardo Rosa

Luiz Roberto Liza Curi

Manuela Fitzpatrick

Marcos Magalhães

Maria Helena Guimarães de Castro

Maria Inês Fini

Mariza Abreu

Mauricio Holanda Maia

Mauriti Maranhão

Mozart Neves Ramos

Naercio Menezes Filho

Paula Louzano

Paulo Blikstein

Priscilla Bacalhau

Rafael Parente

Raph Gomes Alves

Raquel de Oliveira

Renato Lee

Ricardo Madeira

Rita Potiguara

Rodrigo Hübner Mendes

Saidul Rahman Mahomed

Samuel Emilio

Tassia Cruz

Tereza Perez

Thiago Peixoto

Vivaldo A. Fernandes Russo

Washington Bonfim

ORGANIZATIONS

Centro de Excelência e Inovação em Políticas Educacionais – FGV

Conectando Saberes

D3e - Dados para um Debate Democrático na Educação

Fundação Lemann

Fundação Maria Cecília Souto Vidigal Fundação Roberto Marinho

Fundação Telefônica Vivo

Instituto de Corresponsabilidade pela Educação

Instituto Peninsula

Instituto Sonho Grande Instituto Unibanco

Itaú Educação e Trabalho

Itaú Social

Movimento Colabora Educação Movimento Pela Base

Movimento Profissão Docente

Transformative Learning Technologies Lab

Note: the collaboration of experts and organizations does not imply endorsement of all proposals and messages present here. Furthermore, the contributions of experts do not express necessarily the positioning of the organizations where they work. Todos Pela Educação is fully responsible for the content of the document.



1. INTRODUCTION

The time has come for a real commitment to the universalization of educational quality.

This document presents, in the light of the current context of the country and in view of the 2022 elections, contributions to the development of a systemic agenda for Brazilian Basic Education in upcoming federal and state administrations¹. Its main objective is to support and stimulate debates with all those willing to discuss public policy pathways that need to be followed by the Union, states and municipalities so that Brazil can advance in ensuring the right to quality Education for all. “Quality Education” can not continue to be the privilege of the few.

Brazil is living an extremely critical moment, with more than 650,000 Covid-19², deaths, a deep economic and social crisis, and constant political and institutional instabilities that put its own democracy at risk. On Education, the country has experienced, in recent years, prolonged school closures and a generally rather weak adoption of remote education, which already has its own limitations. In this scenario, the major challenges that Brazilian Education already had before 2020 were enormously accentuated - particularly affecting students in situations of greater vulnerability. Added to this, since 2019, we observe an absent and omitted Ministry of Education (MEC) regarding its constitutional responsibility of national coordination and support to the educational management of states and municipalities.

It is not only Education, but the life trajectory of millions of children and young people that is at stake, compromising the future of the country.

Without effective actions and much effort, in the short, medium and long term, what has been occurring in this period will have a profound impact on the future of today’s generation of children and young people³ and, consequently, of Brazil. Fewer opportunities for Brazilians, higher risk of unemployment or underemployment, increased poverty and food insecurity, worsening public safety indicators, weakening of democracy, lower economic growth and several other challenges could be aggravated. To mitigate and overcome these effects, it is essential to make a broad effort to political leaders, public managers and the whole society in favor of Basic Education⁴.

¹This is the second version of the document, of which the first version was released in September 2021. Since then, Todos Pela Educação received various contributions and improved its proposals. We remain in constant dialog with students, teachers, school managers, public administrators, academics, and other education policy experts, always open to improvements in our Educação Já (Education Now) materials..

²Last updated: March 28, 2022.

³In referring to children and young people, this text considers all those aged between 0 and 17 years old.

⁴Although the scope of this document is specific to the Basic Education agenda, it is necessary to reinforce the need for a broad commitment to other agendas (such as Higher Education, social, economic, cultural and environmental), which join the Basic Education agendas to improve the current and future lives of Brazilians.



The set of recommendations presented here can help guide the way forward to be followed by the next administrations and the country's educational agenda for the next 10 years.

It is in this sense that this document seeks to contribute. After a brief presentation of the general context of Basic Education (chapter 2), it provides public policy recommendations that can guide the development of plans of education of the next governments (chapter 3). First, actions that will need to be implemented by the public authorities in an emergency manner, due to the immediate impacts associated with the pandemic, are listed.

But the main contribution of this document is in the presentation of structural measures to raise the quality and reduce inequalities in the country's educational systems. It is argued that this set of recommendations should be the basis not only for the strategies to be developed by the next federal and state administrations (2023-2026)⁵, but also that it can be used as a reference for the Brazilian educational agenda over the next 10 years. This is because only with a systematic effort over the next decade will it be possible to promote significant transformations⁶.

Within the scope of the set of structural measures, what will be presented is an update of the document "Educação Já, 2018" (Todos Pela Educação, 2018), considering the advances and setbacks of educational policies in recent years, the challenges introduced or aggravated by the pandemic, the goals pointed out in the National Education Plan (which will need to be updated after 2024, the year of its validity) and the legislation in force. This is a set of recommendations that advocates the continuity, improvement and expansion of some policies already in progress, in addition to the introduction of fundamental measures and necessary innovations in the country's Education.

This is both a technical and a political document. Technical, as it departs from the accumulation of the Brazilian educational debate, being informed by available evidence from the educational literature and theoretical and practical knowledge consolidated by the Education sciences. It also includes dialogs with civil society movements and school community actors, as well as representative opinion surveys with teachers, families, students and managers. Successful educational experiences at the international and, above all, national levels are also the basis for the proposals presented. Political, because it is a manifest that calls on everyone to defend Brazilian public Education and serves as the basis for the dialog that Todos Pela Educação will promote with various candidates for the 2022 elections.

⁵ In light of the 2020 elections, Todos Pela Educação launched the document "Educação Já Municípios" [Education Now Municipalities], with proposals for the educational management of Brazilian municipalities. Such proposals are related to the larger strategy presented here and should be seen as complementary to the recommendations made to the national and state administrations. The document for municipal management can be accessed at: <https://todospelaeducacao.org.br/educacao-ja/educacao-ja-agenda-para-municipios/>

⁶ As will be better explained below, national and international experiences show that this is a possible time interval to promote significant changes in educational systems.



Todos Pela Educação will mobilize all possible efforts in the engagement of the various political and social actors to make education a priority and, consequently, that the recommendations herein become reality and directly impact more than 50 million Brazilian children and youth.

The content presented was built from the valuable collaboration of a group of experts in Education composed of former public managers, academics, professionals in the educational field and organizations that work with Basic Education (see the complete list at the beginning of this document). They are people and institutions with distinct visions and trajectories, but who share a common commitment: the guarantee of the right to quality education for all.

THE EDUCATION WE DEFEND

The proposals presented here seek to guarantee everyone the right to quality, equitable and inclusive education, aimed at the full development of the person, their preparation for the exercise of citizenship and their qualification for work, as available to the Federal Constitution (Art. 205), the Law of Guidelines and Bases of National Education (Art. 2), the National Education Plan and the Sustainable Development Goals of the United Nations, of which Brazil is a signatory;

An Education focused on the development of skills and competencies essential for citizen and productive life, tuned to the needs and interests of each one and, also, to the challenges of contemporary society;

An Education that seeks the development of critical thinking and emancipatory character, in order to promote the social and productive inclusion of all and the strengthening of democracy;

An Education that promotes respect and appreciation of diversity as an asset of Brazilian society and the plurality of ideas, visions and thoughts;

An Education that is intentionally anti-racist and focused on ethnic-racial relations and that welcomes everyone, regardless of origin, creed, ethnicity or skin color, socioeconomic status, sexual orientation, gender, physical, mental, intellectual or sensory conditions;

An Education in which schools work together with the school community for integral human training and contribute to the construction of a just, sustainable, prosperous and democratic society.

2. GENERAL CONTEXT OF BASIC EDUCATION IN BRAZIL

Brazilian Basic Education has shown significant advances in recent decades, although it still has substantial quality challenges and immense inequalities, which have been heavily deepened with the pandemic.

In relation to learning⁷, in the pre-pandemic period, the country had been showing significant improvements in some of its averages, especially in the early years of Elementary Education, but still with severe gaps and great inequities. Figure 1 shows the percentage of students with adequate learning⁸ in the different stages of Basic Education, in 2007 and 2019, allowing us to see the evolution between these years and the still critical scenario that persisted.

Figure 1: Percentage of students with adequate learning - Public and Private Networks (2007 and 2019)

	Portuguese Language		Mathematics	
	2007	2019	2007	2019
5th Year of Elementary Education	27.9%	61.1%	23.7%	51.5%
9th Year of Elementary Education	20.5%	41.4%	14.3%	24.4%
3rd Year of Secondary Education	24.5%	37.1%	9.8%	10.3%

Source: Microdados Saeb - Inep/MEC. Preparation: Todos Pela Educação (2021a).

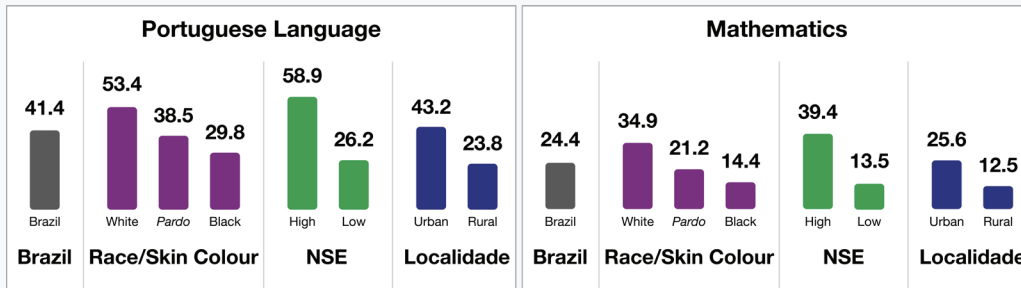
Ethnic-racial and socioeconomic approach should be added to the analysis of averages, as shown in Figure 2. In this way, it is possible to understand the deep and persistent educational inequality in Brazil, which reflects the structural racism and the economic and social structure of the country.

⁷ Although data on learning in Brazil comes mostly from school assessments of Portuguese Language and Mathematics, it is not intended here to suggest that only these dimensions are relevant to be monitored. As discussed in the introductory box “The Education we defend”, educational objectives are understood in a much broader way than just the advancement in the proficiency levels obtained by students in assessments of these two subjects.

⁸ The parameters on what is considered “adequate learning” are scores on the Assessment System of Basic Education (Saeb), explained in Todos Pela Educação (2019). As will be discussed below, Brazil needs to improve its national assessment system, seeking, among other elements, to rethink the quality parameters, making them converge with international benchmarks, so that they can measure higher order cognitive skills.



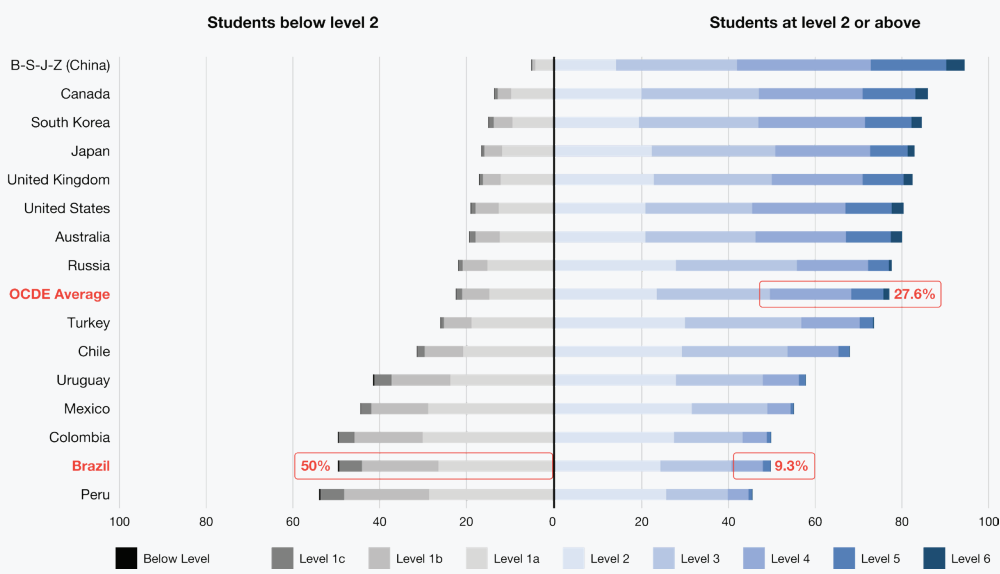
Figure 2: Percentage of 9th year students with adequate learning in the Saeb (Public and Private Networks - Brazil - 2019)



Source: MEC/Inep/Daeb - Microdados do Saeb. Preparation: Todos Pela Educação.

International comparisons also show quality and equity challenges in Brazilian education, as evidenced by the Pisa/OECD9⁹ data. The average score of Brazilian students in 2018 was 413 points in Reading, 404 points in Science and 384 points in Mathematics, compared to averages of 487, 489 and 489 points, respectively, among OECD countries. The results also show that only half of Brazilian 15-year-old students have surpassed proficiency level 2 in Reading, considered basic for participating fully in the social, economic and civic life of modern society in a globalized world (OECD, 2021a). Moreover, only 9.2% of Brazilian students scored in the three highest levels of the test (levels 4, 5, and 6), while the average percentage among OECD member countries was 27.6%, or three times higher, as shown in Figure 3.

Figure 3: Percentage of students, by proficiency level in Reading, on the OECD/Pisa exam - Selected countries - 2018



Source: Pisa/OECD. Preparation: Todos Pela Educação.

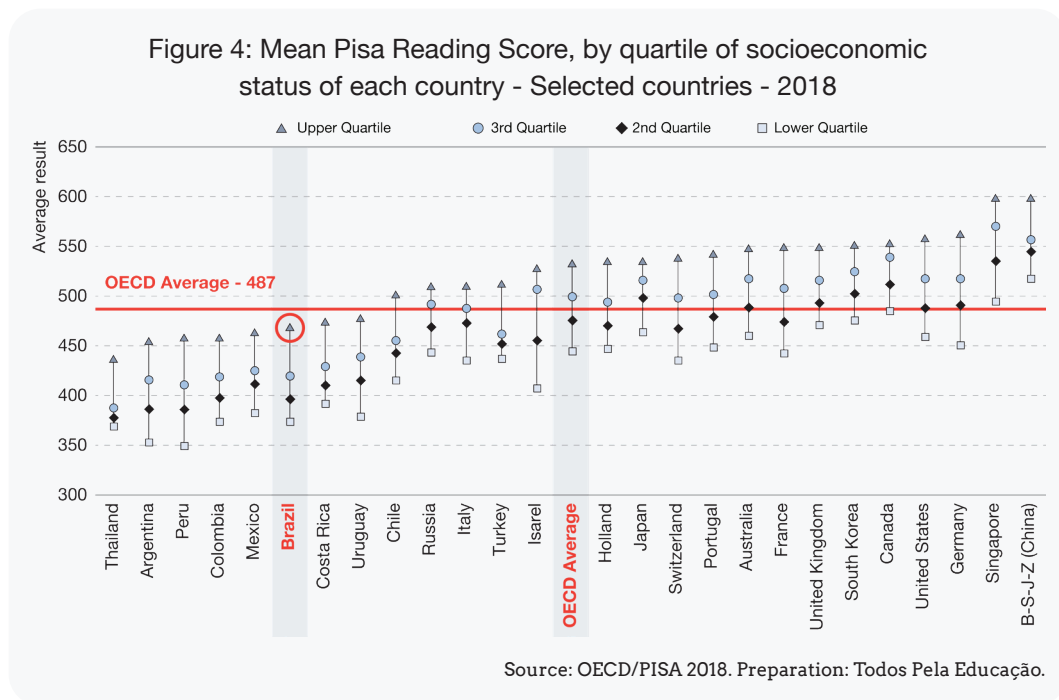
⁹ The Program for International Student Assessment (Pisa) is an international comparative study carried out every three years by the Organization for Economic Co-operation and Development (OECD). It provides information on the performance of students in the 15-year age group.



The observation of the Pisa data, considering the ethnic-racial approach, also shows significant inequalities in performance between students. The

average score of Brazilian students in Reading, for example, was 450 among those who declared themselves white, against 413 among Pardos [an ethnic and skin color category used by the Brazilian Institute of Geography and Statistics (IBGE) in the Brazilian censuses], 399 among indigenous and 389 among black. If we compare white students and black students, the difference is 61 points, which corresponds to the equivalent of two years of schooling (BRASIL, 2020).

Still on international comparisons, it is also worth noting that even the richest Brazilian students (who are in the highest-level socioeconomic quartile status of the country) have Pisa scores below the OECD average, as shown in figure 4.



If the learning indicators already presented a worrying scenario before the pandemic, the challenge will be even greater in the coming years, as gaps and inequalities have been sharply aggravated by the long period of closure of schools. Despite all the efforts, remote learning has less effectiveness in promoting learning in Basic Education. In the case of Brazil, it did not reach everyone, it was structured very unevenly and there was a reduction in the time dedicated to educational activities (Neri and Osório, 2020). Many students, especially black and poor, did not have access to infrastructure for remote classes and/or were impacted by the lack of accessibility of classes and materials¹⁰, in addition to the difficulties of families in supporting pedagogical activities. The results of national assessments have not yet been released, but researches with data from states and municipalities have already shown enormous impacts, with students having significantly widened their learning gaps compared to what was expected for their age during the pandemic (CAEd, 2021a).

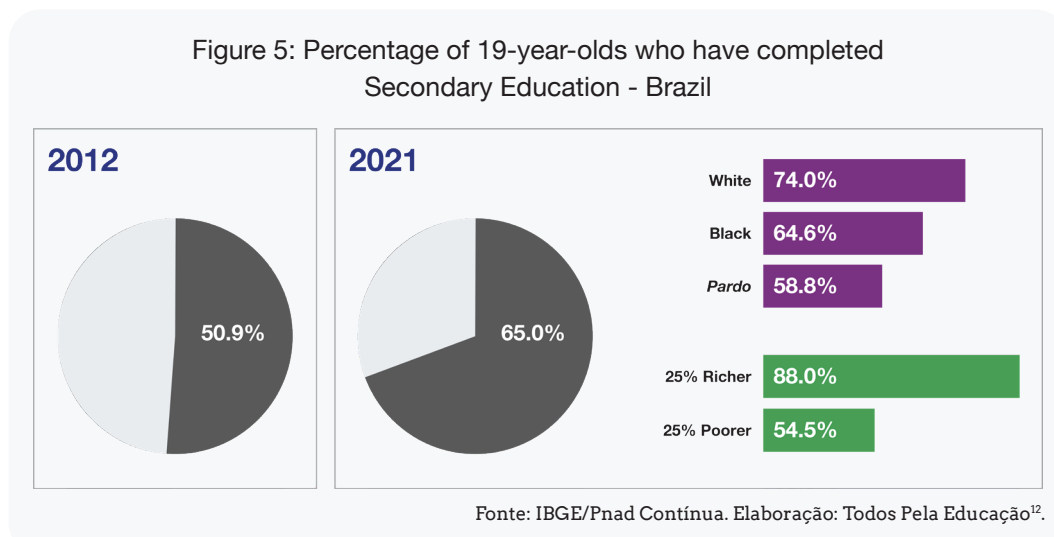
¹⁰ For example, 56% of students living in favelas indicated, in September 2020, that they were not attending class in any modality (DataFavela, 2020).



In addition to learning, other dimensions of the right to Education that need to be monitored are the access and permanence of students in schools, which includes an adequate school trajectory until the completion of Basic Education. Both had been advancing consistently in the country, but still had their challenges and may have significant setbacks with the pandemic.

Regarding access, in 2019, Brazil had 96.1% of its population aged 4 to 17 years attended by the educational system (this is the mandatory age for school attendance)¹¹. It is necessary to observe, from the future disclosures of public data, what will be the impact of the Covid-19 pandemic on this indicator.

In relation to the school trajectory, a first major challenge stands out: only half of Brazilian students complete the nine years of Elementary Education in a regular trajectory, that is, without any occurrence of dropout, abandonment or repetition (Soares et. al, 2021). This, of course, affects the indicators of completion of Basic Education at a suitable age. By 2021, 65 out of every 100 19-year-olds in Brazil had completed Secondary Education - still a low number, but a considerable improvement from 51 out of every 100 in 2012. It is worth noting, however, that this advance had not reached everyone in the same way, as shown in Figure 5.



With the pandemic, more than 5 million Brazilian students aged 6 to 17 years (13.9% of the total) have been out of school or out of school activities (UNICEF, 2021). Once again, those most affected were the black, indigenous and lower socioeconomic level population. The prolonged closure of schools, the weaknesses and limitations of remote education and the worsening of social problems bring an immense risk of increasing challenges related to the trajectory of students, with the potential for a significant increase in dropouts.

In short, there were important advances in Brazilian Basic Education in the pre-pandemic period, although it is critical to recognize that significant challenges still persisted, with inequalities of various natures. It should be emphasized that, in this scenario, the goals of the National Education Plan set to 2024 were mostly

¹¹ In 1970, 33% of children aged 7 to 14 and 60% of 15- to 17-year-olds were out of school. The source of the data is Pnad Continuous (IBGE) and the publication "Statistics of Basic Education in Brazil" (Inep, 1996). Calculations of Todos Pela Educação.

¹² The categories race/skin colour, according to the respondent's self-statement - "Whites", "Blacks" and "Pardos" - do not terminate the race/skin color categories raised by IBGE. The indicators for "Yellows", "Indigenous" and "Undeclared" were not determined because they did not have enough observations to ensure statistical validity

far from being achieved¹³. The impacts of the pandemic on Education, strongly accentuated by the long period of school closures (OECD, 2021d) and poor management of the Ministry of Education in recent years (see table below), have deepened this challenging scenario and made it even more necessary to build an updated systemic agenda for the country's Basic Education.



The management of the Ministry of Education in the Bolsonaro government

Another context factor that needs to be taken into account in the debates about the future of educational policies in the country is what the Ministry of Education of the Bolsonaro government has done and, above all, has stopped doing since 2019.

The current federal government has conducted an educational management marked by lack of planning, discontinuity of relevant policies, absence and omissions in the face of Brazilian challenges and institutional weakening of the MEC and its municipalities. In addition, it gives priority to the advancement of disconnected agendas of the main problems of education (such as Homeschooling) and/or retrograde pathways and without any evidence regarding their effectiveness (as in the case of the militarization of schools) and promotes frequent conflicts with states, municipalities, National Congress and other actors in the educational sector. It is more than three years since they have made it clear that the MEC's priority in this government is far from being the formulation and implementation of public policies that seek to improve the quality of education. Some examples help to realize this reality:

- MEC abdicated its role as national coordinator of Basic Education, assuming a position with fewer conversations and even confrontation with states and municipalities since the beginning of the Bolsonaro administration¹⁴;
- In the pandemic, the lack of coordination became even more explicit, with the absence of articulated actions between the Union, states and municipalities and the attitude of attributing all the responsibility for addressing the effects of the pandemic in education to subnational entities¹⁵;
- Changes in senior management are constant. Besides the fact that the Ministry is already going into its fourth minister, the average tenure in senior positions is less than a year. For example, there are already five Secretaries of Basic Education, five presidents of Inep, four presidents of FNDE and three presidents of Capes since 2019;
- The constant interference with the technical work of the linked municipalities, such as Inep and Capes, generated unprecedented institutional crises, causing mass resignations and endangering important national policies, such as the National Secondary Education Exam (Exame Nacional do Ensino Médio - Enem)¹⁶;

¹³ For more information, see: <https://observatoriodopne.org.br/observatorio/>.

¹⁴ [Gestão de Weintraub no MEC foi marcada por ataques e projetos parados](#)

¹⁵ [Combate à COVID-19 sob o federalismo bolsonarista: um caso de descoordenação governamental](#)

¹⁶ [Inep: Entenda a crise que levou à saída de 37 servidores do órgão responsável pelo Enem e como isso pode afetar o exame](#)



- The Ministry has presented low rates of budget execution, having reached, in 2020, the lowest value of the decade spent on Basic Education (BRL 32.5 billion)¹⁷;
- In the discussions about the New Fundeb, in 2019 and 2020, the Ministry of Education was absolutely omitted and, a few days before the vote in the Congress, sent erroneous proposals that put at risk the processing of the matter¹⁸;
- MEC's efforts to implement the new National Curricular Guidelines that the National Education Council approved for initial and continued teacher training were announced only in the 3rd year of management and are extremely timid;
- At the peak of the pandemic, the only educational issue listed in the Bolsonaro government's legislative agenda of priorities was homeschooling¹⁹. In addition, the federal government vetoed the Connectivity Bill and was absent in legislative discussions on the Complementary Bills of the National Education System;
- The Support Program for the Implementation of the Common National Core (ProBNCC) was completely discontinued for the stages of Infant Education and Elementary Education early in management²⁰;
- Via Presidential Decree (10.502/2020), the federal government instituted the National Policy of Special Education, regressing to an old and already outdated paradigm of segregation of students in special classrooms and schools²¹.
- No definitions were presented regarding the updating of the Basic Education Assessment System (Sistema de Avaliação da Educação Básica - Saeb), in the light of the BNCC and possible reformulations of the Ideb, whose goals were until 2021;
- There was a great delay in the presentation of a timetable for the implementation of the New Secondary Education and the beginning of technical support actions to the states, which only began in 2021, run into the lack of dialog between the MEC and the Departments;
- The National Literacy Policy (PNA) has important conceptual inputs, but its actions are timid, disjointed from the Common National Core and misaligned with existing efforts in states and municipalities.

These and many other examples are evidenced in the reports of the External Committee of the Chamber of Deputies, which monitors the work of the Ministry of Education (CEXMEC 2019, 2021), and in previous publications of Todos Pela Educação (Todos Pela Educação, 2021d and 2021e). Added together, they show that the period of Bolsonaro management has left deep marks in Brazilian Education, which will take time and multiple actions to be overcome.

¹⁷ [Relatório de Execução Orçamentária do MEC - Set e Out de 2020 \(Todos Pela Educação\)](#)

¹⁸ [Proposta do governo para o Fundeb visa dar proteção política a Bolsonaro, avaliam líderes](#)

¹⁹ [Confira a lista de prioridades do governo na Câmara e no Senado](#)

²⁰ [Os desafios de uma falta de coordenação nacional para a implementação](#)

²¹ [Posicionamento da Rede-In a respeito da nova Política Nacional de Educação Especial](#)



3. RECOMMENDATIONS FOR EDUCATIONAL POLICIES FOR UPCOMING MANAGERMENTS

This section presents public policy recommendations that seek to guide the educational plans of the next state and federal governments, as well as provide complementary information to guide the national educational agenda throughout the next 10 years.

As can be seen, the implementation of the proposed measures requires the action of governments of all spheres - national, state and municipal. The recommendations presented here are focused on the national and state levels because of the 2022 elections²². But it is not intended to propose a single agenda for educational management throughout Brazil. How educational systems in the country have different trajectories and starting points, the policies that are in place here, in particular those that depend on the protagonism of subnational entities to move forward, need to be contextualized at each reality. Furthermore, the detail of what will be synthetically indicated in this document will be the subject of subsequent materials, to be released over the course of 2022.

Before submitting the proposals themselves, it is important to list some premises that guide them. That's what the following section does.

Premises that guide the proposals of 2022 Education Now



Quality for a few is not quality

Since its origin, Brazil has followed an elitist and excluding pathway, denying access to schooling to large portions of the population for centuries. With so many inequalities still existing, strong action is needed to promote equity, based on the laws and regulations already in force on the subject²³.

The proposals presented below, therefore, are rooted in the commitment that more resources and efforts need to be prioritized and allocated to groups in situation of greater vulnerability, with public policies that are able to move away from the vision of seeking only advances in general results and to promote the improvement of quality for all. In other words, the effective fight against inequality presupposes attention and resources commensurate with the multiple

²² As already mentioned, Todos Pela Educação has a specific document to support the educational policies of municipal administrations, which is aligned with the strategy proposed here. It can be accessed at: <https://todospelaeducacao.org.br/educacao-ja/educacao-ja-agenda-para-municipios/>

²³ Learn more about laws and educational standards on the topic at: <https://todospelaeducacao.org.br/noticias/diversidades-e-as-legislacoes-da-educacao/>



and often, overlapping vulnerabilities of students. It also highlights the need for specific actions for different groups, according to their realities and demands. This is the case, for example, of the modalities of Special Education, Rural (Countryside) Education, Indigenous School Education and Quilombola School Education, which have their own National Curriculum Guidelines, regulated by the National Education Council.

Anti-racist education as a condition of transformation

By the inertia of omission or by the impact of public policies whose premises and objectives were openly racist²⁴, the Brazilian educational system is marked by racial abysses that express themselves in different ways. This reality demands that a systemic agenda for Brazilian basic education, such as the one proposed here, be intentional and based on the premise that there is no racial democracy in the country, with racism being a structuring obstacle in the promotion of quality education for all. In this regard, stands out the urgent need for the anti-racist perspective and the promotion of a Education for ethnic-racial relations are present in a specific and transversal way in all stages of educational policies, from the moment of defining their objectives and planning to implementation, monitoring and assessment. So profound has been the silencing of the reality of structural racism over time that, in order for this goal to be achieved, in some instances, it will still be necessary to initiate an incisive and systematic effort of racial literacy. It is not possible to transform Brazil without anti-racist Education being seen as a precondition for equitable and quality education²⁵.

No easy way out of complex problems

There is a vast literature showing that significant advances in Education are not made by a single public policy capable of addressing all the challenges at once or by a fragmented set of actions²⁶. Substantive transformations, which are sustained over time, require the coordination of multiple policies, very well articulated and coherent among themselves, contextualized for each reality, well phased and with continuity over time. They involve a large number of actors from the education system and also interaction with different areas (intersectoral efforts). There is, therefore, no easy solution to the complex challenges of educational quality. As will be observed, this understanding is present in the proposals that will be presented, assuming the need for a high degree of political commitment and excellence in educational management.

²⁴ See, for example, Santos et. al. al (2013).

²⁵ Although the measures presented here do not yet bring details in this regard, Todos Pela Educação is deepening efforts for racial equity in Education, adding to people and organizations that have long discussed and worked on the theme to produce, throughout 2022, specific proposals related to the topic. See more about this work at: <https://todospelaeducacao.org.br/noticias/todos-inicia-rodadas-de-escuta-visando-fortalecer-a-pauta-racial-em-suas-propostas-do-educacao-ja-2022/>

²⁶ For example, Payne (2013), Fullan and Quinn (2015), Pritchett (2015), Fullan and Gallagher (2020).



Significant and lasting changes in Education depend, above all, on people

Successful educational transformations involve changes in laws, rules and management instruments and rites, but they are essentially the understanding that it is the people who actually make and sustain change. People who not only have the necessary skills, but also the resources they need and the motivation to perform their duties. People who understand and engage with the goals and strategies established for advances in the system, who have a shared purpose and who work collectively for educational quality. This focus on the human element of Education guides the set of recommendations presented here and points to the emphasis that needs to be given to proposals aimed at valuing and professionalizing all actors in the educational system.



Brazil has a lot to learn from Brazil

Evidence and international cases are extremely important to the discussion of Brazilian public policies, but one of the highlights in the country's educational scenario in the last decade is that many states and municipalities, including in more adverse contexts, have successfully implemented large-scale educational policies, which can inspire initiatives throughout the national territory. Public policies adopted and consolidated in states such as Ceará, Espírito Santo and Pernambuco, and in municipalities such as Coruripe (AL), Sobral (CE) and Teresina (PI), show that Brazil has much to learn from itself²⁷. The learning of these and several other cases in the country are present in the following proposals.

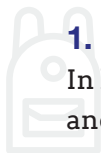
From these premises, proposals are established that aim to contribute to the educational plans of the next governments. First, ways are presented to mitigate the immediate effects of the pandemic on Basic Education. Then, recommendations for structural measures are presented, which form what we call here "contributions to the construction of a systemic agenda".

²⁷See what these states and municipalities have done in: <https://educacaoquedacerto.todospelaeducacao.org.br/>. These states and municipalities were highlighted here because of their results in the Ideb, although it is recognized that they also have educational challenges. At the municipal scope, Teresina has the best Ideb of the Initial and Final Years of Elementary Education among the Brazilian Capitals; Sobral has the best result among all municipalities with a population greater than 100 thousand inhabitants; and Coruripe has the highest indicator among all with a population above 50 thousand inhabitants. Among the states, Espírito Santo has the best result of learning in Secondary Education; Pernambuco is one of the only two states in which the public network reached the Ideb target in this stage (along with Goiás) and has the 3rd best result, even with the 17th GDP per capita among the Federative Units; and Ceará is among the top five results among the states in all stages, having the 23rd GDP per capita among the Federative Units.



Actions to mitigate the immediate effects of the pandemic on Basic Education

As already argued, the pandemic brought multiple and serious impacts to the educational sector, which will not be overcome quickly, in a few months. Therefore, the next state and federal administrations, together with the municipalities, will still play an extremely important role in confronting these effects. This is the scope of the following proposals, which include measures that were already important before the pandemic and have become even more essential in the current context of Basic Education. They follow the current educational legislation, the guidelines of the National Council of Education (Opinion 06/2021) and are inspired by discussions and formulations that already occur in several Brazilian state and municipal governments, in experiences from other countries and in recommendations made by organizations international²⁸. These proposals are divided into four main fronts:



1. Coping with dropping out and abandonment of studies

In light of extremely worrying projections of increased school abandonment and dropout rates, especially among the black and poorer population, it will be essential a continuous and broad effort of the public power, over the next few years, to ensure that children and young people are in school and feel part of the school life, with full learning potential. Initiatives in this direction necessarily need to be intersectoral in nature. More immediately, it is essential that, in an integrated way, public agencies (such as the Departments of Education, Social Service, Public Prosecutor's Office and Guardianship Council) act in the active search of children and young people, with identification, registration, control and monitoring of those who are out of school or at risk of dropout at that time²⁹. The social safety network, more than ever, needs to be strengthened. The transfer of income to families, the payment of scholarship to students linked to school attendance and the completion of teaching stages and actions to ensure food security and the protection of those in situations of greatest vulnerability are of paramount importance and will need to be structured and/or strengthened. In addition to this, actions that seek to raise awareness among family members, students and society in general regarding the importance of the school, amplify contact with families and students³⁰ and involve students themselves in their peers' engagement processes. One of the most important parts of this process is to restore and strengthen the school's bond with the community. More continuously, networks need to be dedicated to strengthen the investigation of the causes of dropout from the point of view of each student, even identifying whether there are discriminatory practices in the school environment that make their permanence unsustainable.

²⁸ UNICEF, UNESCO, the World Bank and the IDB, for example, have produced studies and guiding documents that can subsidize Brazilian educational policies. The study "International survey of the resumption of onsite classes" (entitled in Portuguese as *Levantamento internacional de retomada das aulas presenciais* (Vozes da Educação, 2020) shows different responses from countries in the resumption of face-to-face (onsite) activities.

²⁹ UNICEF and Undime have developed, in partnership with states and municipalities, an intersectoral strategy to active scholar search that can be adopted as a reference. More information at: <https://buscaativaescolar.org.br/>.

³⁰ Some education departments are implementing low-cost solutions to reduce dropout and abandonment of studies. One example is sending nudges - reminders and suggestions aimed at influencing people's behavior and decision-making - via text messages (SMS) to students and guardians.



2. Conducting actions of reception and emotional support

The impacts of the pandemic on the mental health of students and education professionals are diverse (Holmes et al., 2020; Xie et al., 2020). In addition to the direct effects of the long period of social distancing and feelings of fear and bereavement, there are impacts of the economic situation and the increase in other social problems. Opinion surveys with the school community have already been pointing out these effects³¹, which are expected to be long-lasting and to affect school dynamics in a substantial way. In this sense, it is necessary that strategies to support the mental health of students and education professionals become a reality in the education networks and are adopted continuously and perennially. The composition and appropriate training of the teams responsible for the reception actions in the school, the promotion of listening and dialogue spaces between students and professionals, the intensification of the relationship with families and the training of teachers to deal with the mental health issue are examples of important points³². As specialized professional support is also essential, especially for the most severe cases, strengthening intersectoral action and referral protocols to other services, considering the relevance of the Family Health Strategy and the action of Social Service, is central to the success of such initiatives.

3. Recomposition of learning

It has become even more essential to take actions aimed at overcoming gaps and reducing learning inequalities, which already existed and have been severely deepened with the pandemic. The most vulnerable students had less access to remote education, which already has their own limitations, so the impacts on learning for this group were even greater. Therefore, the effort to overcome this scenario needs to be breathless and with special attention to students who have been most harmed by the long period of school closures and migration to remote education. The starting point should be curriculum reorganization³³, together with the municipal and state councils of Education, from the local curricula reprepared in the light of the National Common Curriculum Base (Base Nacional Comum Curricular - BNCC)³⁴. This strategy has already been used by the most of the education networks (Undime, 2021). From there on, diagnostic assessments should provide the basis for specific programs for the recomposition of learning. Such programs must have their own strategies, methodologies and teaching materials for this purpose. An example is the formation of smaller temporary classes, with students with closer learning levels, who receive pedagogical activities focused on the knowledge and skills they still need to develop³⁵. They allow for greater interaction between the teacher and students, supporting the understanding and overcoming of each one's obstacles.

³¹ 58% of parents and guardians say students are very likely to experience emotional problems (Datafolha, 2021). In November 2020, 51% of teachers were very concerned about their mental health (Instituto Península, 2020).

³² The Ayrton Senna Institute has published guides with strategies for post-social isolation, which can be accessed at: <https://institutoayrtonsenna.org.br/pt-br/socioemocionais-para-crisis/>

³³ The guidelines of the National Council of Education (Opinion 06/2021) guide a curricular continuum that consider 2020, 2021 and 2022.

³⁴ The Instituto Reúna has prepared the Focus Maps of the Common National Core (BNCC), whose objective is help guide curriculum flexibility and content choice in extreme situations, such as the corona virus pandemic. Available at: <https://institutoreuna.org.br/projeto/mapas-de-foco-bncc/>

³⁵ As is the case with the approach known as "Teaching at the Right Level", which has been used by several countries and by some educational networks in Brazil to overcome learning disabilities. See more at: <https://www.teachingattherightlevel.org/>



The expansion of integral Education, with emphasis on the most vulnerable regions, becomes an imperative for an effective mitigation of the effects of the pandemic on Education.

If used well, educational technologies can be very effective in these initiatives (Muralidharan et al., 2019). The training of teachers for this new reality and the provision of the necessary conditions to carry out the necessary actions is a central premise for learning to be recovered. Moreover, the recovery of what has been lost will only come with more time invested, with quality, in the teaching-learning process. Hybrid teaching strategies, provided they are well implemented, in which students do some learning recomposition activities remotely as a complement to face-to-face classes, may be a short-term alternative. However, it is the expansion of full-time schools, especially in the most vulnerable regions of the country, that should be seen as an imperative for a real overcoming of learning gaps. The expansion of the workload should be seen as a way to enable a pedagogical model in fact focused on the integral development of students. Such a movement, to be accelerated in the short term, can be an important lever for the necessary expansion of this model in Brazil (a topic that will be further discussed in the discussion of structural measures).

4. Promoting digital inclusion

The pandemic intensified the debate on technologies in Education and brought positive changes in teachers' perception of the potential of their use in student learning (Conhecimento Social, 2020). As already highlighted, effective actions to overcome learning gaps, which before the pandemic already had in the use of technologies an important ally, have become even more relevant. For this, however, it is urgent to invest in digital inclusion in the country, which still has millions of students without access to connectivity and digital devices. The regulation of Law No. 14.172/2021, which provides for guaranteed access to the Internet for educational purposes for students and teachers of public Basic Education, represents an important step in this direction. If implemented properly, this could enable more effective application of technologies in the post-pandemic period³⁶. Guarantee quality connectivity and technological infrastructure in all public schools and ensure access to equipment and internet for teachers and students, compatible with their age groups, is a key point to be addressed in short term. The development of teaching and assessment platforms, always striving for accessibility, adds to the need for training professionals so that technologies really are used for the benefit of everyone's learning. The promotion of digital inclusion should be seen as a fundamental strategy to enable the intensification of the use of educational technologies in a more effective and lasting way (theme also addressed below)³⁷.

³⁶ Currently, 21.6% of public schools in operation do not have Internet access, according to the 2021 Scholar Census. Even in schools that have access, 70% of teachers in urban schools find it difficult to use technology in their practice due to the low connection speed (Cetic, 2020).

³⁷ In addition, the financial resources in excess of BRL 3 billion that will be managed by the Administrator Entity for School Connectivity (EACE) and by the Follow-up Group for the Cost of School Connectivity Projects (GAPE), created within the scope of commitments arising from the auction of radio frequency bands for the implementation of 5G technology in Brazil, carried out by the National Telecommunications Agency (ANATEL), primarily for connecting schools to the internet, should also be central to this strategy.



The four measures listed above are, mostly, the responsibility of states and municipalities, so that the commitment and performance of Governors, Mayors and their respective administrations are essential conditions for the success of such actions. Collaboration between subnational entities should be seen as a crucial strategy to expand the scope and potential of initiatives in the territories. In other words, the next Governors should not only pay attention to the students of state education networks, but also offer all possible support to municipal administrations. Collaborative policies will be needed to strengthen the response of municipalities to the effects of the pandemic in basic education, seeking especially to reduce inequalities within states. The federal government and the National Congress have the task of seeking to advance impact measures on a national scale, in order to strengthen policies implemented locally and support federative entities, with an emphasis on reducing asymmetries between them. Norms and guidelines for teaching networks, offering free tools and systems and financial support for carrying out actions are some examples of what should be done at the national level.



Contributions to the construction of a systemic agenda in Basic Education

The advancement of a systemic agenda of structural measures is the way for the country to achieve universalization of educational quality.

Although the current scenario requires emergency efforts, the advancement of a systemic agenda of structural measures capable of following up on important policies implemented before the pandemic and introducing other necessary changes and innovations is the only way for the country to meet the greatest challenge in Basic Education: offer quality teaching to all Brazilian students.

To this end, we present policy recommendations that, if prioritized over the next 10 years (2023-2032), have the potential to substantially raise the quality of the country's education systems and reduce the inequalities still so present and deepened by the pandemic.



The set of recommendations consists of 10 structural measures articulated with each other. Although this does not mean facing all the challenges simultaneously, the most recent literature emphatically establishes that it is the effect of the interaction between different efforts, systemically articulated among themselves, that can produce substantial improvements in education systems, and not the adoption of isolated policies, programs or isolated projects (Payne 2013, Fullan and Quinn, 2015; Pritchett, 2015; Fullan and Gallagher 2020). It is intended, with the recommendations presented, to subsidize the pathways that future leaders will define for educational public policies, both nationally and at the state level (considering the current context of each education network).

It should also be noted that the current National Education Plan (PNE), approved by the National Congress in 2014 (Law No. 13.005/2014), is valid until 2024. In other words, it will be up to the National Congress, in the next legislature, to discuss and approve a new PNE. The Ministry of Education is expected to play a leading role in this discussion, which needs to involve, in a participatory manner, the subnational entities, the actors of the school community and society more broadly. It is believed that the recommendations presented here can support this debate.

The 10 measures are organized into three main axes, as shown in figure 6.

Figure 6: Overview of the 10 structural measures of Education Now (Educação Já)





The first axis, called “**enablers of advances in scale**”, lists measures that create conditions for the advancement of other policies and are considered fundamental to leverage changes throughout the national territory. The second axis of proposals, called “**essential school factors**”, includes educational measures that have a great impact on improving students’ learning and are transversal to all stages and modalities of Basic Education. In the third axis, called “**specific pathways per cycle**”, policy pathways are presented for some of the cycles of Education: Early Childhood, Literacy in the first years of Elementary Education, the Final Years of Elementary Education and Secondary Education.

Youth and Adult Education in Education Now

Youth and Adult Education in Education Now

As much as this document does not present, in its axis of “specific pathways per cycle”, proposals for the Youth and Adult Education (EJA), we highlight the need to expand efforts and investments in this modality, aimed at young people and adults who have not had access or have not continued their studies in Basic Education. Brazil still has a historical challenge with these people who had their school career interrupted by structural problems. It is necessary to make great progress in the quality of the EJA offer, in order to seek greater engagement of students and connection with their realities and dreams, so that they have the right to Education finally guaranteed. The pandemic has brought even more relevance to the theme, since many young people have dropped out of school and may not return to schools. The goals and strategies of the National Education Plan indicate ways to be followed, with special emphasis on the structuring of EJA programs integrated to Professional Education (Goal 10), which seeks to enable integration between the schooling process and the professional qualification of EJA students, ensuring better preparation for the world of work for all those who needed to leave school ahead of time.

It is also noteworthy that each of the 10 structural measures considers specific policies that are at different degrees of maturity in the public debate or implementation, as illustrated in Figure 7 (made from the interpretation of Todos Pela Educação on each agenda). Its intention is to show that the proposals that will be presented do not “start from nothing”, configuring an agenda that is already in progress³⁸. That means, there are some themes that require the government’s continuity efforts with improvements, while others still need greater commitment to insert into the agenda, formulate pathways and implement.

³⁸ In addition, it is worth noting that many of the pedagogical concepts and recommendations highlighted here have been defended for many years by great thinkers in education, national and international. The works of Anísio Teixeira, Antonio Carlos Gomes da Costa, Darcy Ribeiro, Florestan Fernandes, Milton Santos, Paulo Freire, Henri Wallon, Jean Piaget, John Dewey, Lev Vygotsky, among many others, were fundamental to the Constitution of current educational thought and, consequently, the understanding of the pathways that need to be followed by Brazilian Education in the coming years.



Figure 7: Different stages of the proposed measures, according to the Todos Pela Educação

Specific policies associated with the measure have little presence in the public debate and / or are few experiences on a subnational scale

- Management of Educational Systems
- School Management
- Final years of Elementary Education

There are already specific policies associated with the measure present in the public debate and / or at an early stage of implementation on a subnational scale

- Governance
- Teachers
- Early Childhood

There are already specific policies associated with the measure being implemented on a national scale

- Financing
- Pedagogical Policies
- Literacy
- Secondary Education

Preparation: Todos Pela Educação.



Axis 1: Enablers of advances in scale

1. Governance

Strengthening national governance of Basic Education

Federal Government, States and Municipalities working together and in a agreed manner to advance public policies of Education

There are still many challenges in coordinating and agreement on public policies in Brazilian Education. Considering the federative system of the country, governance and the established rules of attributions, competencies and collaboration between the Union, states and municipalities have not yet proved sufficient for an effective organization of the educational systems and consequent improvement in the results of Education.

As an example, it should be mentioned that the lack of clarity about some responsibilities ends up generating overlap of functions, as is the case of the offer of vacancies in the Final Years of Elementary Education. In most states, state and municipal governments offer stage registrations, with little alignment with each other³⁹.

The current governance of Brazilian Education also does not respond properly to the diversity in the levels of capacity that entities have for the management of their systems, leaving Departments of Education that have more fragility without the necessary support.

Another challenge is the lack of agreement among federal entities in various educational policies. For example, when the Ministry of Education launches programs to support state and municipal networks without agreeing on how this support will be effective, the result is an unrealized potential of technical and financial resources.

Finally, in addition to the fragile agreement, there is also little collaboration between federative entities in the provision of Education. The organization of joint and coordinated actions among the entities of the federation, as will be exposed below, would qualify and enhance the provision of educational services.

Given this context, improvements in educational quality can be driven by greater cooperation between federative entities, seeking to strengthen the capacities of all spheres for educational public policies.

³⁹ Only in five Brazilian states more than 90% of enrollments in the Final Years of Elementary Education in public schools are concentrated in some network (state or municipal). In Ceará and Maranhão, more than 95% are in municipal networks. In Amapá, Paraná and Roraima, more than 90% are in the state network. In the other states, there is a greater division between state and municipal governments in the provision of this cycle.



GOVERNANCE

Specific recommendations for the federal government

At the federal level, strengthening education governance involves:

- **Regulate and implement the National Education System, in order to stimulate the agreement of educational policies and the collaboration of entities in the management of Brazilian Education.**

The strengthening of the governance of Brazilian Basic Education can advance more robustly from the regulation of the National Education System (SNE), provided for in the Federal Constitution (Art. 214). This discussion has advanced in the Chamber of Deputies and the Federal Senate⁴⁰. Like the areas of Health and Social Service, which have already consolidated their national systems (SUS and SUAS, respectively), it is essential to structure the SNE aiming at a better agreement of educational policies between the spheres of government, in the search for improvements in efficiency and effectiveness of systems management and reduction of educational inequalities in the country (Abrucio and Franzese, 2013; Brazil, 2015; OECD, 2021b). The National Education System, seen as a “system of systems” (and not as a single system), needs to stimulate dialogue and the agreement of policies based on national parameters with quality of the educational offer, defined in common agreement between the federative entities. For this, it is essential that clear responsibilities of each member are established in the educational offer and instances of tripartite agreement (between union, states and municipalities) and bipartite (between states and municipalities in each Federation Unit) so that all spheres act in a more articulate and joint manner (Abreu and Martins, 2019; Todos Pela Educação, 2021b). Subnational collaboration (between states and municipalities and between municipal governments, through various formats of intermunicipal associativism) should be stimulated by the National Education System. And it highlights the importance of the agreement of national policies becoming a basic premise of the Ministry of Education. This is fundamental so that the MEC does not have an action that often oscillates between extremes, sometimes creating standardized programs executed directly with schools (i.e., ignoring the municipal and state Departments of Education), and sometimes absenting from their responsibilities, claiming the autonomy and sole responsibility of states and municipalities. Brazil needs a MEC coordinator, supporter and inducer of advances in the education networks, seeking to reduce the enormous inequities still existing in the country’s Education.

⁴⁰ In March 2022, Complementary Bill (PLP) 235/2019, which establishes the National Education System, was approved in the Federal Senate in a unanimous vote. It was sent to the Chamber of Deputies, where it is under analysis and discussion.



GOVERNANCE

Specific recommendations for state governments

For state governments, strengthening the governance of Education involves:

- **Exercise the role of coordination of educational policy in their state, strengthening the collaboration with municipalities for improvements in the offer of Education.**

It is the responsibility of state governments to ensure the quality of Education for every citizen living in their Unit of the Federation, and not just that of students in the state school system. It is essential, therefore, to strengthen the collaboration between the state government and the municipalities, with constant dialogue and agreements, aimed at implementing actions to support the educational policies of municipal networks. Elements such as curricula, teaching materials, competitions and training for teachers and managers, school calendar, transport, management systems and learning assessments, for example, can be defined or provided jointly, unlike in a fragmented way (carried out by each level of federative entity), which is seen in most of the country. The work of state and municipal Boards of Education is central to the success of collaborative practices in the states. The strengthening of the collaboration regime is a pathway that has been advocated by the National Union of Municipal Education Officers (Undime) and the National Council of Education Secretaries (Conselho Nacional de Secretários de Educação - Consed)⁴¹, major organizations in the governance of Brazilian Education. Fortunately, Brazil already has successful experiences in collaboration between states and municipalities that should serve as inspiration, highlighting the case of Ceará⁴².

⁴¹In 2019, Consed and Undime launched the “Guide for the Collaboration Regime of Member States and Municipalities”, with elements and practical subsidies for a collaborative process between the entities with a focus on learning. The material can be accessed at: <https://movimentocolabora.org.br/guia-de-colaboracao/>

⁴²The case of Ceará will be explored further below. In it, the state government makes use of a set of actions of technical support and encouragement for municipalities to improve their educational outcomes. Todos Pela Educação has systematized some of the main factors behind the success of this case. This work can be accessed on the platform: <https://educacaoquedacerto.todospelaeducacao.org.br/>. The work of Abrucio et. al (2017) also points out central elements of the Collaboration Regime policy pertaining to the state of Ceará (Brazil).



2. Management of Educational Systems

Modernization of the management of educational public administration bodies

Management of the Ministry and The Departments of Education creating conditions and supporting schools to work for the learning of all students

In addition to the need to advance the improvement of the governance of Basic Education, advances in quality at system level undergo improvements in the management capacity of public administration bodies responsible for Education, especially the Ministry and the state and municipal Departments of Education. Without this, the measures proposed here will not be able to be well formulated, implemented and sustained effectively over time.

A crucial point in this debate is the understanding that the modernization of educational management goes beyond well-established organizational management practices, such as the establishment of clear goals, viable strategies to achieve them and the establishment of management tools for results (monitoring of indicators, project monitoring rites, etc.). These elements are essential, but improving educational management requires even more.

The necessary modernization also has to do with strengthening the capacity of educational policy managers, both in the central body and in regional educational bodies, to lead, mobilize and engage people. This is because structural changes, which are sustained over time, hardly materialize without being deeply appropriated by those who effectively implement them in the daily routine of schools: school managers and teachers (Andrews et al., 2017; Fullan and Quinn, 2015; Fullan and Gallagher, 2020).

Not by chance, this is verified in successful examples of educational transformations in large systems in Brazil, such as Secondary Education in Pernambuco and the collaboration regime of Ceará (Nogueira Filho, 2022). In them, there is a common purpose and objectives that are shared among the actors of the education networks involved. In addition, the changes advance from a coordinated decentralization of management, which combines investments in the installed capacities of schools with goals and incentives to improve results. This decentralization takes place through intense articulation between central, regional and schools, as well as the training and monitoring of school managers in order to create an interaction structure capable of supporting them in the contextualization and implementation of educational policies in their respective localities.

However, in Brazil, the predominant scenario is misalignment and lack of articulation between the Departments of Education and schools. In an opinion survey with Brazilian teachers, 59% indicated that they do not agree that the Department of Education for which they work is effectively concerned with improving students' learning, while 66% do not believe that the Department's programs are aligned with the reality of schools (Ibope, 2018). Changing this scenario is a necessary condition for advancing policies aimed at promoting more quality and equity in the educational offer.



MANAGEMENT OF EDUCATIONAL SYSTEMS

Specific recommendations for the federal government

At federal level, the improvement of educational management requires advances in the management of the Ministry of Education⁴³ and increased support to the Departments of Education, involving:

- **Improve the organization of functions and responsibilities within the Ministry of Education and among its municipalities**

The organization of functions between Departments of the Ministry of Education and between the Ministry and its municipalities (such as Capes, FNDE and Inep) is still marked by indefinitions and overlays of responsibilities. A more recent example came with the creation, in 2019, of the Department of Literacy (Sealf), responsible for literacy policies - the same assignment of the general coordination of Elementary Education, within the Department of Basic Education (SEB). Policies and actions related to teacher training also go through several Departments of MEC, such as Higher Education (Sesu), regulation of Higher Education (Seres) and Basic Education (SEB), as well as municipalities such as Capes and Inep. Therefore, it is extremely necessary to give more clarity to what is expected of each of these instances. Also on roles and responsibilities, it is necessary that questions about outsourcing activities be reviewed, since the Ministry has outsourced strategic attributions and internalized operational work.

- **Develop a Human Resources policy aimed at strengthening the technical staff of the Ministry of Education and its autonomous agencies**

The quality of the staff of the federal administration is a decisive factor for the proper conduct of the Ministry of Education. However, Human Resources policies are still very weak in the MEC, making it difficult to value, attract, develop and retain professionals. Among other challenges, a significant portion of the civil servants assigned to the MEC and its autonomous agencies are hired through fragile and non-permanent contracts, there is a high misalignment between the assignment of functions and the profile of the people assigned to them, and there is no policy for performance management and professional development of civil servants. It is essential that a Human Resources policy be developed to match the relevance and challenges of the Ministry of Education.

- **Adopt good management practices and institutionalize them within the Ministry of Education**

The organizational management rituals, such as the definition of goals, the use of indicators for monitoring, the elaboration of action plans and the holding of follow-up meetings for priority projects are intermittent in the MEC, varying greatly according to government, public policy or via

⁴³In 2021, Todos Pela Educação promoted a survey that carried out a broad diagnosis on the Ministry of Education management, identifying its main constraints and inefficiencies. It was based on analysis of data and official documents, as well as interviews with people who have served in senior management of the MEC. The research will be released in 2022, but its findings already underpin the proposals presented here,.

Ministry body. So are the practices of assessment of the actions adopted, the planning of bids, the hiring processes, the monitoring of contracts, etc. In order that the MEC can exercise its role with excellence, it is necessary to make a broad effort to adopt and institutionalize good management practices for its policies and processes. Additionally, the need to improve the budget management of the MEC is highlighted, detecting opportunities for more efficient use of resources and giving more transparency to the expenses and investments of the portfolio.

- **Update the technological park of the federal management of Education**

Information technology is a central factor for the evolution of MEC management, especially with regard to the optimization of its internal processes, the facilitation of the relationship with subnational entities and the improvement of services provided directly to the population (such as Enem, Prouni, Sisu and Fies). However, the technological park of the federal management of Education is outdated, with poorly optimized systems and showing little integration with each other. It is necessary to ensure budget and priority to update this technological park that involves the MEC and its municipalities, bringing greater efficiency and security to their actions.

- **Create a robust program to support the improvement of the management of the Departments of Education**

It is important that the Ministry of Education review its actions to support the management of the Departments, creating more effective strategies for this purpose. The Articulated Action Plan (Plano de Ações Articuladas - PAR), for example, can be improved in a way that is agreed with states and municipalities, with a review of technical and financial support offers. It is important that the MEC provide tools and references to support the different areas and needs of educational management, such as diagnostics of the network, planning, Human Resources management, budget management, contract management, among others.



MANAGEMENT OF EDUCATIONAL SYSTEMS

Specific recommendations for state governments

For state governments, modernizing the management of the Education Department involves:

- **Compose a highly competent management team and invest in the qualification of the employees of the Department of Education**

Educational management is highly complex and requires public managers equal to its challenges. Therefore, the importance of selecting Secretaries and teams with the technical, political and attitudinal competencies necessary for their respective positions is highlighted.



Staff training, qualification and retention are also essential elements, including to allow continuity and sustainability of educational policies over time. Thus, it becomes important to create attractive and well-designed careers for specialists and managers of social public policies, acting in the bodies of public educational administration.

- **Strengthen the strategic management of the Department of Education**

Right at the beginning of the administration, it is essential that the Departments of Education prepare or update a medium to long-term strategic plan, based on an accurate diagnosis of the current situation and on dialogue with the actors in the school community, the State Education Council, other State powers and representatives of civil society. The strategy needs to be based on feasible and cohesive goals that consider advancing educational quality and reducing inequalities (including racial inequalities, which are often ignored). It should also be clearly disclosed to all members of the teaching network. And so that what is planned can become reality, it is necessary to institute rites and management instruments for results, with frequent monitoring of indicators, monitoring of actions and eventual corrections of route.

- **Adopt a democratic management model based on collaborative culture and sharing of purpose among the actors of the educational system**

While “strategy” is an absolutely necessary aspect for a more effective educational management, it is an insufficient condition for the promotion of substantive and sustainable changes. As already mentioned, the approach used in the processes of formulation, communication and implementation of educational policies is the key piece for the transformation of results in this area. Teachers and school managers should be consulted and participate in the construction of guidelines, planning and actions, so that they contribute, identify themselves, appropriate themselves and have a greater degree of commitment to the policies of the Department. In other words, it is from the sharing of purpose, understood here as the clear understanding of what needs to be done and the sense of belonging to a collective mission, that it becomes possible to significantly change the dynamics in schools and classrooms. For this, more than seeking to the dialogue with the network, it is necessary that the principles and management practices of the Department are guided by the idea that profound changes in educational outcomes only occur through the strength, cohesion, collaboration and joint action of all involved.



- **Improve the administrative capacity of the Department of Education, optimizing its management processes**

It is necessary to improve the Department's administrative capacity, enhancing management processes that are crucial to the implementation of good public policies. These include Human Resource management processes (such as the allocation of teachers in schools), procurement and bidding (for food, materials and transport, for example), construction and financial-budget management. As for that last one, there is a need to promote frequent reviews and optimizations, ensuring that resources are invested in priority policies and distributed in order to promote greater equity in the network. It is also essential to enable constant improvement of the information technology systems that support the Department's internal management and the adoption of technologies capable of strengthening the teaching and learning processes in schools (a topic addressed below).

- **Establish a structure capable of offering solid support to schools**

The design of the Department's organizational structure should reflect its priorities and be geared to continuously supporting the work of schools, from both administrative and pedagogical perspectives. It is extremely important to ensure the existence and strengthen the performance in the Department of sectors and/or teams responsible for activities essential to ensure learning, such as assessment, teacher training and the development of teaching materials. In addition, the teams responsible for monitoring and directly supporting the work of schools (activity usually called "school supervision") need to be well structured, with professionals who understand daily school life and are the link between the educational policies of the Department and the school units. In medium and large-sized networks, the regional education bodies, which represent the Department of Education in the various territories of the state, need to be understood and strengthened as a fundamental part of educational management, which includes the qualification of its staff and the choice of professionals with technical and political capacity for its leadership. As they are closer to both state schools and municipal education networks, these agencies are better able to offer them more contextualized and continuous support.



3. Financing

Implementation of a more distributive and quality-inducing financing

Increased investment per student, with reduced inequalities in funding and greater inducement for quality

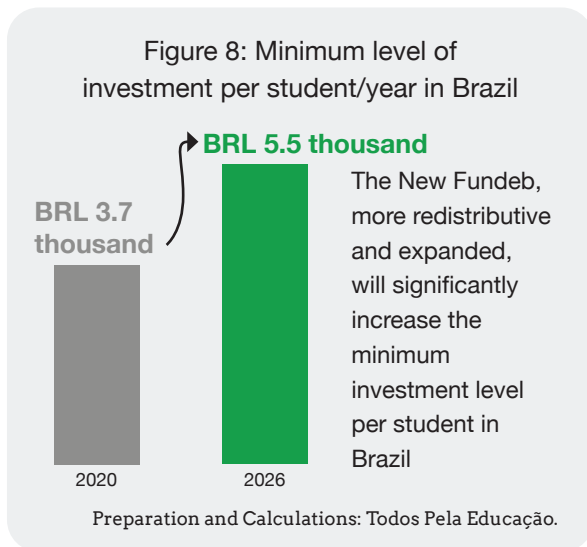
A third enabler of change is educational financing⁴⁴. Brazil had been increasing its investment per student in Basic Education over the last decades, reaching, in 2017, the average of BRL 6,823 invested per student, per year. This value is considerably higher than the average BRL 2,357 of 2000⁴⁵, but is still less than half the average amount spent by richer, OECD member countries. And, in recent years, there has been a drop in investments in Basic Education in the country. In 2020, for example, the MEC had the lowest budget allocation for Basic Education in a decade and educational spending in states and municipalities was also reduced (Todos Pela Educação, 2021c)⁴⁶. With improvements in the management of educational networks, protect and expand investments per student in Basic Education is a vital agenda to enable the advancement of structural changes at scale.

A major highlight in the educational financing agenda was the approval, in 2020,

of the New Fundeb (Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals), through Constitutional Amendment No. 108. Fundeb is the main funding mechanism for Basic Education, redistributing resources among the subnational entities of each Unit of the Federation and counting on a financial supplementation of the Union, earmarked for the entities which are poorer. With more redistributive rules and with an expansion of the contribution

made by the federal government (both to be progressively implemented by 2026)⁴⁷, the New Fundeb should lead the country to a significant increase in the minimum level of investment per student seen among education networks, from BRL 3.7 thousand in 2019 to BRL 5.5 thousand in 2026 (as shown in Figure 8).

In addition to the institution of the New Fundeb, Constitutional Amendment No. 108 brought a important change aimed at creating incentives to advance



⁴⁴ This section turns to the exclusive financing of Education, but it is important to reinforce the need to directed look at the financing of other social policies that have impacts on student access, permanence and learning, such as income transfer programs.

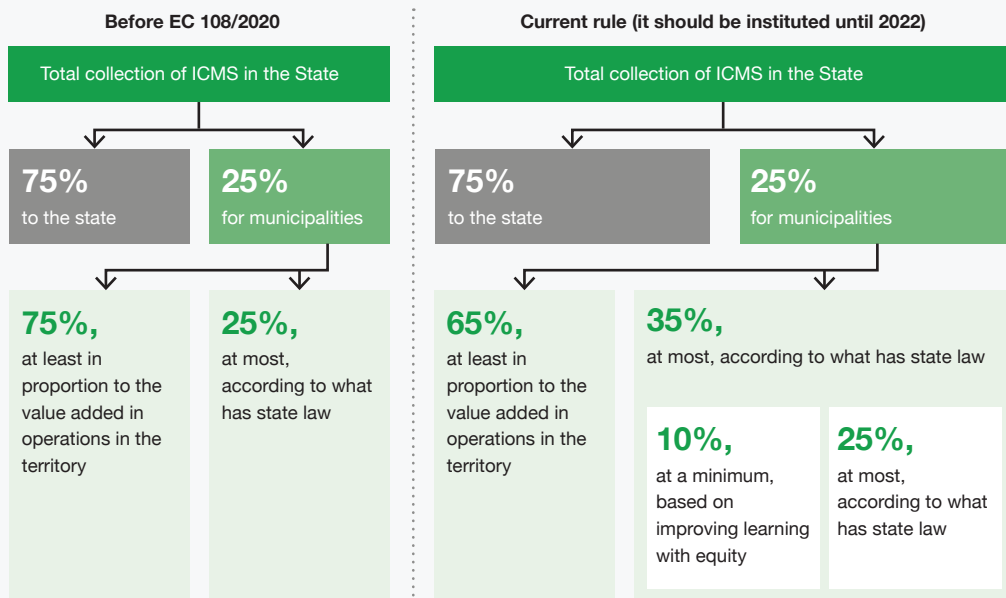
⁴⁵ Real values, 2016. Source: Educational Financial Indicators of Inep

⁴⁶ The impacts of the pandemic on the economy and, consequently, on resources from taxes linked to the maintenance and development of education, they indicate the need to build legal measures that ensure the irreducibility of resources allocated to the sector in annual budgets.

⁴⁷ Find out more about the advances of the New Fundeb at: <https://todospelaeducacao.org.br/noticias/novo-fundeb-aprovado-no-congresso-nacional/>

educational results of Brazilian municipalities. It changed the rules of distribution of the tax on the circulation of goods and services (ICMS) between states and municipalities, establishing that part of this distribution - at least 10% of what must be passed on to municipalities - must have as criteria indicators of improvement in learning outcomes and increase equity, considering the socioeconomic level of students, as illustrated in Figure 9. Inspired by the success of the Ceará experience, this incentive mechanism is configured as an important element for advances in educational quality (Abrucio et al., 2017; Loureiro et al., 2020), and should receive priority from the government in the coming years.

Figure 9: New ICMS distribution rule to municipalities, contemplating criteria for advancement in educational results, with equity



Preparation: Todos Pela Educação.



FINANCING

Specific recommendations for the federal government

At the federal level, the implementation of a more distributive and quality-inducing financing involves:

- **Regulate and implement the redistributive mechanisms and quality inductors approved in the New Fundeb**

The approval of New Fundeb will allow, over the next few years, Brazil to reduce the critical educational underfunding that still persists, especially in the poorest municipalities. By the new legislation, the calculation of the transfer of each state accounting fund and the contribution of the Union will consider the following factors, in each



educational network: (i) the number of enrollments at each level, type and modality of teaching; (ii) the socioeconomic level of the students; (iii) the availability of resources for Education that each one has; and (iv) the ability to collect each one. In addition, there is also an additional transfer model that is intended for public networks that comply with the conditionalities in their management⁴⁸. For all this architecture to become a reality, it is still necessary to finalize the relevant regulations and implement them by October 2023, as provided for in law.

- **Improve transfers from the federal government to states and municipalities and the Salary-Education, giving them a more redistributive character**

It is essential to review other transfers from the federal government to states and municipalities, expanding them and making them more equitable, such as those of the National School Feeding Program (PNAE) and the National Program for Support for School Transportation (PNATE), which are defined in Laws. The financial assistance given by MEC to public schools of Basic Education, through the Direct Money Program in School (PDDE), it can also be improved, gaining a more equitable character and better aligning itself with the existing policies of the Departments with the same objective. In addition, the Salary-Education, a social contribution that is broken down between the Union, states and municipalities, it can also move forward to have a greater pro-equity character, since today it only takes into account the number of enrollments of each educational network.



FINANCING

Specific recommendations for state governments

For state governments, the implementation of more distributive and quality-inducing financing involves:

- **Establish a new ICMS distribution rule to municipalities, inducing improvement in educational outcomes with reduction of inequalities**

States need to move forward in implementing the important change that the New Fundeb Constitutional Amendment (EC 108/2020) has brought for the distribution rules of the municipal quota-share of the Tax on Circulation of Goods and Services (ICMS). In the coming years, it is necessary that the rules for distributing the tax among municipalities consider indicators of improvement in learning outcomes and increase equity in Education. Many states are already advancing on regulation

⁴⁸ The conditionalities provided for by law for the receipt of this portion of the Union supplement are: (i) to have a Collaboration Regime between state and municipalities in state legislation; (ii) implement curricular references aligned with the BNCC; (iii) reduce socioeconomic and racial educational inequalities; (iv) have the participation of at least 80% of the students of each school year in national evaluation exams of Basic Education; and (v) adopt technical criteria of merit and performance in the selection of school managers.



of these changes, but still follows the implementation challenge. If accompanied by technical and pedagogical support measures to municipal networks, this mechanism, inspired by the successful experience of Ceará, which has been implemented for more than 15 years, can serve as a relevant lever to induce quality improvement with equity (Lautharte et al., 2021).

- **Create a funding mechanism for schools that values reducing inequities**

The educational networks need to move towards a more redistributive funding among their schools, allocating more resources and seeking to offer better conditions for those who serve students in situations of greater vulnerability. It is necessary to substantially improve the physical conditions of many schools and, in addition to the basic operating conditions, it is crucial that everyone has sufficient resources to promote an inclusive environment, pleasant, welcoming and with specific identity to the steps the schools attend. Establish mechanisms of financial autonomy and decentralization of resources to schools, mainly for current expenses, is important to ensure more flexibility and efficiency for the school management teams. This is done in several education networks that show good educational results, such as in Sobral, in Ceará (Todos Pela Educação, 2021f). School funding mechanisms can also be designed to encourage progress in results and collaboration between different units⁴⁹.



Axis 2: Essential school factors



4. Teachers

Valuing and strengthening the teaching profession

Well-prepared, motivated teachers with adequate working conditions in all schools

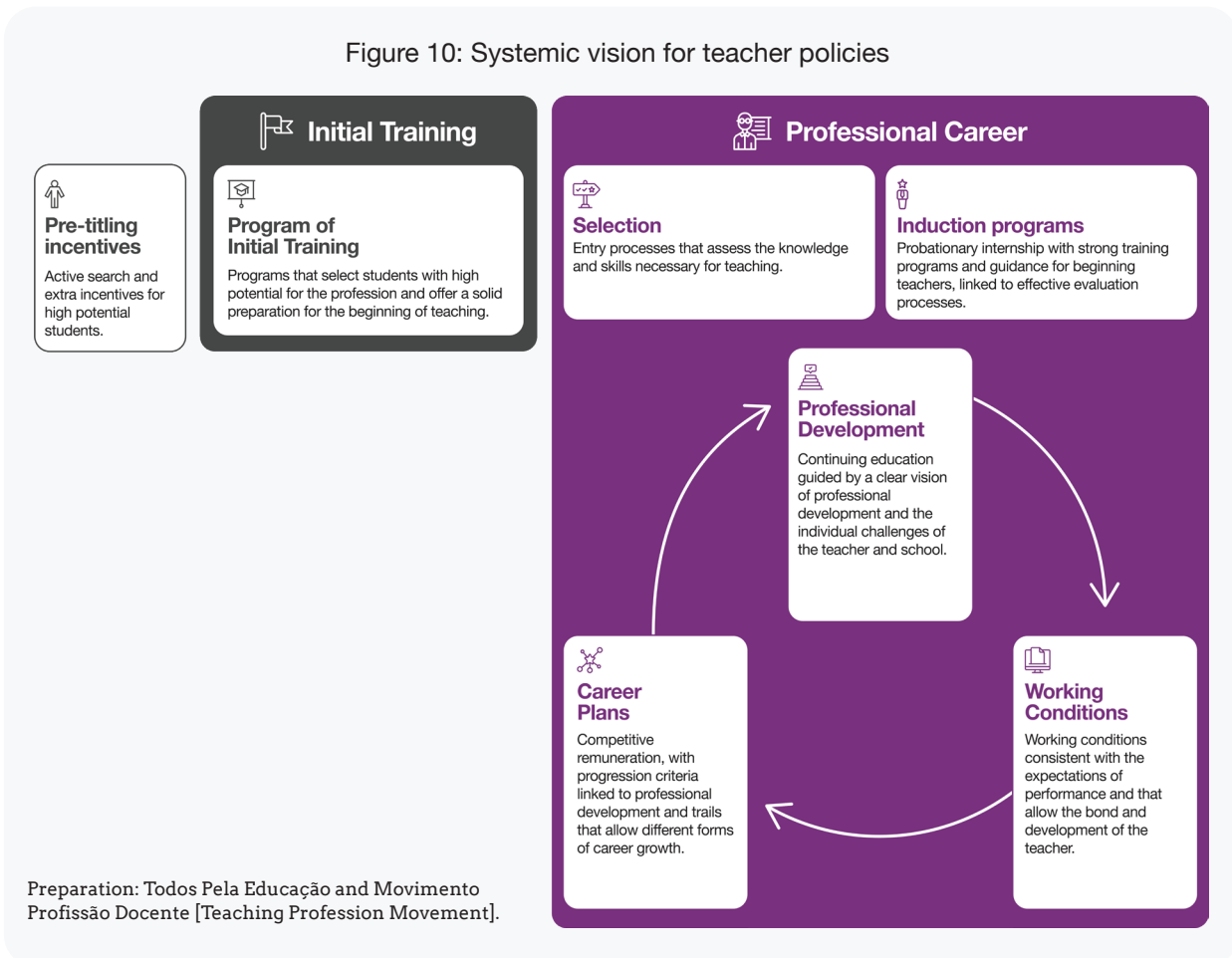
There is no quality Education without well prepared, motivated and with appropriate teaching conditions (Barber and Mourshed, 2007; Bruns and Luque, 2015; Elacqua et al., 2018). Developing a strong teaching profession is therefore, a key objective of several systems recognized for the quality of Education they offer (Darling-Hammond et al., 2017). But that's far from a simple and quick task.

Firstly, it is necessary to go far beyond the vision, often predominant in the educational debate, that only the establishment of goals, evaluations and incentives are sufficient for the improvement of teachers' pedagogical practice

⁴⁹ A great example of a financial mechanism that combines incentives and inducement for collaboration is *Prêmio Escola Nota 10* do Ceará School Award Note 10 from Ceará, an award for schools with the best results with financial resources to be invested in the unit. However, the awarded school only receives the full value of the award if it supports another school with worse results, which also receives resources from the state to improve its performance.

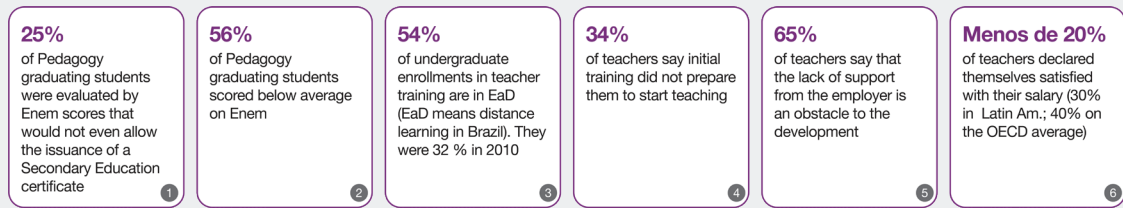
(Mehta, 2013). The challenges are systemic and complex, requiring a set of policies structured in an articulated, coherent and systemic manner. The figure 10 presents an overview of the main factors to be considered, which include attracting students with a solid foundation in Secondary Education for teacher training courses, strengthening the initial training of future teachers in Higher Education Institutions and the professional development of teachers who are working in the classroom.

Figure 10: Systemic vision for teacher policies



Despite the extreme relevance of the agenda, the national scenario on the teaching profession still presents enormous challenges, as the data in Figure 11 help to illustrate. Above all, they show that Brazil needs a broad set of policies aimed at strengthening teaching, in an effort of the federal government, states and municipalities.

Figura 11: Alguns dados sobre a Profissão Docente no Brasil



Sources: 1 e 2. Calculations of Todos Pela Educação; 3. Higher Education Census - Inep/MEC. Calculations of Todos Pela Educação; 4. Ibope (2018); 5 and 6. OECD (2021).



TEACHERS

Specific recommendations for the federal government

Specific recommendations for the federal government

- Create a national program to attract the teaching profession**

It is necessary to create programs and mechanisms that seek to attract students with good academic performance in Secondary Education for courses of initial teacher training (Pedagogy and Degrees) and insert them in a qualified way in the profession. It is notorious that the increase in attractiveness necessarily requires substantial improvements in careers, working conditions and remuneration (elements discussed below). At the same time and in a complementary way, it is expected that the federal government will use strategies that, together with states and municipalities, help in valuing teachers in society. Some examples are national campaigns to value the teaching profession and direct financial incentives, such as scholarships so that young people with high potential seek teacher training courses.
- Restructuring the provision of initial teacher training in the country**

Regarding the Pedagogy and Degree courses themselves, there is a revolution to be made - the most important one under the direct responsibility of the federal government. Firstly, it is noted that Brazil is undergoing a major expansion in the number of new entrants, enrollments and initial training courses to be teachers. Much of this expansion is in the private network and in the EaD modality, without consistent assessments of its quality and without adequate regulation. For example, Pedagogy and Degrees students studying in the EaD modality already account for 54% of the total, a percentage that was 32% in 2010 (Todos Pela Educação, 2019b)⁵⁰. Faced with a fragile regulatory system, the offer of a model that is far from being able to prepare future teachers for a highly complex profession is expanded. In this scenario, it is important to have a broad policy seeking to improve the quality of training offered in initial training courses (new and existing ones), regardless of the modality and network in which they are offered, for

⁵⁰ In addition, in 2019, 66.4% of new entrants to teacher training courses were in the modality EaD, a percentage that is more than double the average of other Brazilian Higher Education courses (Todos Pela Educação, 2019b).



that enable effectively to prepare future teachers for the beginning of the profession. This can be done through better regulatory mechanisms, assessment (of courses and their graduates, such as Enade) and incentives (via Fies and ProUni, for example), seeking to stimulate courses that, among other characteristics, have a focus on pedagogical knowledge of the content (how to teach what is provided for in the Common National Core) and teaching residency in public schools from the beginning of graduation. An experience to be further developed and improved is the Institutional Program of Scholarships for Initiation to Teaching (Pibid), a federal policy instituted in 2007, seeking to ensure greater integration of public schools to the training of undergraduate and pedagogy students. The policies adopted to improve initial teacher training should be guided by the new National Curriculum Guidelines (Diretrizes Curriculares Nacionais - DCNs)⁵¹ for Teacher Training, approved by CNE and ratified by MEC. The process of restructuring the courses should be led by the Ministry of Education, which does not yet have a robust agenda to do in this way (yet part of it, too, can be implemented by state governments committed to the training of their future teachers).

- **To institute initiatives to promote, induce and support the policies of the Departments of Education aimed at strengthening the teaching profession**

In the Brazilian federative system, the states and municipalities have the policies that concern the professional teaching practice itself. However, there is an important role that the Ministry of Education can play, in agreement with states and municipalities, in defining guidelines and parameters that guide them in restructuring and strengthening of topics such as: entry criteria, probationary internship, progression structure and career plans, salary improvements, hiring regimes, use of the “one third” of the workload dedicated to extra-class activities and policies of continuing training. The MEC can provide technical assistance - including, for example, the free provision of tools and systems to support networks - and use a financial induction policy for networks to move in this direction. Finally, considering the changes brought by Constitutional Amendment No. 108, which instituted the Novo Fundeb, it is essential that the MEC has a leading role in legislative discussions in order to update the National Professional Wage Floor Law, defining rules that enable, in a sustainable way, the necessary valuation of the Magisterium in states and municipalities.

⁵¹ For a complete analysis of Todos Pela Educação on the new DCNs, list their positive points and improvement, access: <https://todospelaeducacao.org.br/noticias/Formacao-inicial-de-professores-mudancas-aprovadas-pelo-CNE-podem-ser-inicio-de-grande-transformacao/>.



TEACHERS

Specific recommendations for state governments

For state governments, the set of teaching policies, both for the network itself and for actions in collaboration with the municipalities, involves:

- **Perform a broad diagnosis and planning of the teaching staff**
The reality of many education networks shows that it is still a recurring challenge to ensure that all schools have their full teaching staff, with adequate training and preparation. Therefore, the Departments of Education need to carry out a continuous planning of its staff, diagnosing not only any possible immediate needs of teachers in certain municipalities or certain disciplines, but also, foreseeing major changes in the school model (e.g., the expansion of demand for the expansion of full-time schools) or demographic (reduction of enrollment or teacher retirement).
- **Establish an attractive and sustainable career plan**
The entire effort of valuing teachers, having as structuring axis the professionalization, will be insufficient if it does not happen in a way associated with a broad restructuring of careers. Careers need to be aligned with the most recent discussions on people in the public sector, especially to be able to attract young talent. Salaries and competitive benefits against other occupations with equal training and complexity, analyzed within the reality of each location, new responsibilities according to career progression and developments based on professional skills oriented to the improvement of pedagogical practice are some of the key assumptions to guide the restructuring of teaching careers. At the same time, it is necessary to build professional perspectives for teachers with fixed-term contracts, creating tools to identify and give recognition to different levels of experience and professional competence.
- **Ensure a routine and conditions of teaching work that favor a quality pedagogical performance**
A great emphasis needs to be placed on the routine and proper working conditions of the teachers in the network. It reinforces the importance of the exclusive dedication of teachers to school units, with attractive contracts of 30 to 40 hours per week and the guarantee of extra class time provided by law being used effectively⁵². This workload outside the classroom must be fulfilled preferably at school, provided that the conditions offered for the use of this time are appropriate. This time should be used for, among others, planning of classes, preparation and correction of activities and evaluations, training, coexistence with students and collaborative work with their peers. In the case of training and planning time, it is essential that the Departments make a conscious

⁵² Consed has a document with guidelines for making the use of the "one-third" of hour-activity for more effective continuing training. It can be accessed at: www.consed.org.br/media/download/5c914252db4c4.pdf



effort to ensure alignment of school team schedules, since the processes of allocation of teachers in schools do not always allow collective work. Furthermore, the networks should seek to offer support to the physical and mental health of teachers, who usually point out the high priority that should be given to this theme⁵³.

- **Strengthen the policy of continuing training, in a way that is tied to professional development in the career**

The teaching profession is an extremely complex activity and, to be exercised effectively, teachers must continuously develop new knowledge and skills that help them improve their performance in the classroom. For this reason, it is central that the Departments of Education invest in policies of continuing education⁵⁴, which, if well structured and implemented, can generate major improvements for the teaching practice⁵⁵. An important concept that should be incorporated into teacher training is that of the professional development, guided by the individual needs of the teacher and the school (e.g. early career teachers need more intense and different support than those who have been in the profession for years) and that is tied to the evolution of the teaching career. Teacher training should also pay their light to the promotion of an inclusive, anti-racist education that seeks to contribute to the reduction of stigma, bullying, prejudice, discrimination and violence that so many students still suffer in schools⁵⁶.

- **For future network teachers, qualify the selection processes and probationary internship**

The necessary teacher workforce planning that needs to be done by Education Departments (already highlighted above) helps to identify the need for new hires. In this case, it is essential to improve the selection processes of professionals (both public competitions to increase the number of effective teachers and simplified processes for hiring of temporary teachers), so that they contemplate the assessment of competences related to pedagogical practice, such as demonstration classes. An extremely important issue for the design of selection policies is the inclusion and expansion of racial diversity among the teaching staff, which can be actively promoted in the selection rules. In addition, it

⁵³ Issues related to working conditions should support the reduction of teacher absenteeism, which is a recurrent phenomenon in many education networks. Currently, according to the Saeb questionnaires, 21% of Brazilian public school principals indicate having attendance problems with teachers in their school. Reducing absenteeism involves both initiatives in the field of prevention (such as the highlighted actions to improve working conditions and support physical and mental health) and stricter sanctions for those who have a number of absences incompatible with the proper exercise of the function.

⁵⁴ Movement that should be done in line with devices present in the National Curriculum Guidelines and the Common National Core of Continuing Education, approved by the National Education Council (CNE) and approved by the MEC in 2020.

⁵⁵ Some common characteristics of effective continuing teacher education initiatives are: (i) focus on pedagogical knowledge of content, which involves what and how to teach what is envisaged in the curriculum; (ii) use of active learning methods; (iii) collective work among teachers; (iv) prolonged duration of the training; and (v) consistency of the training with other policies of the teaching network (Moriconi et al., 2017).

⁵⁶ Specifically to combat the prejudice suffered by LGBTQIA+ students, the "LGBTI+ Education Handbook" is a reference by providing guidance to teachers on how to promote respect for sexual diversity in schools. It can be accessed here: <https://cedoc.grupodignidade.org.br/enciclopedia-lgbti/02-manual-de-educacao-lgbti/>

is necessary to implement training and support programs for beginning teachers (also called “induction programs”), which include monitoring and support from a more experienced peer (tutor), and to regulate the assessment of the probationary period after the first three years of professional practice, so that it is an effective mechanism for evaluating the work of beginning teachers and not just a bureaucratic process without concrete value.

- **Create programs of attraction and qualified insertion to the teaching profession**

Finally, also with a view to future hiring, State Departments can create their own policies for attracting and training young people who are studying to become teachers, through scholarships and permanence focused on those with a solid foundation in Basic Education, requiring action in their own network and providing for a progressive and qualified insertion in the school environment. It is possible to integrate this action into the pedagogical project of the network, so that future teachers can effectively contribute to the work of the school and have practical experience consistent with their higher education.



5. School management

Advances in professionalization and support for School Management

Principals and their management teams qualified and supported to act as leaders for learning

Beyond the individual quality of teachers, the boundary of knowledge on educational transformations points out that it is the collaborative work of teaching staff in each school that can actually make a difference in improving student learning at the network level (Hargreaves and Fullan 2012, Hattie 2015).

In this segment, multiple studies highlight the central role of school principals and their teams (in Brazil, commonly composed of a vice-principal, pedagogical coordinators and technicians responsible for financial and administrative issues of the unit) in improving the teaching learning process (Brooke and Soares, 2008; Darling-Hammond et al., 2007; Fullan, 2014; Grissom et al., 2021). The adoption of measures to support and strengthen school management is therefore of paramount importance for the improvement of education systems.

To advance the professionalization of school management in Brazil, it is necessary to recognize that the duties of a school manager are multidimensional, can not be restricted to the financial and administrative spheres alone. The management teams should act, primarily, as pedagogical leaders, aimed at enabling the conditions for the integral development of students. School managers are largely responsible for coordinating the work of teachers and other professionals in the



school and should encourage the development of each one and collaboration between them. It is also necessary to always seek to make the school a more welcoming place that respects human diversity, encourage and engage families in the school life of students and promote effective democratic management. Finally, these professionals constitute the link between the Department of Education and the schools, ensuring the contextualization and implementation of public policies based on the local reality.

For school networks to have more effective school leadership, a systemic set of measures needs to be considered, addressing several aspects, such as selection, training, assessment, attractiveness and conditions of work (Muñoz and Sáez, 2021). Although these are the direct responsibility of the subnational entities, the federal government must play its role in supporting the teaching networks.



SCHOOL MANAGEMENT

Specific recommendations for the federal government

At the federal level, school management policies involve:

- **Establish the Common National Core of Competencies of the Principal and disseminate it to the Departments of Education**
The Common National Core of Competences of the Principal (BNC-School Principal), approved by the National Council of Education in 2021, has the potential to drive changes in school management at the national level. The document establishes a set of guidelines and references for the performance of school managers and defines specific competences⁵⁷ which should subsidize the construction of similar documents by the municipal and state Departments of Education. Considered fundamental to guide and bring more coherence to the various school management policies of the educational networks, the BNC-Principal needs to be approved by the Ministry of Education, also responsible for leading a broad process of discussion and dissemination of the document among the educational networks.
- **Implement strategies to improve the quality of school management courses in Higher Education**
The Ministry of Education has the role of improving its mechanisms for regulating, evaluating and inducing improvements in school management courses in Higher Education Institutions. Currently, these trainings are offered as part of the Pedagogy degrees or through specialization courses lato sensu, master and doctorate⁵⁸. This measure becomes even more relevant, since many educational networks require a graduate diploma in school management for a teacher to act as a principal.

⁵⁷ The competencies of the principals in the Approved Document are divided into four dimensions: political-institutional, personal and relational, administrative-financial and pedagogical.

⁵⁸ According to the provisions of Resolution No. 2/2019, of the National Council of Education.

- **Institute, in the Ministry of Education, initiatives to support the school management policies of the Departments of Education**

As will be presented below, there are a series of measures of extreme importance that the Departments of Education must implement to ensure effective management in their schools. The Ministry of Education can act in a decisive way, from financial support and technical support to advance the necessary changes, such as the provision of national guidelines and the offer of instruments, tools and systems that support the Departments of Education in their school management policies.



SCHOOL MANAGEMENT

Specific recommendations for state governments

For state governments, school management policies, both for the network itself and for actions in collaboration with municipalities, involve:

- **Define the skills and responsibilities expected of school managers**

To support its school management policies, it is important that the Department of Education defines the expected competencies and attributions of its school managers (principals, vice-principals, pedagogical coordinators and other school management functions), to give greater clarity to these professionals about what is expected of their performance, in addition to guiding and giving coherence to the actions of the network in this field. The process must be done in an agreed manner and in dialogue with the management teams and, in the case of the principals, have as reference the existing national regulations (BNC-School Principal).

- **Improve the processes of selection, pre-service training and allocation of managers in school units**

Professionalize the selection processes of school managers, using incentives to increase the attractiveness of positions and considering technical assessment criteria⁵⁹, it is a central measure, which is not yet implemented by the vast majority of education networks in Brazil. Currently, approximately 56% of school Principals in the public school system, for example, are designated exclusively by appointment/choice of the leadership of the Departments, without observing technical criteria (Todos Pela Educação, 2021c)⁶⁰. It is also essential to ensure that future managers receive training before entering the role, which

⁵⁹ Both Goal 19 of Law No. 13,005, of June 25, 2014, which approves the National Education Plan (PNE), and the Article 14 of Law No. 14,113, of December 25, 2020, which regulates the Fund for the Maintenance and Development of Basic Education and the Valorization of Education Professionals (Fundeb), mention the need to use technical criteria, combined or not with the participation of the school community, in the selection of school principals.

⁶⁰ Studies with Brazilian data have already shown a negative impact of the political appointment of school principals, without the observance of technical criteria, in the performance of students, in the perception of the teaching staff in relation to the leadership of the principals and in the school climate (Oliveira and Paes de Carvalho (2018); Assis and Marconi (2021)).



is aligned with the skills needed to start their professional career. Participation and performance in these training activities may even be criteria for evaluating the selection process, as already occurs in some education networks. In addition to implementing adequate selection and pre-service training, Departments also need to design effective processes for the allocation of managers in school units, taking into account, on the one hand, the skills and experience of each professional and, on the other, the complexity of management, educational results and characteristics of schools. In this sense, it is essential to ensure that the most prepared and experienced principals are allocated to the most challenging schools.

- **Offer training seeking the continuous professional development of school managers**

The Departments have the responsibility to implement training actions appropriate to the different phases of development of school managers, a theme indicated as highly necessary by Brazilian principals themselves (OECD, 2021a). Training activities need to consider the competencies and assignments defined by the network, as well as the stage in the career and the needs of each professional (for example, the provision of mentoring programs with more experienced peers for novice principals). The Departments should also carry out periodic assessments with school managers to identify their difficulties and support their professional development processes. Finally, principals can learn a lot from the interaction and exchange of experience with their peers, so it is the role of networks to encourage and enable moments of exchange and cooperation actions between different schools to enhance their training.

- **Ensure proper conditions for the exercise of management in schools**

The exercise of school management is complex and involves activities of different natures. In order for the management team to be able to carry out effective work, it is necessary that it be composed of professionals prepared and in adequate quantity to account for the level of complexity and challenges of each school. Teaching coordinators, for example, are crucial in ensuring learning management, but often have to deal with so many tasks that they are not able to have enough time to fulfill their main function of supporting and promoting the continuous development of teachers. Therefore, it is up to the Department of Education to ensure that all school units have a management team that meets their needs and that these professionals have management tools,

⁵⁹ Tanto a Meta 19 da Lei n° 13.005, de 25 de junho de 2014, que aprova o Plano Nacional de Educação (PNE), como o Art. 14 da Lei n° 14.113, de 25 de dezembro de 2020, que regulamenta o Fundo de Manutenção e Desenvolvimento da Educação Básica e de Valorização dos Profissionais da Educação (Fundeb), mencionam a necessidade de utilização de critérios técnicos, combinados ou não com a participação da comunidade escolar, na seleção de diretores escolares.

⁶⁰ Estudos com dados brasileiros já mostraram um impacto negativo da indicação política dos diretores escolares, sem a observância de critérios técnicos, no desempenho dos estudantes, na percepção do corpo docente em relação à liderança dos diretores e no clima escolar (Oliveira e Paes de Carvalho (2018); Assis e Marconi (2021)).



financial resources and autonomy to contextualize and implement educational policies in line with the reality of each school⁶¹.

- **Strengthen the relationship and joint action between the Department of Education and the management of schools, based on a solid support structure**

As already presented in the proposals on the management of the Department of Education (Measure 2), the support given by the Departments to the management teams of the schools and, in particular, by the regional educational bodies, is of paramount importance. The structuring of a team of technicians responsible for monitoring and supporting the management of the school units of the network (generally, called “teaching supervisors”) is fundamental for the administrative and pedagogical work of each of them. Permanent dialogue and interaction, building a collaborative culture, opening space for participation in decision-making and agreeing on goals for advancing educational outcomes with equity are among some of the important actions to be carried out to bring the Department of Education and school principals closer together, in order to ensure that they move in the same direction⁶².

⁶¹ The case of Sobral provides a good example of how to guarantee autonomy for school management, with effective support from the Department of Education (Todos Pela Educação, 2021f). This point is also well discussed in the work of Bloom et al. (2015).

⁶² A good practice exercised by some Departments of Education is the establishment of management contracts between the central body and the direction of the schools, in which objectives and goals are agreed to be met over time, facilitating the accountability of school managers.



6. Pedagogical policies

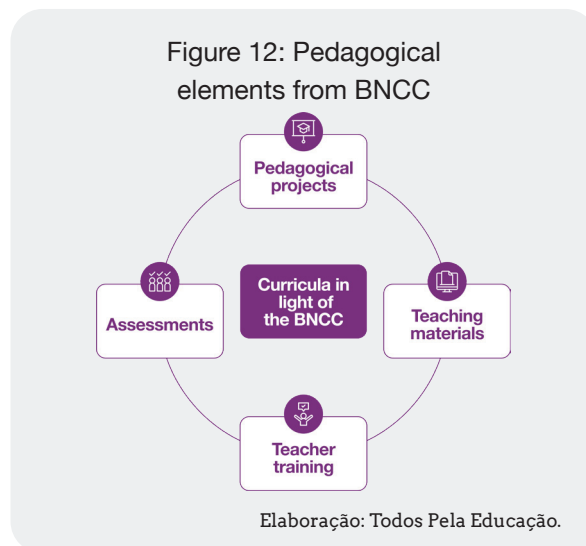
Implementation of the reworked curricula in the light of the Common National Core (BNCC)



Coherent pedagogical management capable of supporting the work of teachers in the classroom

The Common National Core (BNCC), approved between 2017 and 2018⁶³, is a normative document that defines the set of essential learning that all students have the right to develop throughout the stages and modalities of Basic Education. It thus reinforces the need to define clear learning goals and guides the curricula of educational networks throughout the country. In this way, the BNCC not only contributes to improving the pedagogical management made by states and municipalities, but also to the alignment of policies and actions in the national territory as a whole. Therefore, it supports the promotion of educational quality with coherence and equity.

From BNCC approval, state networks, on the basis of collaboration with municipal networks, devoted themselves to the reworking of their curricular references⁶⁴. Now, they have the immense challenge – and the opportunity – to, based on these new curricula, articulate different elements of your pedagogical management, as shown by figure 12. Consistency between these pedagogical elements, having the curriculum as a unifying axis, it is central pillar of educational systems that succeed ensuring learning of their students and, at the same time, reducing inequalities.



The good news is that, although it has been impacted by the pandemic and the lack of a national coordination, this agenda has advanced in the country. Recent research pointed out that the BNCC for Infant Education and Elementary Education is already a reality in several educational networks (CAEd 2021b)⁶⁵.

It is important to mention the need of the new curricula implementation to bring, with more intensity, the adoption of teaching methodologies proven to be effective, including, where relevant, intensifying the use of technologies in favor of learning. The pedagogical practice must always be grounded and in dialogue with related fields of knowledge, to support the debates and actions necessary to generate learning. Its about a highly complex process. In this sense, the investment aimed at strengthening research and the production of

⁶³The BNCC sections referring to Infant Education and Elementary Education were approved in 2017, while the section referring to Secondary Education was approved in 2018.

⁶⁴More than 98% of municipal networks and 22 state networks already have their curricula built in light of the BNCC, according to Observatory for the Implementation of the BNCC and New Secondary Education (*Observatório da Implementação da BNCC e do Novo Ensino Médio*). For more information access: <https://observatorio.movimentopelabase.org.br/>

⁶⁵The research focused on analyzing the curricula for these stages, as the implementation of the Common National Core for Secondary Education has followed a different pace and model, due to deeper changes associated with the so-called "New Secondary Education Law" (an issue that will be addressed later in this document).



specific knowledge in the pedagogical area, encouraging applied research that involves educational agents at the tip, teachers in particular, becomes a key part for improving the teaching and learning process. Brazil is still in the construction of this type of knowledge, which rightly can pave the way for various challenges that are put into practice in the pedagogical scene, including for the process of implementing new curricula itself.

In the coming years, it is necessary that the structuring of pedagogical policies from the curricula elaborated in the light of the BNCC is in the spotlight of all Brazilian educational administrations.



PEDAGOGICAL POLICIES

Specific recommendations for the federal government

In the federal sphere, the set of actions to strengthen pedagogical policies involves:

- **Coordinate, nationally, the implementation of new curricula, with guidelines and support programs**

The Support Program for the Implementation of the Common National Core (ProBNCC), established in 2018, was the way by which the Ministry of Education coordinated, nationally, the construction and implementation of the new structured curricula in the light of BNCC. However, it was discontinued in the field of Infant Education and Elementary Education, still in 2020. This needs to be reviewed. The institution of an instance to ensure, nationally and permanently, monitoring, fostering and making strategic decisions on the pedagogical policies of Brazilian Education is fundamental for the advancement of the implementation of the new curricula designed from the BNCC. Added to this is the necessary technical and financial support that the Ministry of Education should offer for the schools to align their pedagogical elements to the new curricula, seeking greater coherence between them. The collaboration regime, which has been the keynote of this implementation in subnational territories, should continue to be stimulated and strengthened.

- **Improve the National Book and Teaching Material Program (Programa Nacional do Livro e do Material Didático - PNL), aligning it with BNCC and pedagogical policies of teaching networks**

The National Book and Teaching Material Program (PNLD) comprises a set of actions aimed at the distribution of teaching materials for students and teachers in public schools in the country. In the case of the maintenance of the same current model, the notices for the acquisition of these materials need not only to be aligned with the BNCC but also to ensure a high quality level for the approved works. Moreover, considering that, for the most part, the use of books takes place at a



subnational level, it is important that the process of preparation of the notices and the analysis and choice of works has the active participation of representatives of the teaching networks. The program should also strengthen the provision of digital tools and platforms to support the pedagogical work of schools. Finally, it is noteworthy that, in parallel with the improvement of the current model of the PNLD, discussions and studies should be initiated on the relevance and feasibility (financial and operational) of a reformulation more profound of the program in the sense of decentralization and greater customization of the works to the state and municipal curricula.

- **Reformulate national assessments, promoting changes and innovations in light of the BNCC**

National assessments, such as the Saeb and Enem, have different roles, but they are important instruments for the pedagogical policies of the education networks. In light of the BNCC and of the new curricula of states and municipalities, it is necessary to promote a broad reformulation of these assessments, so that they can be aligned with the competencies and skills expected for the different stages of Basic Education. This opens up a possibility of modernizing the assessment system, converging it to models more similar to that of international references (OECD, 2021b and 2021c).

Such changes will also require a reformulation of the Ideb, whose targets have been set until the year 2021. It is important to think about a new composition of the indicator, which can encourage even more pedagogical changes in the networks, the reduction of school exclusion (children and young people outside the education system) and the reduction of existing inequalities.



PEDAGOGICAL POLICIES

Specific recommendations for state governments

For state governments, the set of actions to strengthen educational policies, both for their own networks and for actions in collaboration with municipalities, involves⁶⁶:

- **Coordinate the review of the Pedagogical Projects of each school unit**

The Pedagogical Project (PP) is a document specific to each school unit, which designs and guides its pedagogical actions. Based on the new curriculum referenced in the BNCC, it is important that the Department of Education support schools in their review, ensuring the provision of guidelines and guidance so that the PPs are aligned to the rights

⁶⁶ The processes of (re)designing curricula and monitoring the implementation of these documents are complex, requiring, for example, technical expertise and investment of resources. Thus, it is necessary to strengthen the Collaboration Regime so that states and municipalities can join forces and optimize resources. Despite the significant advance in the homologation of new curricula, more than 150 Brazilian municipalities still do not have new documents for the stages of Infant Education and Elementary Education. For this whole process, the BNCC Implementation Guide, whose construction was led by the National Council of Secretaries of Education (Consed) and the National Union of Municipal Education Leaders (Undime), can guide the actions of the Departments of Education.



and learning objectives that the curricular references of the teaching network bring. This process should be led by the management of each school and done in a participatory way with the school community.

- **Ensure quality pedagogical materials, aligned with curricula, to support teachers' work**

The teaching materials offered to teachers are fundamental for the quality of the work performed in the classroom. The Department of Education must ensure that materials submitted to schools are aligned with the local curriculum in order to support the teachers in the development of curricular objectives, with appropriate scope, sequence and methodology and consistent with the other educational policies of the network.

- **Establish a continuing education structure capable of ensuring the implementation of new curricula in each classroom**

While, in this document, the theme of continuing teacher training is addressed in Measure 5 (on teaching policies), it is important to reiterate here its relevance so that teachers are properly prepared to work with the new curricula. In this sense, the formations should contemplate the characteristics already highlighted previously, which have the support of the literature informed by the evidence, that is: (i) focus on pedagogical knowledge of content, which involves what and how to teach what is provided in the curriculum; (ii) use active learning methods; (iii) promote collective work among teachers in the formations; (iv) have a prolonged duration in time; and (v) have high coherence with other educational policies of the education network (Moriconi et al., 2017).

- **Reformulate the assessments of the Department of Education in the light of the BNCC and establish good pedagogical devolutive instruments of its results**

Many of the country's Departments of Education have their own learning assessment systems, which include summative (end-of-school) and training assessments (carried out during a school cycle, seeking to guide the pedagogical work of teachers and managers during the cycle). These are tools of fundamental importance for education networks. From competencies and skills foreseen in the new curricula and the other pedagogical elements of the Department of Education, it is essential that these systems are reviewed and improved. It is also necessary to institute good mechanisms for pedagogical feedback of assessment results to teachers and school managers, so that the data can, in fact, be used to support the work done in the classroom and in school management.

- **Invest resources in applied research that produces specific pedagogical knowledge**

From the creation of promotion lines aimed at universities (public and private, national and foreign) and specialized organizations, it is necessary to stimulate the production of theoretical and practical knowledge that can support the pedagogical process in general and, at the same time, strengthen the installed capacity in the teaching networks. In this last sense, it is essential to encourage research led by professionals from the teaching networks or, at least, research that contemplates their participation.

A NEW OPPORTUNITY FOR EDUCATIONAL TECHNOLOGIES⁶⁷

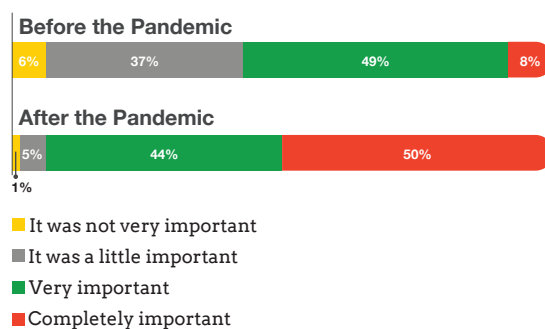
Considering that the presence of technology in personal, professional and civic life is an irreversible reality, learning about technology and its use in educational provision can no longer be seen as a question of “if” but rather a question of “how”. For this reason, this theme is seen in this document as an element of extreme potential to drive the proposed strategy and the achievement of its objectives, in all the measures listed.

The pandemic made this issue even more relevant and exposed the absence of structured policies for educational technology in Brazil. Due to this, Brazilian teachers began to give much more importance to the use of technologies, as shown in Figure 13. No technological solution is able to replace human mediation, but increasingly its potential has been perceived by educators.

Brazilian education needs to treat the issue with due relevance and priority and have strategic plans - at the federal, state and municipal levels - for technologies to become a reality in all schools, supporting the advancement of quality and equity in Education.

In these policies, it is essential to address different categories of educational technologies, such as: the infrastructure (hardware and software not directly related to pedagogical content), of teaching (tools directly related to pedagogical content) and creation and experimentation (materials and technologies that enable students to create objects and experiment), in order to create specific strategies and actions for each of them.

Figure 13: Teachers' perceptions of the potential of technology use in student learning



Source: Social Knowledge (2020).

⁶⁷ This painting was built from Blikstein, Silva, Campos & Macedo (2021) and makes use of excerpts from the document.



Given this complexity, some aspects are essential for managers to articulate actions and create sustainable changes. The guarantee of resources and technological infrastructure with equity is one of them. Technological inputs, such as internet access, computers and laboratories, are basic resources for pedagogical practice today and must be guaranteed in schools by the public authorities. It is also noteworthy that technology programs in Education require high-level training of several professionals. Teachers, for example, need to receive opportunities for the development of digital skills, which give them more conditions to incorporate technologies into their pedagogical practices. Public policy managers need to fully understand how to explore all the possibilities made available by educational technologies, perform quality public procurement, make a good management of what was hired, among others⁶⁸.

Furthermore, it is necessary to ensure, through legislation and support, security and privacy of the data of students and educators collected and stored during activities in schools. It is recognized that technologies, especially invasive ones, evolve faster than regulation on the subject. Therefore, the responsibility for managing, supervising and understanding the use of student data should not fall on teachers and families. The duty to protect personal data in Education is best exercised by contracts between Departments and technology companies. Departments and bodies responsible for contracting for services that collect data (potentially, all technology services do) need to align with other spheres with technical and legal expertise to protect the privacy of children, adolescents and educators. As examples, the National Authority for the Protection of Personal Data, the Public Prosecutor's Office and the Courts of Auditors should be prepared to guide and assist the educational system on the subject.

The recent sanction of the Connected Education Innovation Policy (Política de Inovação Educação Conectada - Picc), through Law No. 14,180/2021, was an important step for the country. The policy seeks to support the universalization of high-speed internet access and promote the pedagogical use of digital technologies in Basic Education, through the availability of materials, changes in initial teacher training and the offer of continuing education to teachers and managers. But, as mentioned, much still needs to be done⁶⁹. The Ministry of Education should have a strong role of supporter and inducer of actions, coordinating and supporting strategies to be adopted collaboratively with state and municipal governments in each Unit of the Federation. Those responsible for the management of educational systems need robust strategies, at all levels of the federation, so that educational technologies can become, in fact, a reality for all.

⁶⁸ The Conviva Educação platform, coordinated by Undime, is an example of technology to support educational public management.

⁶⁹ Recently, Ceipe and Otec (2021) systematized good practices for the implementation of Picc, which can inspire teaching networks in Brazil.



Axis 3: Specific pathways by cycle



7. Early Childhood

Quality Infant education, linked to full-time service in Early Childhood

All Brazilian children receiving full-time service with vast development opportunities in the first stage of life

Evidence from national and international studies shows that proper interventions during Early Childhood (first six years of life) have long-term effects on individuals (Heckman, 2002; NCPI, 2021; FMCSV, 2021⁷⁰). At this stage, the brain forms connections at a single speed, which are the basis for its lifelong development. The stimuli received in Early Childhood have an impact on the way people learn for the rest of their lives, and are also associated with people's emotional and social skills. This means that the experiences experienced by children today shape their future – and their potential to collaborate with society. Research indicates that investing in child development is one of the most efficient strategies to break the intergenerational cycle of poverty. In addition, investments in Early Childhood policies are associated with lower rates of violence, gains in public health and people's productivity during adulthood. This is a period of rapid and strong brain development, being considered a "window of opportunity".

Given this relevance, early childhood policies are essential that promote integral and integrated quality care to children from 0 to 6 years, through intersectoral actions between different areas (such as Education, Health, Social Service and other folders), with well-established governance among them. Such policies have the potential to break with the existing inequalities, which cause vulnerable children to enter Elementary Education without the pedagogical conditions conducive to learning, as with children of higher economic levels. An example of these inequalities is that 54.3% of children aged 0 to 3 years belonging to the richest households are enrolled in kindergarten, while only 27.8% of the poorest children attend school at this stage (Todos Pela Educação, 2021c).

Good news is that the Brazilian legal framework focused on the theme has advanced significantly in recent years. For example, the Legal Framework of Early Childhood, approved in 2016, establishes principles and guidelines for public policies for Early Childhood that meet what scientific evidence and successful experiences point out. However, although there are smaller-scale experiences that can inspire ways⁷¹, the formulation and implementation of these policies are still major challenges in the national territory.

⁷⁰ This paper presents a literature review of studies that show the importance of investments in Early Childhood policies. It was used as a reference for this first part of the text.

⁷¹ The municipality of Boa Vista and the State of Ceará, through the Mais Infância Ceará Program, are examples that have stood out in their Early Childhood initiatives, based on an intersectoral approach to child service.

It is worth noting that the advance of the theme in the country requires the consolidation of a primordial understanding that Brazil, in general, has not yet been able to achieve: although several services related to the care of children and their families are issues of direct attribution of municipalities, the federal and state governments⁷² also have responsibility for child care. This is fundamental for action on a national scale with equity, as indicated by the proposals presented here.



EARLY CHILDHOOD

Specific recommendations for the federal government

At the federal level, the set of policies for Early Childhood involves:

- **Establish the Integrated National Policy for Early Childhood, seeking to achieve what provides for the Legal Framework of Early Childhood**

It is important that the next federal government move forward in formulating and implementing an Integrated National Policy for Early Childhood, in accordance with the established in the Legal Framework of Early Childhood. This policy must be constructed from an approach and coordination that articulate the various sectoral policies, counting with own budget for Early Childhood initiatives. This involves not only strengthening the policies of various Ministries (Education, Health, Citizenship, among others) related to the care and development of children, but the creation of a national governance that ensures the articulation of actions, including strategies and intersectoral protocols. Among the main policies to be constantly strengthened and integrated are the Family Health Strategy, policies to expand and improve the quality of Infant Education (treated with emphasis below) and support actions for families with children aged 0 to 6 years, via broad income transfer programs and parenting support (through home visits⁷³ or activities in groups in specific centers). The proximity of the offer of these services in the territories is fundamental for a more articulated service to the population, and a strategy to be expanded is the creation of multisectoral centers, where several services are provided by their respective areas in the same location. And not only the most basic educational, health and parenting services, but also the promotion of sports, cultural activities, community actions, among others. As a governance strategy for better articulation of measures, the Legal Framework provides that the Union will create a committee intersectoral public policies for Early Childhood, which must maintain permanent articulation with the instances of coordination of state,

⁷²The Better Early Childhood Program, of the Government of the State of Rio Grande do Sul, is an example of how state governments can get involved in actions aimed at child development. The program was launched in 2003 and is ongoing to this day. A systematization of the experience can be found in Verch (2017).

⁷³In this case, the federal government's Happy Child Program (Programa Criança Feliz), which is currently the world's largest program of home visitation for Early Childhood. It is an important program for the country, but needs to undergo improvements in the next administration, seeking to advance the quality of visits offered to families.



district and municipal actions, which need to be created. This can be made possible, for example, by the creation of an early childhood Department, linked to the Civil House (or another Ministry), with powers for the coordination of actions between different folders. Also according to the Legal framework, the Union must offer technical assistance in the preparation of state, district and municipal plans for Early Childhood and to create an individual instrument for the unified recording of data on the growth and development of children, accompanied by a computerized system, to integrate the monitoring of the elements that constitute the provision of services to children.

- **In education, create a national policy to support the expansion of attendance and improvement of the quality of kindergartens and preschools, in collaboration with states and municipalities**
Specifically in Education, the need to expand and qualify the offer of Infant Education, both in Day Care Centers and preschools, stands out. As much as this is a service provided directly by the municipalities, the states and the Union have a fundamental supporting role. Thus, it is proposed the creation of a national policy to support the expansion and qualification of Infant Education, in which the MEC implements its own actions and coordinates and supports strategies to be adopted collaboratively between state and municipal governments in each Unit of the Federation. This policy must be within the scope of the National Integrated Policy for Early Childhood (presented above) and encompass the national strategies within the scope of Infant Education, avoiding fragmentation of actions. Among the most important measures are technical support and strong financial furtherance for: (i) the universalization of Pre-Schools and the expansion of services in Day Care Centers, based on a survey of local demand (especially for the public that most needs this offer - such as those of low socioeconomic status and single-parent families)⁷⁴, (ii) the adoption of national quality parameters for Infant Education (which need to be improved) and (iii) the implementation of the new Infant Education curricula in the light of the BNCC. Also noteworthy is the need for a specific look at Early Childhood Education in national teacher training policies and progress in the discussion on assessment systems in Infant Education, improving Saeb assessments for stage⁷⁵ and adapting and testing models for measuring the quality of Infant Education used with greater intensity in other countries⁷⁶.

⁷⁴ It is important that the next federal government reformulate the National Program for Restructuring and Acquisition of Equipment for the Public School Network for Infant Education (Proinfância) and resume the financial support it gave to municipalities, through the Brasil Carinhoso Program.

⁷⁵ It is important that the next federal government reformulate the National Program for Restructuring and Acquisition of Equipment for the Public School Network for Infant Education (Proinfância) and resume the financial support it gave to municipalities, through the Brasil Carinhoso Program.

⁷⁶ Like those proposed by the initiative Measuring Early Learning Quality and Outcomes (MELQO), UNICEF, which include UNESCO and the World Bank.



EARLY CHILDHOOD

Specific recommendations for state governments

For state governments, the set of policies for Early Childhood involves:

- **Establish an Integrated State Policy for Early Childhood, seeking to achieve what the Legal Framework of Early Childhood provides for**
Like the Union, state governments also have responsibility and relevant role in the policies of care and development of children in Early Childhood, and should articulate and support municipalities in the provision of different services. It is proposed, then, that states create their Integrated State Policies for Early Childhood, in collaboration with municipal governments, with an intersectoral approach and coordination that articulates the various sectoral policies in the territory⁷⁷. This policy should ideally be created in a manner articulated to the National Policy, but the eventual lack of an effort by the federal government can not lead to the deprioritization of the theme in the Federation Units. As already discussed in the national proposal, the policy should seek to strengthen, among several services, health care (especially to pregnant women, prenatal, puerperium and child health), Infant Education (in the expansion and qualification of the offer of Day Care and Preschools) and Social Service (with transfer of income to families and support to parenthood, through home visitation or group activities in reference centers). However, it is not enough just to strengthen services individually. It is also necessary to create strategies for them to be more articulated, promoting the full-time service to children. This is favored when there is a greater territorial proximity in their offer. Centers that aggregate these and other fundamental services for children (involving culture, sports, etc.) should be created and expanded, especially to serve the poorest population with more quality. Regarding the governance of these initiatives, it is worth mentioning that the Legal framework suggests the creation, in the states, of an intersectoral committee of public policies for Early Childhood, in order to ensure this articulation of actions. This committee should act together with municipal committees, seeking collaborative action and technical and financial support from the state to municipalities.
- **In education, support municipalities in expanding the service and improving the quality of Day Care Centers and Preschools**
Following the view established in this document that states should conduct a coordination of Education in their territory, not only pay to their own network, it is proposed that the regime of collaboration between state and municipal governments is also strengthened in the field of Infant Education. With an adequate structure in the State Department of Education to support municipalities, it is necessary to implement specific actions seeking to support municipal efforts aimed

⁷⁷ Some Brazilian states have already made progress in this direction. Currently, the Mais Infância Ceará Program can be considered a highlight in the country among state policies.



at meeting the demand for Day Care Centers, universalize Preschools and promote quality improvements in these two cycles of Early Childhood Education, from the implementation of quality parameters and new curricula built in the light of BNCC. Three important axes for this support are: (i) management support (e.g. helping municipalities to calculate the demand for Day Care Centers, establish computerized enrollment systems that organize queues and give priorities to the poorest children and offer a covenant model for those who decide to follow this model⁷⁸); (ii) infrastructure (support in the construction or reform of Day Care Centers in the municipalities, allocating financial resources, ceding public spaces and donating equipment); and (iii) improvement of the quality (offer training for teachers and managers, teaching materials, specific assessments for the stage, among others). As in the previous topic, ideally this effort should be articulated to national actions to encourage collaboration between entities, but should not have them as a precondition.



8. Literacy

Policies for Literacy at the right age

States and municipalities working together so that every Brazilian child is fully literate at the beginning of their school trajectory

The literacy of all children up to the second year of Elementary Education, as foreseen by the Common National Core, should be one of the most important goals to be pursued by Brazilian society. The essential knowledge of Reading, Writing and Mathematics are indispensable so that students can develop the other skills provided for the rest of the Initial Years of Elementary Education (3rd to 5th grade) and their entire school trajectory. Non-literacy at the right age results in children and young people who are less autonomous, with great difficulties in following classes in all subjects, discouraged and at high risk of dropping out of studies.

Brazil still has critical levels of literacy. The 2016 National Literacy Assessment⁷⁹ showed that 55% of Brazilian children reached the 3rd grade of Elementary Education with insufficient levels of Reading and Mathematics. And this data brings a great inequality between states: while some manage to literate about 60% of their students in the first years of Elementary Education, others reach critical levels of only 20% (Todos Pela Educação, 2021c).

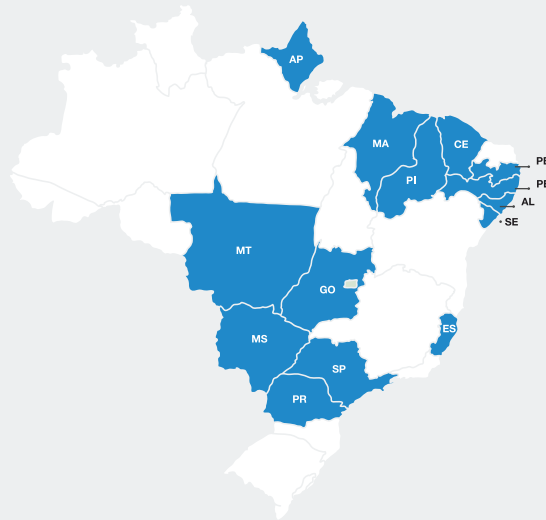
⁷⁸ As done by the municipalities of São Paulo and Londrina, experiences systematized in Todos Pela Educação (2021g).

⁷⁹ The Saeb tests of 2019 included a sample assessment of students in the 2nd year of Elementary Education in Brazil. Despite the fact that the data has already been released, the Ministry of Education has not stipulated what can be considered an adequate level of learning.

The pandemic has worsened this situation, with more serious effects on children in situations of greater vulnerability. Between 2019 and 2021, there was a 66.3% increase in the number of children aged 6 and 7 who, according to their guardians, could not read or write, an effect that was most pronounced among black and poorer students (Todos Pela Educação, 2022a). Changing this scenario is to ensure the right of each child for his future development and precondition for improvements in educational outcomes of subsequent stages of Basic Education.

Despite the challenges, there are national experiences that show how to move forward significantly in scale. One of them is the regime collaboration model of Ceará, initiated in 2007, it became a reference for similar experiences in other states in recent years⁸⁰, as shown by figure 14. In practice, this means that state governments start, each respecting its own local specificity, policies of literacy on a collaboration regime with municipalities of its territory. These occur through a systemic set and integrated support actions and incentive, so that they can raise literacy rates of students (Abrucio et al., 2017; Loureiro et al., 2020; Todos Pela Educação, 2022b).

Figure 14: States with literacy initiatives in collaboration regime between states and municipalities



Preparation: Todos Pela Educação and Instituto Natura.

These programs should be seen as central strategies for advancing literacy levels of Brazilian students, and the focus of the proposals present here.



LITERACY

Specific recommendations for the federal government

In the federal sphere, the set of policies for Literacy involves:

- **Reformulate the National Literacy Policy, in order to induce the expansion of collaborative policies that are already advancing in the states**

In 2019, the Ministry of Education instituted the National Literacy Policy (PNA), led by the newly created Literacy Department (Sealf). The mentioned centrality of the matter in the MEC agenda and

⁸⁰In addition to Ceará, the states of Alagoas, Amapá, Espírito Santo, Goiás, Maranhão, Mato Grosso, Mato Grosso do Sul, Paraíba, Paraná, Pernambuco, Piauí, São Paulo and Sergipe have structured literacy actions in collaboration regime with municipalities.



the promotion of conceptual discussions on the topic⁸¹ they did not culminate, however, in the implementation of public policies that are truly capable of overcoming the challenges of literacy in the country. Thus, the PNA needs to be reformulated by the next government. First, it must ensure that its actions are aligned with the BNCC, which has been ignored. This causes, for example, a disarticulation of PNA programs⁸² with the curricula of the state and municipal education networks, which have just been restructured in the light of the BNCC. This misalignment also exists within the framework of the National Textbook program, the principles of which follow the PNA. More important, however, is to radically change the logic of policy design. The current actions of the National Literacy Policy are totally disjointed with the state literacy policies in collaboration regime that, as already shown, more than a dozen states are following with the municipalities, inspired by the success of the experience of Ceará (whose implementation and expansion will be defended next, in the proposal for state governments). Providing support and induction to accelerate the process of expanding this model in Brazil - for example, through a policy of financial promotion and technical support - should be the priority pathway of literacy policies of the Ministry of Education. Finally, it is necessary that the reformulation of the Saeb, already discussed in Measure 6 of this document, proceed so that it can proceed to give more clarity about the situation of Literacy in the national territory. The character of "sample test", applied in 2019, and the way the results were dissected did not allow this view, since it did not set the level of literacy considered appropriate for students in the second year of Elementary Education.



LITERACY

Specific recommendations for state governments

For state governments, the set of policies for Literacy involves:

- **Implement literacy programs in collaboration with municipalities, supporting and inducing improvements in their policies**

As often addressed in this document, it is understood that state governments need to have an action that goes beyond formulation and implementation of educational policies aimed only at students in the state network, which usually serves Secondary Education students and Final Years of Elementary Education students. As in Early Childhood/ Infant Education policies, it is considered essential that states, in collaboration with their municipalities, can develop a structured public policy focused on children's literacy early in Elementary Education - a stage in which most enrollments are in the municipal network.

⁸¹In The Notebook of the National Literacy Policy (Brazil, 2019) and in the 1st National Conference on literacy based in evidence (Conab).

⁸²Such as the Tempo de Aprender program, which seeks to offer education networks, among other elements, continuing education assistance to teachers and pedagogical and management support related to literacy.



The inspiration for this must be in the recognized literacy program of Ceará (the Literacy Program at the Right Age - Paic⁸³, created in 2007), which, as mentioned, presents significant results⁸⁴. Generally speaking, a program of this nature needs to address two major axes. The first is a solid structure in the State Department of Education that is able to offer technical support to municipalities, especially with regard to support to the management of the Municipal Department and pedagogical elements for literacy, including teaching materials articulated to the curriculum, training of teachers and managers, tools to support school management and specific assessments for the stage. The other are incentive mechanisms, which involve the payment of scholarships for program involvement, awards for higher performance schools and an ICMS distribution design that passes on resources based on learning outcomes (theme already treated as a priority in Measure 3, on Financing). It is the coordinated combination of support and encouragement that, from intense dialogue and agreement with municipalities, enhances the impact of programs like this.



9. Final Years

Construction of a new school design for the Final Years of Elementary Education

Really attractive schools to Brazilian adolescents, preparing them academically and for life in the contemporary world

The Final Years of Elementary Education in Brazil are still marked by low levels of learning and very irregular trajectories of students, with disapproval rates, abandonment of studies and dropout rate much higher than in the Initial Years, even if they were lower in relation to Secondary Education. Problems that, it is worth highlighting, affect black and poorer students in the country much more intensely and should deepen with the impacts of the pandemic⁸⁵. Although the improvement of learning indicators in the Early Years is crucial to mitigate an important part of the challenges, it is essential to restructure the offer of this cycle in Brazil, which has very specific characteristics.

⁸³Since 2015, the program has no longer focused only on the first years of Elementary Education, a period in which occurs the process of literacy of students, and began to support municipal networks throughout Elementary Education. For this reason, it is now entitled the Learning Program at the Right Age (Mais Paic - Programa de Aprendizagem na Idade Certa).

⁸⁴Ceará had the best result among public networks in Saeb - 2nd year, conducted in a sample, has the third best result among public networks in the Early Years of Elementary Education IDEB and is the state with the lowest difference in learning levels among the richest and poorest students at this stage.

⁸⁵If there is no intense effort to recomposing the learnings of students from the Early Years of Elementary Education, the indicators of the Final Years can demonstrate the effects of the pandemic for a longer period, since schools will receive, over the years, students who have not developed competences and skills that they should develop at the beginning of the school trajectory.



First, it is necessary to look at adolescence as one of the great “windows of opportunity” for development and learning, being a critical phase for the formation of cognitive and socio-emotional skills (UNICEF, 2020). This is a moment characterized by a set of emotional, behavioral and physical changes in the lives of students, which require school environments and teachers prepared to deal specifically with the different phases of this period of life. Moreover, it is essential to understand the importance of social challenges that begin to be more relevant at this stage and need to be considered in an intersectoral approach, such as unwanted pregnancy in adolescence, mainly affecting young students who start to have more challenges to follow school, involvement with violence and crime, where the black and poor population is susceptible to the already known rates of death, and the need for students to work to supplement family income, which makes it difficult for the poorest students to complete their studies.

It is also necessary to understand the transition from the Early Years to the Final Years of Elementary Education (from 5th to 6th grade) as a moment full of complexities, especially due to the transition from childhood to adolescence and the experience in a new school organization. If, in the Early Years, students live with a smaller number of teachers (mostly pedagogues of training) and subjects, in the Final Years, they start to have a syllabus composed of many disciplines and classes with specialist teachers (Mansutti et al., 2007). They also usually switch schools, moving from an environment in which they are familiar to a new context and see a greater distance from their families with the school day-to-day. It is essential that this transition, which, in the case of many students involves changes from a municipal school to a state school, is addressed more appropriately by the teaching networks.

Furthermore, the schools of the Final Years are seen as distant from the reality of adolescents, not being connected to their needs, interests and desires. For example, international comparisons show that 15-year-old Brazilian students have less sense of belonging to school than their peers in Latin America and the OECD (OECD, 2021a).

Finally, it is noteworthy that the division of responsibilities for the provision of final years between state and municipal governments (discussed in Measure 1, on Education Governance) accentuates the challenges. As municipal networks end up concentrating their efforts on Infant Education and First Years of Elementary Education and state networks in Secondary Education, the Final Years of Elementary Education are a stage that has a low degree of priority by public administrations and with little alignment on the provision of offer in the same territory. Public policies for the Final Years are still, in general, incipient in the country and there are still few outstanding experiences capable of inspiring new pathways⁸⁶. For this reason, bringing the specificities of the Final Years to the center of the educational debate and reflecting on the possible paths to improve the results of this stage is essential.



FINAL YEARS

Specific recommendations for the federal government

At the federal level, the set of policies for the Final Years of Elementary Education involves:

- **Establish a support and induction program for states and municipalities, in collaboration, to improve their policies for the Final Years of Elementary Education**

Currently, the Ministry of Education does not have a robust policy to support improvement in the Final Years of Elementary Education. The Brasil na Escola Program, established in 2021, lacks a budget and does not have, in its design, a model of support for public policies of the Departments of Education, being focused on financing actions of school units in a centralizing way⁸⁷. It is important that MEC retorts its activities, with a specific program that seeks to coordinate and support joint strategies between states and municipalities, in each Federation Unit. The program needs to provide financial and technical support (with guidelines, instructions and free availability of tools and systems) so that the Departments of Education can make a diagnosis of their main challenges and create or restructure their policies for the Final Years. The implementation of several measures already addressed previously (such as advances in teacher training and working conditions, school management, pedagogical policies and the adoption of educational technologies) is crucial. It is necessary to formulate and implement policies that enable a new conception of school, more engaging and capable of ensuring the integral development of students. Curricular innovations, such as the institution of elective disciplines and discussion of life project, should be promoted and adapted to the context of this stage. Finally, the expansion of the workload in schools should receive priority in the support of the MEC to the networks, being understood as a fundamental strategy to allow a pedagogical model really appropriate to the integral development of students⁸⁸.



FINAL YEARS

Specific recommendations for state governments

For state governments, the set of policies for the Final Years of Elementary Education involves:

- **Establish a set of strategies seeking a new school conception of Final Years of Elementary Education**

With regard to the Final Years of Elementary Education, a primary understanding for a state government is about how occurs the

⁸⁷ As pointed out by Todos Pela Educação in: https://todospelaeducacao.org.br/wordpress/wp-content/uploads/2021/04/Analise-Programa-Brasil-na-Escola_01.pdf

⁸⁸ In 2020, only 7.7% of Final Year enrollments were full-time (Todos Pela Educação, 2021c).



distribution of stage enrollments in its respective Federation Unit, which varies widely in the country⁸⁹. This changes the type of action that should be implemented, which can be an action only with the network itself (in cases where the stage is offered only by the State Department), only via support to the municipalities (when the registrations are fully municipalized) or a combination of the two. The important thing, in these last two situations, is to start from the view that, as in Infant Education and early years of Elementary Education, the state must also articulate and collaborate with municipalities in advancing the qualification of the Final Year offer. As highlighted in the proposal for the national scope, the search must be for a new conception of school, more engaging and capable of ensuring the integral development of students. It is essential to implement the measures already presented earlier in this document, respecting the specificities of the stage. For example, the professional development of teachers of the Final Years should work on the issues of adolescence which, as already mentioned, is a stage of life with many particularities. These measures already addressed should be added to innovations to be developed and tested in the schools of Final Years, such as: the offer of elective disciplines, life project, mentoring programs, use of active learning methodologies and incentives to the role of the adolescent. The states should also prioritize the expansion of the workload in the stage, understanding it as a strategy that can enable school models really focused on the provision of an integral Education.



10. Secondary Education

Reformulation of Secondary Education offer

Secondary Education schools with a new meaning, preparing young people for their future as individuals, citizens and professionals

Secondary Education is the stage of Brazilian Basic Education with the most positive critical results. This is caused by a combination of factors that involve problems originating in earlier grades (such as low learning levels and high rates of age/grade distortion among students who complete Elementary Education) and by specificities of the stage and of the period of life of the young people who attend it. In general, schools still have little connection with the interests of youth, with the world of work and with the reality in which young people are inserted, failing to promote the integral development of students⁹⁰. In addition, the absence of an intersectoral view of youth, with policies that go beyond education and guarantee the rights of young people as a whole and their full development,

⁸⁹ For example, in Amapá, Paraná, and Roraima, more than 90% of enrollments in public schools in the Final Years are in the state network. In Ceará and Maranhão, more than 95% are in municipal networks (Todos Pela Educação, 2021c).

⁹⁰ It is also noteworthy that Brazilian Secondary Education still has more than 10% of students in the regular public network studying in the night shift, according to the 2020 School Census. This model is marked by a precarious offer, far from being able to promote the development of skills and abilities expected to occur at this stage.

contributes to the serious scenario of the stage, as provided for Youth and Child and Adolescent Statutes⁹¹.



Proposals for a reformulation of Secondary Education have been discussed in the last decade. Bill No. 6,840/2013 was an important milestone that has guided the discussion over the years. In 2016, the Federal Government published a Provisional Measure, later converted into Law⁹², which covered a considerable part of important elements that had been debated until then, instituting what it called, at the time, a “New Secondary Education”. Among its most important elements are:

i) A new curricular design, which seeks to be more diverse and flexible, in which all students will study a basic general education referenced in the Common National Core (BNCC) and should have the possibility to choose to deepen in some curricular components or follow a technical and professional training, in the so-called “formative itineraries”⁹³ (the implementation of this design began in 2022 for 1st grade classes and should go until 2024); and

(ii) A expansão da carga horária dos estudantes nas escolas: from 800 hours per year until 2021 (corresponding to approximately 4 hours per day) to 1,400 hours per year (which are approximately 7 hours per day), progressively (and already in 2022, the workload should be at least 1,000 hours per year).

It is worth mentioning the offer to young people of the option for professional and technical training, which is an opportunity to promote qualified productive inclusion in an integrated way in regular Secondary Education. The offer of ETP should be seen as a real possibility of quality training that facilitates the productive insertion of young people and the continuity of studies throughout life, expanding their range of opportunities. It will be necessary to create a solid and continuous plan to expand the technical training itinerary at the national and state level, both to accelerate the increase in enrollments and to qualify the offer, respecting the local economic potential, in order to facilitate the productive insertion worthy of the youths.

If done in a well structured and articulated way to the other itineraries, this will be a path of extreme importance for Brazil. Currently, the participation of Brazilian Secondary Education students in vocational education programs is only 11%, while the average among OECD countries is more than 40% and among Latin American countries is more than 20% (OECD, 2021a). The National Education Plan established the goal of having 4.8 million secondary-level Technical Professional Education (Educação Profissional Técnica - EPT) enrollments by 2024, but currently there are 1.9 million of these enrollments⁹⁴.

⁹¹ It should be noted that Secondary Education policies need to be integrated with other policies related to youth, for the guarantee of their rights and their full development. Financial aid for young people to continue studying, programs aimed at health, public safety, housing, culture and sports are some of the examples of public policies that need to be thought jointly. The federal government already has a National Youth Department, which needs to be strengthened. This is a path to be followed by state governments, aiming at better coordination and integration of policies.

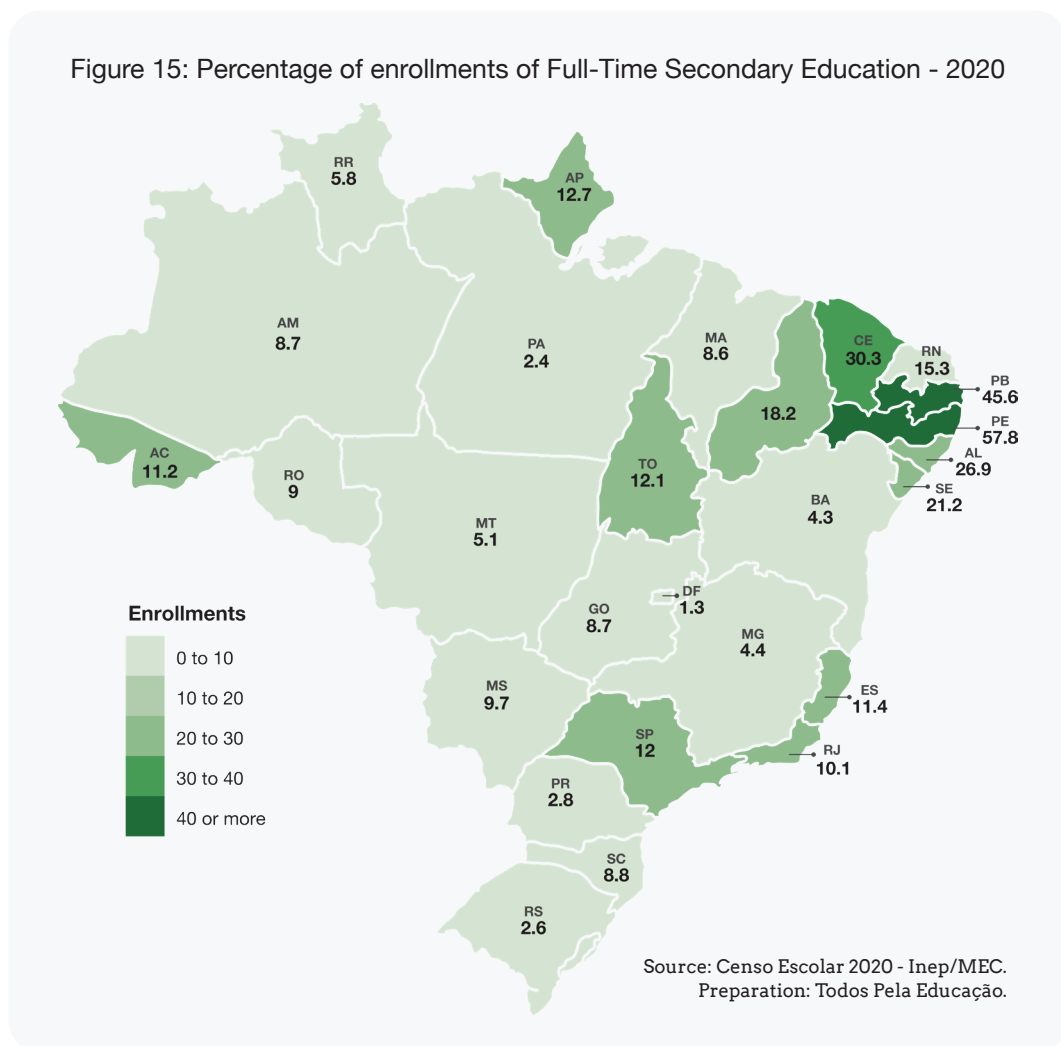
⁹² Provisional Measure No. 746/2016 was subsequently converted into Law No. 13,415/2017.

⁹³ In the definition of the Ministry of Education, “training itineraries are the set of disciplines, projects, workshops, study centers, among other work situations, that students will be able to choose in secondary education. Training itineraries can deepen knowledge of an area of knowledge and technical and professional training (FTP) or even knowledge of two or more areas and FTP.”

⁹⁴ The Midwest (12.2%) and North (10.8%) regions are the ones with the lowest percentages of EPT enrollments in secondary level in relation to the total enrollment of secondary level Basic Education (All For Education, 2021c). The national average is 19.1%.



In addition, as already mentioned, the newly introduced legislation provides for a substantial increase in the course load on the stage. In this sense, it is worth highlighting the importance of the expansion of Full-Time Secondary Education, which have been consolidating in the last years and showing great results⁹⁵ (Instituto Sonho Grande, 2019; Kawahara, 2019; Rosa et al., 2022; Araújo et al., 2020). The experience started in Pernambuco, in 2003, and expanded in the last decade has inspired several other states, which are also supported by the federal government since 2017⁹⁶. The percentage of full enrollment in Secondary Education, which was 1% in 2010, reached 12.4%⁹⁷, in 2020, with highlights for the states of Pernambuco (57.8%), Paraíba (45.6%) and Ceará (30.3%), as shown in Figure 15⁹⁸.



⁹⁵In addition to the improved educational outcomes of Full-Time Secondary Education, there are analyses indicating effects for young people in access to Higher Education and the labor market. A study conducted with graduates of Full-Time Secondary Education in the State of Pernambuco found that these students are more likely to enter Higher Education, have higher monthly salaries and work in highly qualified sectors. In addition, it was found that full-time education was able to close the wage gap (13%) between black and white graduates, as well as increasing the chances of women entering the job market.

⁹⁶Through the Policy to Promote the Implementation of Full-Time Secondary Education (Ensino Médio em Tempo Integral EMTI).

⁹⁷For the estimates, only schools in the state networks were considered. Schools are not included exclusively for Youth and Adult Education, Special Education and Normal/Magisterial Secondary Education. For the Full-time Schools were considered the same selection criteria, but with the additional requirement that the unit maintain at least one Secondary Education class with duration equal to or greater than 420 minutes daily (without considering Complementary Activity), according to the School Census (Inep).

⁹⁸In absolute numbers, these states have 430 (PE), 231 (PB) and 288 (CE) schools. São Paulo is the state with the highest number of schools (691) and announced a 70% growth in Full-Time Secondary Education for 2022.



Based on the understanding that the additional hours becomes more effective when planned as a way to enable a new school model, with profound changes in curriculum structure and in numerous other variables (such as school management, the exclusive dedication of teachers to school and the time for teacher training and collaborative work), this strategy proves to be successful, in particular for students with low socioeconomic status. This should be seen as a model capable of successfully contemplating the changes foreseen in the law for Secondary Education and its expansion can make possible the leap in quality so fundamental and urgent that the stage needs.

The implementation of this set of changes in Secondary Education has been an immense challenge to state governments and, moreover, was strongly impacted by the pandemic⁹⁹. In order to be successful from a national point of view, the continuity of this process therefore requires an active role of the Ministry of Education in order to systematize the bottlenecks already encountered, promote necessary adjustments and, above all, support the States in the implementation of their respective efforts. Without national coordination and role of MEC, there are great chances that the high degree of autonomy inherent in the Law that gave impetus to the changes will result in a scenario of fragile implementation and expansion of inequalities already existing between States. On the other hand, if well implemented and accompanied by several other points, such as those raised above (on teaching profession, school management, pedagogical management, support of the Departments to schools, etc.), the changes could mean significant advances in the quality of Brazilian Secondary Education. Therefore, they should receive high priority from the government.



SECONDARY EDUCATION

Specific recommendations for the federal government

At the federal level, the set of policies for Secondary Education involves:

- **Establish strategies to support and induce the reformulation of Secondary Education, from the new curricular structure, to greater integration with Professional and Technological Education and to the expansion of Full-Time Secondary Education**

The Ministry of Education plays a fundamental role in ensuring that the deep changes needed in Secondary Education are implemented with quality in teaching networks. Actions of a transversal nature to Basic Education, which have already been presented in this systemic agenda (such as measures to strengthen the teaching profession, school management and pedagogical policies), are essential for this to occur, deserving a specific look at this stage. It is necessary to reinforce here, the need for adjustments in Enem and Saeb for Secondary Education, which are national assessments with strong induction power. The National Book and Teaching Material Program (Programa Nacional do Livro e do Material Didático - PNLD) needs to continue to be improved, with the MEC offering quality materials to teaching networks, aligned

⁹⁹ To date, 21 states and the Federal District have completed the last stage of the curriculum change process, according to Observatory of the implementation of the BNCC and the new Secondary Education. According to the schedule released by the federal Government (MEC Ordinance No. 521/2021), in 2022, the implementation of the curricular references should begin at the stage - a process that will progressively extend until 2024. This schedule also establishes deadlines for the adequacy of national policies with the potential to induce implementation.



with the new curriculum structure of Secondary Education. In addition, it is necessary that Ministry to substantially strengthen its policy of technical and financial support to the State Departments, especially those that are behind in the implementation process, assuming a more relevant action of national coordination than that which has been done, at the risk of expanding educational inequalities between states. Supporting the preparation, approval and implementation of new curricula (both basic general training and training itineraries) is one of the necessary actions in the coming months and years. The offer of technical and professional training in regular Secondary Education needs particular attention, in order to increase the number of enrollments in this modality and for the structuring of their training itineraries to be made robustly, aligned with the new National Curriculum Guidelines of the EPT, the National Catalogue of Technical Courses (Catálogo Nacional de Cursos Técnicos - CNCT), the skills required in the world of work in constant transformation and the vocations and desires of youth. This is an important leap that Brazil needs to take, on a national level. Finally, based on the understanding that the real reform in Brazilian Secondary Education, with consequent significant leap in quality, will occur through expansion of Full-Time Secondary Education, the Ministry of Education needs to continue and strengthen its program to support this advance. The elements of this model, which already have proven results, enable the reformulations provided for by Law and form, as a whole, “school projects” that must move towards universalization in the country.



SECONDARY EDUCATION

Specific recommendations for state governments

For state governments, the set of policies for Secondary Education involves:

- **Implement a reformulation of the Secondary Education offer, based on the new curriculum structure, with greater integration with Professional and Technological Education and expansion of full-time Secondary Education**

The State Departments of Education have the immense challenge of leading the reformulation of the offer of Secondary Education in the states, together with the State Boards of Education. The first step to this is the elaboration and approval of curricular references and regulations regarding the new structure of Secondary Education, which has not yet been done in all Federation Units¹⁰⁰. From this, the implementation of the reformulation of the stage in schools should be initiated, based on robust planning¹⁰¹. The pedagogical policies of Department of Education (such as assessments, teaching materials and teacher training) will need

¹⁰⁰For a complete and updated balance on this, access <https://observatorio.movimentopelabase.org.br/>

¹⁰¹The Implementation Guide of the new Secondary Education, built in 2018 by MEC, Consed (National Council of Secretaries of Education) and Foncede (National Forum of State and District Councils of Education), presents ways for this to happen in practice



to be aligned with the new curriculum structure and, more importantly, teachers and school managers will need to receive constant training and support for a new form of work. It is essential that teachers and students are constantly listened to and youth protagonism gain space in school activities. In curricular flexibility, a point of attention is to ensure a diverse offer of training itineraries in all schools, understanding the context of each of them. To do this, it is necessary to consider the offer and training of teachers, as well as the local specificities of indigenous, quilombolas and the countryside schools. The structuring of itineraries focused on technical and professional training needs to receive high priority, given the complexity and relevance of the greater integration of Professional and Technological Education with Secondary Education. The particularities of the labor market and local productive arrangements need to be considered, so the need for constant diagnosis of the regional vocation for the expansion of PTS. As already mentioned, it is advocated, in this systemic agenda, that the expansion of integral Secondary Education is seen as a great path to a quality leap in the stage, incorporating the implementation of the curriculum reformulation provided for in law and having the expansion of the workload as an enabler of new school projects. Thus, accelerating the expansion of comprehensive Secondary Education, as several states have been doing in recent years, is a strategy that should be a priority for future state governments.



4. FINAL CONSIDERATIONS

It's time for Brazil to take care of its people. Its families. Of the people, no matter their origin.

It is time for Brazil to take care of its people. Its families. Of the people, no matter their origin. In a country with so many needs and so unequal, a common theme: Education. Quality Basic Education alone will not solve all problems, but it is central to the development. Therefore, it is essential that the provision of quality Basic Education for all becomes a priority for those who want to discuss a fair, democratic, inclusive and sustainable country project.

We need to take away everyone who is in the perverse cycle of poverty and prepare Brazilian children and young people for current and future challenges. The new generation needs to be able to find a cure for new diseases, mediate new conflicts and contain the environmental impacts of the climate crisis, in addition to living in a world of artificial intelligence, biotechnology and increasingly constant technological revolutions.

The recommendations presented here show that the challenge is complex, but, at the same time, they show that there are paths to be followed. The country needs, more than ever, a systemic agenda for Basic Education at the height of the centrality that the issue deserves.

Political leaders and public managers should read this document not as a prescription, but as a set of policy paths to be combined over time, based on the reality of each territory. The proposals that have been listed serve to stimulate debate on these policies and subsidize the construction of educational plans by the next administrations. Todos Pela Educação will continue to discuss them, with a view to improving and detailing them. In addition, it will be active in the mobilization around the educational agenda before political actors and society in general.

For the present and future of every child and young person, for every Brazilian, for Brazil, we call: Education Now!

It is possible for us to change Education for the better. Therefore, for the present and future of every child and young person, for every Brazilian, for Brazil, we call for: Education Now!



5. BIBLIOGRAPHICAL REFERENCES

Abreu, M.; Martins, R. (2019). **Sistema Nacional de Educação e o Regime de Colaboração entre os entes federados**: documento de sistematização das discussões de grupo de trabalho promovido pelo Movimento Colabora Educação. Movimento Colabora Educação (org.), 2019.

Abrucio, F.; Segatto, C.; Pereira, M.C. (2017) **Regime de Colaboração no Ceará**: funcionamento, causas do sucesso e alternativas de disseminação do modelo. Instituto Natura.

Abrucio, F.; Franzese, C. (2013). **Efeitos Recíprocos entre Federalismo e Políticas Públicas no Brasil: os casos dos sistemas de saúde, de assistência social e de educação**. In: HOCHMAN, Gilberto & FARIA, Carlos Aurélio Pimenta. (Org.). *Federalismo e Políticas Públicas no Brasil*. 1ed. Rio de Janeiro: Editora Fiocruz, 2013, v. , p. 361-386.

Andrews, M.; Pritchett, L.; Woolcock, M. (2017) **Building State Capability**: Evidence, Analysis, Action. Oxford University Press.

Araújo, D.; Bayma, G.; Melo, C.; Mendonça, M.; Sampaio, L. (2020). **Do Extended School Day Programs Affect Performance in College Admission Tests?**. *Brazilian Reviews of Econometrics*, 2020, V. 40, p. 232-266.

Barber, M.; Mourshed, M. (2007). **How the world's best-performing school systems come out on top**. Washington, DC: McKinsey.

Blikstein, P.; Barbosa e Silva, R.; Campos, F.; Macedo, L. (2021). **Tecnologias para uma educação com equidade: novo horizonte para o Brasil**. Transformative Learning Technologies Lab, Dados para um Debate Democrático (D3E) e Todos Pela Educação. 2021.

Bloom, N., Lemos, R., Sadun, R., e Van Reenen, J. (2015). **Does management matter in schools?**. *The Economic Journal*, 125(584), 647-674.

Brasil (2015), Ministério da Educação. **Instituir um Sistema Nacional de Educação**: agenda obrigatória para o país. Brasília, SASE/MEC. 2015. 13 pág.

Brasil (2019). Ministério da Educação. Secretaria de Alfabetização. **Caderno da PNA - Política Nacional de Alfabetização** - Brasília: MEC, SEALF, 2019. 54 p.

Brasil (2020). Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira. **Brasil no Pisa 2018** [recurso eletrônico]. – Brasília : Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira, 2020. 185 p. : il.

Brooke, N.; Soares, J. F. (eds.). (2008). **Pesquisa em eficácia escolar**: origem e trajetórias. Belo Horizonte: Editora UFMG.

Bruns, B.; Luque, J. (2015). **Professores excelentes**. Como melhorar a aprendizagem dos estudantes na América Latina e no Caribe. Washington, DC: World Bank.

CAEd - Centro de Políticas Públicas e Avaliação da Educação (2021a). **O impacto da pandemia na educação: avaliação amostral da aprendizagem dos estudantes**. Centro de Políticas Públicas e Avaliação da Educação da Universidade Federal de Juiz de Fora (CAEd/UFJF) e Governo do Estado de São Paulo. 2021.



CAEd - Centro de Políticas Públicas e Avaliação da Educação (2021b). **Relatório da 1ª etapa da pesquisa de avaliação e monitoramento da implementação da BNCC**. Centro de Políticas Públicas e Avaliação da Educação da Universidade Federal de Juiz de Fora (CAEd/UFJF).

Ceipe e Otec (2021). **Relatório de Boas Práticas de Implementação: a iniciativa BNDES Educação Conectada**.

Cetic - Centro Regional de Estudos para o Desenvolvimento da Sociedade da Informação (2020). **Pesquisa sobre o uso das tecnologias de informação e comunicação nas escolas brasileiras: TIC Educação 2019** / [editor] Núcleo de Informação e Coordenação do Ponto BR. -- 1. ed. -- São Paulo : Comitê Gestor da Internet no Brasil, 2020.

Conhecimento Social (2020). **Retratos da Educação no contexto da pandemia do Coronavírus**. Outubro de 2020.

Darling-Hammond, L.; Lapointe, M.; Meyerson, D.; Orr, M.T.; Cohen, C. (2007). **Preparing School Leaders for a Changing World: Lessons from Exemplary Leadership Development Programs**. Stanford: Stanford Educational Leadership Institute.

Darling-Hammond, L.; Burns, L.; Campbell, C.; Goodwin, A. L.; Hammerness, K.; Low, E. L.; McIntyre, A.; Sato, M.; Zeichner, K. (2017). **Empowered educators: How high-performing systems shape teaching quality around the world**. San Francisco, CA: Jossey-Bass, 2017.

Data Favela (2020). **Educação em tempos de pandemia**. Setembro de 2020.

Datafolha (2021). **Educação não presencial na perspectiva dos estudantes e suas famílias**. 7ª onda.

Elacqua, G.; Hincapié, D.; Vegas, E.; Alonso, M. (2018). **Profissão professor na América Latina: Por que a docência perdeu prestígio e como recuperá-lo?** Washington, DC: Banco Interamericano de Desenvolvimento.

FMCSV - Fundação Maria Cecília Souto Vidigal (2021). **Eleja as crianças - Como o seu governo pode se tornar um campeão da Primeira Infância**. São Paulo.

Fullan, M. (2014). **The principal: three keys to maximizing impact**. Nova York: John Wiley & Sons Inc.

Fullan, M.; Quinn, J. (2015). **Coherence: The Right Drivers in Action for Schools, Districts, and Systems**. Corwin Press and the Ontario Principals' Council.

Fullan, M.; Gallagher, M.J. (2020) **The Devil is in the Details: System Solutions for Equity, Excellence, and Student Well-Being**. Corwin Publishers.

Grissom, J.A.; Egalite, A.J.; Lindsay, C.A. (2021). **How Principals Affect Students and Schools: A Systematic Synthesis of Two Decades of Research**. New York: The Wallace Foundation.

Hargreaves, A.; Fullan, M. (2012). **Professional Capital: Transforming Teaching in Every School**. Teachers College, Columbia University. Nova Iorque, EUA.

Hattie, J. (2015). **What Works Best in Education: The Politics of Collaborative Expertise**. London: Pearson.

Heckman, J.J. (2002). **Skill formation and the Economics of Investing in Disadvantaged Children**. Science, v.312.



- Holmes, E.A.; O'Connor, R.C.; Perry, V.H., et al. (2020). **Multidisciplinary research priorities for the COVID-19 pandemic: a call for action for mental health science.** *Lancet Psychiatry* 2020; 7: 547–60.
- IBGE - Instituto Brasileiro de Geografia e Estatística (1996). **Estatísticas da Educação Básica no Brasil.** Texto extraído do Relatório para a Conferência Internacional de Educação em Genebra, 1996.
- IBGE - Instituto Brasileiro de Geografia e Estatística (2020). **Pesquisa Nacional por Amostra de Domicílios Contínua (Pnad Contínua).**
- Ibope - Instituto Brasileiro de Opinião Pública e Estatística (2018). **Pesquisa Profissão Docente.**
- Instituto Península (2020). **Sentimento e percepção dos professores brasileiros nos diferentes estágios do coronavírus no Brasil.** Instituto Península. São Paulo.
- Instituto Rodrigo Mendes (2020). **Protocolos sobre educação inclusiva durante a pandemia da Covid-19 - um sobrevoo por 23 países e organismos internacionais.** Instituto Rodrigo Mendes. São Paulo.
- Instituto Sonho Grande (2019). **Mais Integral, Mais Oportunidades:** Um estudo sobre a Trajetória dos Egressos da Rede Estadual de Ensino de Pernambuco. Setembro de 2019.
- Itaú Educação e Trabalho (2020). **Educação profissional e tecnológica emancipatória:** juventudes e trabalho. São Paulo: Fundação Itaú para Educação e Cultura.
- Kawahara, L.M. (2019). **Understanding the Impacts of a Full-Time Schooling Program.** Dissertação de Mestrado. Fundação Getúlio Vargas. São Paulo.
- Lautharte, I.; Oliveira, V.H.; Loureiro, A. (2021). **Incentives for Mayors to Improve Learning: Evidence from State Reforms in Ceará, Brazil.** Policy Research Working Paper. Banco Mundial; Education Global Practice.
- Loureiro, A., Cruz, L., Lautharte, I., Evans, D. (2020). **O Ceará é um Modelo para Reduzir a Pobreza de Aprendizagem.** Banco Mundial. Junho de 2020.
- Mansutti, M.A.; Zelmanovits, M.C.; Carvalho, M.C.B. de; Guridi, V. (2007). **Educação na segunda etapa do ensino fundamental.** In: Cadernos Cenpec, n. 4, São Paulo: Cenpec, jul.-dez., 2007, p. 7-45.
- Mehta, J. (2013). **The Allure of Order:** High Hopes, Dashed Expectations, and the Troubled Quest to Remake American Education (Studies in Postwar American Political Development). New York, NY: Oxford University Press, 403.
- Moriconi, G.; Davis, C.; Tartuce, G.; Nunes, M.; Esposito, Y.; Simielli, L.; Teles, N. (2017). **Formação Continuada de Professores: Contribuições da Literatura Baseada em Evidências.** Fundação Carlos Chagas. Relatórios técnicos, 52. São Paulo.
- Muñoz, G.; Sáez, P. **Liderança escolar para a melhoria da educação:** contribuições para o debate público no Brasil. Coleção Políticas Públicas em Educação, n° 1, maio de 2021. São Paulo: Instituto Unibanco e Universidad Diego Portales.
- Muralidharan, K.; Abhijeet, S.; Ganimian, A.J. (2019). **Disrupting Education? Experimental Evidence on Technology-Aided Instruction in India.** *American Economic Review* 109 (4): 1426-60.
- NCPI - Núcleo Ciência Pela Infância (2021). **Primeira Infância.** São Paulo.



Neri, M.; Osório, M.C. (2020). **Tempo para Escola na Pandemia**. FGV Social: Rio de Janeiro.

Nogueira Filho, O. (2022). **Pontos fora da curva: por que algumas reformas educacionais são mais efetivas do que outras e o que isso significa para o futuro da educação básica brasileira**. Rio de Janeiro: FGV Editora, 2022. Prelo.

OCDE (2021a). **A Educação no Brasil: uma Perspectiva Internacional**.

OCDE (2021b). **Education Policy Outlook: Brazil**. Foco em políticas nacionais, subnacionais e internacionais.

OCDE (2021c). **Reforma da avaliação nacional: principais considerações para o Brasil**.

OCDE (2021d). **The State Global Education: 18 months into the pandemic**.

Oliveira, A.C.P.; Paes de Carvalho, C. (2018). **Gestão escolar, liderança do diretor e resultados educacionais no Brasil**. Revista Brasileira de Educação. 23.

Payne, C. M. (2008). **So Much Reform, So Little Change: The Persistence of Failure in Urban Schools**. Cambridge, Massachusetts: Harvard Education Press, 2008.

Pritchett, L. (2015). **Creating Education Systems Coherent for Learning Outcomes**. RISE Working Paper Series.15/005.

Rosa L.; Bettinger, E.; Carnoy, M.; Dantas, P. (2020). **The effects of public high school subsidies on student test scores: The case of a full-day high school in Pernambuco, Brazil**. Economics of Education Review. Volume 87, Abril de 2022.

Santos, A.O.; Oliveira, C.R.; Oliveira, G.S.; Gimenes, O.M.. **A História da Educação de Negros no Brasil e o Pensamento Educacional de Professores Negros no Século XIX**. Pontifícia Universidade Católica do Paraná. Curitiba: 2013.

Soares, J. F., Alves, M. T. G., & Fonseca, J. A. (2021). **Trajetórias educacionais como evidência da qualidade da educação básica brasileira**. Revista Brasileira de Estudos de População, 38, 1–21.

Todos Pela Educação (2019). **Acompanhamento das metas de monitoramento público - meta 3**. São Paulo: Todos Pela Educação.

Todos Pela Educação (2019b). **Formação inicial de professores no Brasil**. São Paulo: Todos Pela Educação.

Todos Pela Educação (2021a). **Aprendizagem na Educação Básica: detalhes do contexto pré-pandemia**.

Todos Pela Educação (2021b). **Sistema Nacional de Educação: pontos essenciais para instituir o Sistema Nacional de Educação e dimensões norteadoras para a tramitação no Congresso Nacional**. Nota Técnica. São Paulo: Todos Pela Educação.

Todos Pela Educação (2021c). **Anuário Brasileiro da Educação Básica 2021**. São Paulo: Todos Pela Educação e Editora Moderna.

Todos Pela Educação (2021d). **2º Relatório Anual de Acompanhamento do Educação Já!**. São Paulo: Todos Pela Educação.

Todos Pela Educação (2021e). **6º Relatório Bimestral da Execução Orçamentária do MEC**. São Paulo: Todos Pela Educação.



Todos Pela Educação (2021f). **Educação Que Dá Certo: o caso de Sobral (CE). Construindo uma gestão escolar efetiva em todas as escolas.** São Paulo: Todos Pela Educação.

Todos Pela Educação (2021g). **Educação Que Dá Certo: os casos de São Paulo (SP) e Londrina (PR): Ampliando o acesso à Creche e priorizando as crianças mais vulneráveis.** São Paulo: Todos Pela Educação.

Todos Pela Educação (2022a). **Impacto da pandemia na alfabetização de crianças.** São Paulo: Todos Pela Educação.

Todos Pela Educação (2022b). **Educação Que Dá Certo: o caso do Ceará. Ampliando as oportunidades de aprendizagens para todos.** São Paulo: Todos Pela Educação.

Undime (2021). **Pesquisa Undime educação na pandemia.** Julho de 2021.

Unesco, Unicef, Banco Mundial e Programa Alimentar Mundial das Nações Unidas (2020). **Recomendações para a reabertura de escolas, 2020.**

Unicef (2018). **Pobreza na infância e na adolescência.** Brasília: Fundo das Nações Unidas para a Infância (Unicef).

Unicef (2020). **Secondary Education Guidance: Multiple and Flexible Pathways.** Published by Unicef. New York, NY 10017. Outubro, 2020. Available at <https://www.unicef.org/reports/secondary-education-guidance-multiple-flexible-pathways-2020>. Accessed on August 19, 2021.

Unicef (2021). **Cenário da Exclusão Escolar no Brasil:** Um alerta sobre os impactos da pandemia da COVID-19 na Educação. Brasília: Fundo das Nações Unidas para a Infância (UNICEF).

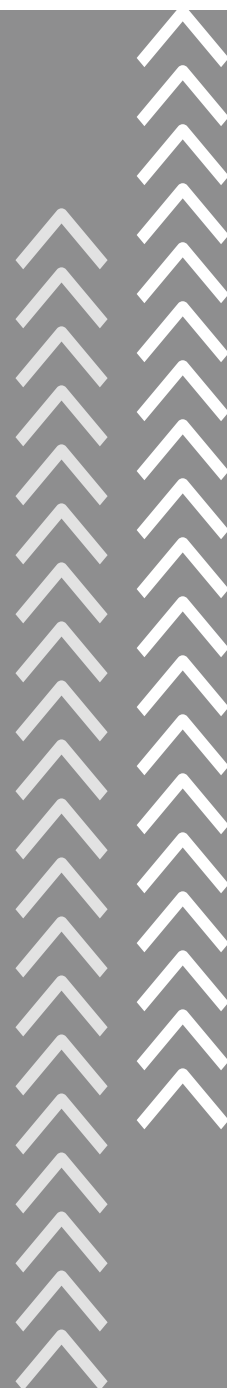
Verch, K. (2017). **Primeira Infância Melhor. Transformando a atenção aos primeiros anos de vida na América Latina: desafios e conquistas de uma política pública no sul do Brasil.** Banco Interamericano de Desenvolvimento e Fundação Maria Cecília Souto Vidigal.

Vozes da Educação (2020). **Levantamento internacional de retomada das aulas presenciais.** Agosto de 2020.

Xie, X.; Xue, Q.; Zhou Y.; Zhu, K.; Liu, Q.; Zhang, J.; Song, R. (2020). **Mental Health Status Among Children in Home Confinement During the Coronavirus Disease 2019 Outbreak in Hubei Province, China.** JAMA Pediatr, 2020.



TODOS
PELA
EDUCAÇÃO



 TODOSPELAEDUCACAO.ORG.BR

 [/TODOS EDUCACAO](https://www.facebook.com/TODOSEDUCACAO)

 [@TODOS EDUCACAO](https://twitter.com/TODOSEDUCACAO)

 [@TODOSPELAEDUCACAO](https://www.instagram.com/TODOSPELAEDUCACAO)

 [/USER.TODOSPELAEDUCACAO](https://www.youtube.com/user/TODOSPELAEDUCACAO)

 [/COMPANY/ TODOSPELAEDUCACAO](https://www.linkedin.com/company/TODOSPELAEDUCACAO)

 [TODOS PELA EDUCAÇÃO](https://www.whatsapp.com/TODOSPELAEDUCACAO)