SEMESP

Public Policy Guidelines for Brazilian Higher Education

Presentation

This document proposes Public Policy Guidelines for Brazilian Higher Education and was prepared by Semesp workgroup of national and international academic experts with relevant backgrounds in education, who were invited to contribute with suggestions for the establishment of a clear, consistent, and long-term public policy, considered as a non-governmental state policy, to foster the dynamics and organization of Brazilian higher education system.

The workgroup brought together Claudio Rama, international consultant and former director at IESALC-UNESCO; Simon Schwartzman, researcher at the Institute for Economic Policy Studies (Casa das Garças) in Rio de Janeiro; Liz Reisberg, Boston College researcher and international consultant; João Otávio Bastos Junqueira, rector of UNIFEOB; Sérgio Fiúza de Mello Mendes, vice-rector of Cesupa; Ana Maria Costa de Sousa, advisor to the Unicesumar Rectory; Rodrigo Capelato, executive director at Semesp; and Fábio Reis, director of Innovation and Networks at Semesp.

The suggestions made by these renowned academics and specialists were complemented by a collaborators group consulted by Semesp on specific topics of their specialty, which included José Roberto Covac, lawyer and specialist in Educational Law; Renée Zicman, Executive Director at FAUBAI - Brazilian Association of International Education; Jose Lourenço Jr., director at Furukawa Brasil; Jeferson Vinhas Ferreira, vice-rector of UNIS; José Moran, New Technologies professor at USP; Samuel Pessoa, researcher at IBRE/FGV; Maria Cristina dos Santos Filho, professor at UNISAL - Lorena Unit; Maria Aparecida Felix do Amaral, Pedagogy Course coordinator and professor at NAP – Pedagogical Advisory Center, UNISAL - Lorena Unit; Marcio Sanchez, professor at EASP/FGV; Rui Curi, professor at Universidade Cruzeiro do Sul; Guilherme Marback, former president of CONAES and rector at Unijorge; Vidal Martins, vice-rector of PUC-PR; and Paulo Fossatti, rector of Unilassale; as well as the contribution of national and international organizations such as ABED and the Department of Education and Training of the Government of Australia.

The educational system is object of Semesp's proposal, contributions, and reflections in numerous local, national, and international forums and meetings. The proposals herein summarized express the efforts from the board, chaired by Professor Lúcia Teixeira, and by countless leaders of our institutions, in these debates and initiatives, in favor of knowledge culture and the ability to keep extending associated benefits to wider portions of the population.

The presentation and dissemination of this document is a contribution by Semesp to the 3rd World Higher Education Conference, held by UNESCO from 18 to 20 May 2022, with the aim to enhance the contribution of higher education institutions and systems around the world, within the 2030 Agenda for Sustainable Development, the promise to leave no one behind and to keep an eye on the future of education. The content of this publication does not necessarily express the views of UNESCO or its Member States.

1. Introduction

The public policy to be established for Brazilian higher education shall represent a systemic target of State guidelines, elaborated with the effective participation of institutions representing society, which reflects the consensus between public and private sectors. It is up to public policy to present proposals for the main challenges of the higher education system, so that the State can assume an agenda that indicates its organization, the context in which proposals and trends are inserted, as well as the changes that will be carried out, keeping eyes on the future. Therefore, through national strategies that ensure its efficiency, a public policy must guide the higher education system to instigate quality improvement of their institutions, and to strengthen their ability to align with contemporary society.

Governance, evaluation and quality, financing, social responsibility, technology, and distance learning (EAD – Ensino à Distância), teacher training and internationalization are the bases for the formulation of a new public policy for Brazilian higher education.

The policy to be implemented shall combine the need to expand quality higher education, which is of great national importance, for social equity and for the improvement of living conditions, with great institutional differentiation, which is characteristic of a higher education that serves people from quite different socioeconomic and educational backgrounds on a highly differentiated job market.

Insofar as the public sector acts on higher education by investing resources and exercising its regulatory role, it is also liable to ensure values of quality, relevance and social equity in the

population's access to its benefits, as well as the expansion to offer educational opportunities suitable for people with different training levels and interests, while preventing the educational system from being compartmentalized or unable to move from one career to a very different other in terms of prestige and salary opportunities in the job market.

The essential question of how to combine expansion and equity with the great differentiation of the offer of higher education for a different population in terms of financial resources and conditions of prior education (through which they reach higher education), must begin in secondary education, with students moving towards academic or vocational courses, combining study and professional learning, and pursuing higher education, with recognition and encouragement from a wide variety of professional institutes and faculties, university centers and universities of several types of orientation, which offer different and effective opportunities for studying and training for people of various profiles.

2. Overview

Brazilian higher education began to grow at a more consistent pace from 1990s second half onwards. The growth over these 20 years was in phases, marked by inducing policies aiming to expand access, mainly to the most in need.

The historical delay of higher education in Brazil is no news. Even with the mentioned growth, the country still has a very low net schooling rate (percentage of young people aged 18-24 enrolled in higher education), only 17.4%, according to 2020 Higher Education Census. In 1996, it was under 6%. In 2020 even the gross enrollment rate (percentage of total students enrolled in higher education, regardless of age) was low, about 36.6%. In comparison, the average gross rate for Latin American countries reached 43% in 2013.

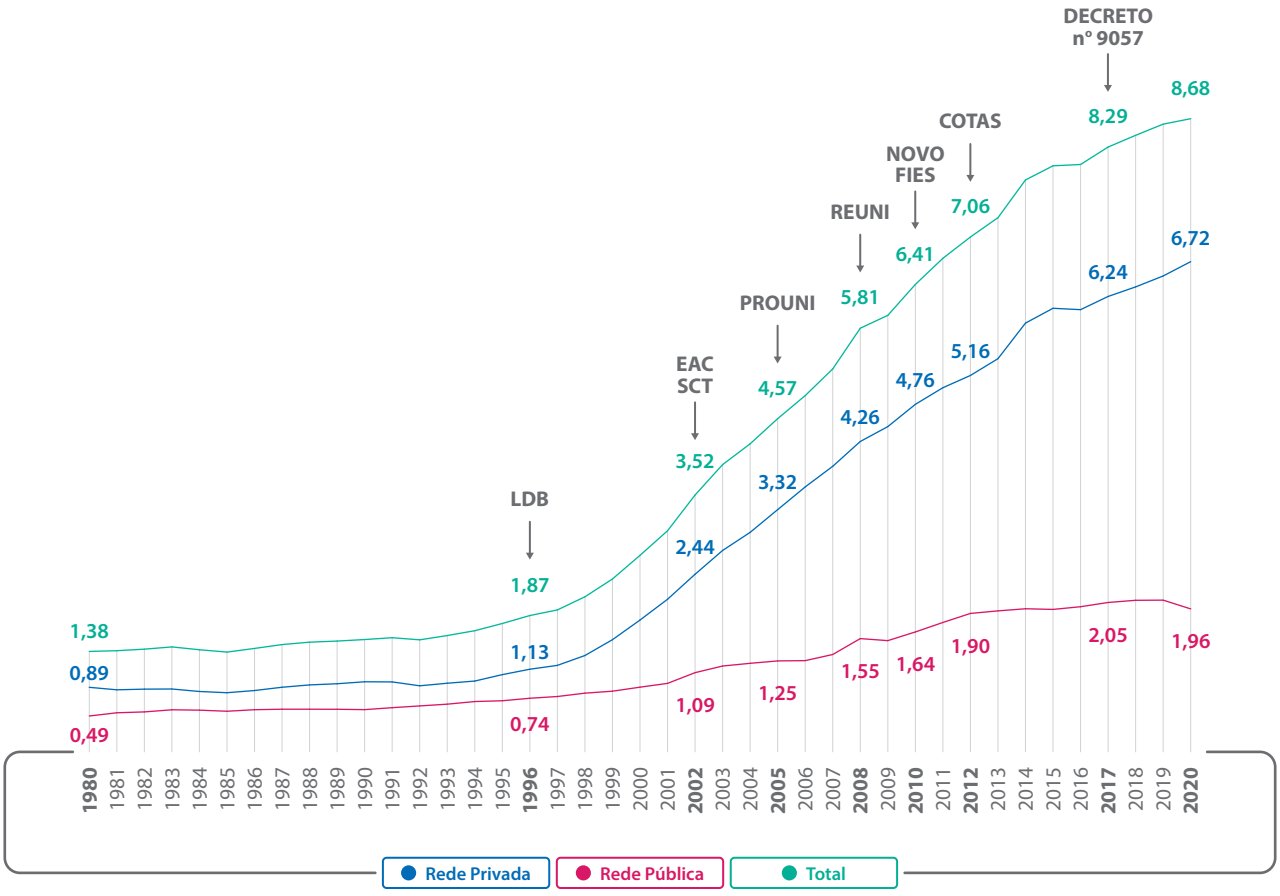
The current National Education Plan (PNE – Programa Nacional de Ensino) has defined 20 basic and higher education targets to be met by 2024. Target number 12 establishes a commitment for higher education to raise up the net enrollment rate to 33% and gross schooling to 50% by 2024.

The main vectors that had enabled a faster growth in enrollments in higher education from 1996 onwards were:

- Enactment of the new Law of Guidelines and Bases for National Education (LDB).
- Enem as an access via for higher education, replacing selective processes and vestibular.

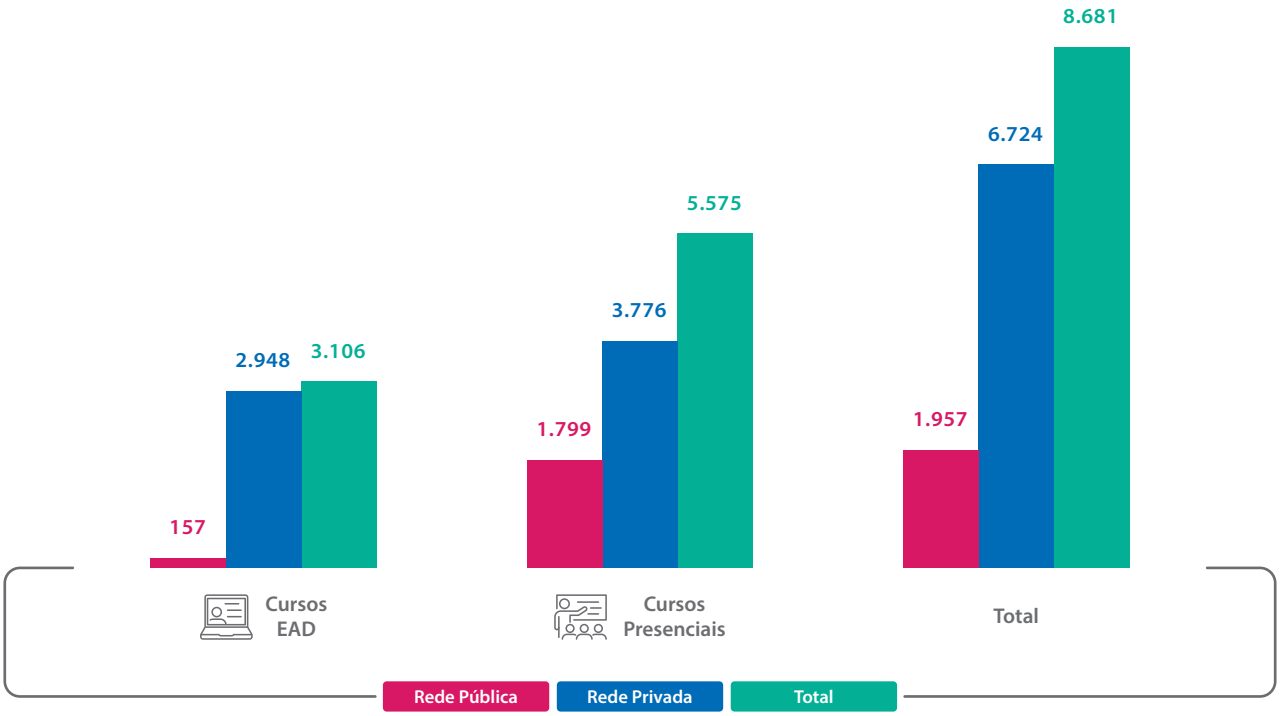
- Creation of the University Center as a new modality of autonomy academic organization.
- Creation of distance learning undergraduate courses.
- Expansion of undergraduate technological courses (shorter duration, focused on job market) to replace sequential courses.
- ProUni (Programa Universidade para Todos - University for All Program).
- Reuni (Programa de Apoio a Planos de Reestruturação e Expansão das Universidades Federais - Support Program for Restructure and Expansion Plans of Federal Universities).
- FIES (Financiamento Estudantil - Student Loan).
- The 2017 Act 9.057 has allowed the expansion of distance learning offers.

Evolution of Higher Education Enrollments (in millions) – Brazil



Source: Sindata/Semesp Base: Censo da Educação Superior INEP.

2020 Higher Education Enrollments by modality (in thousands) – Brazil



Source: Sindata/Semesp Base: Censo da Educação Superior INEP.

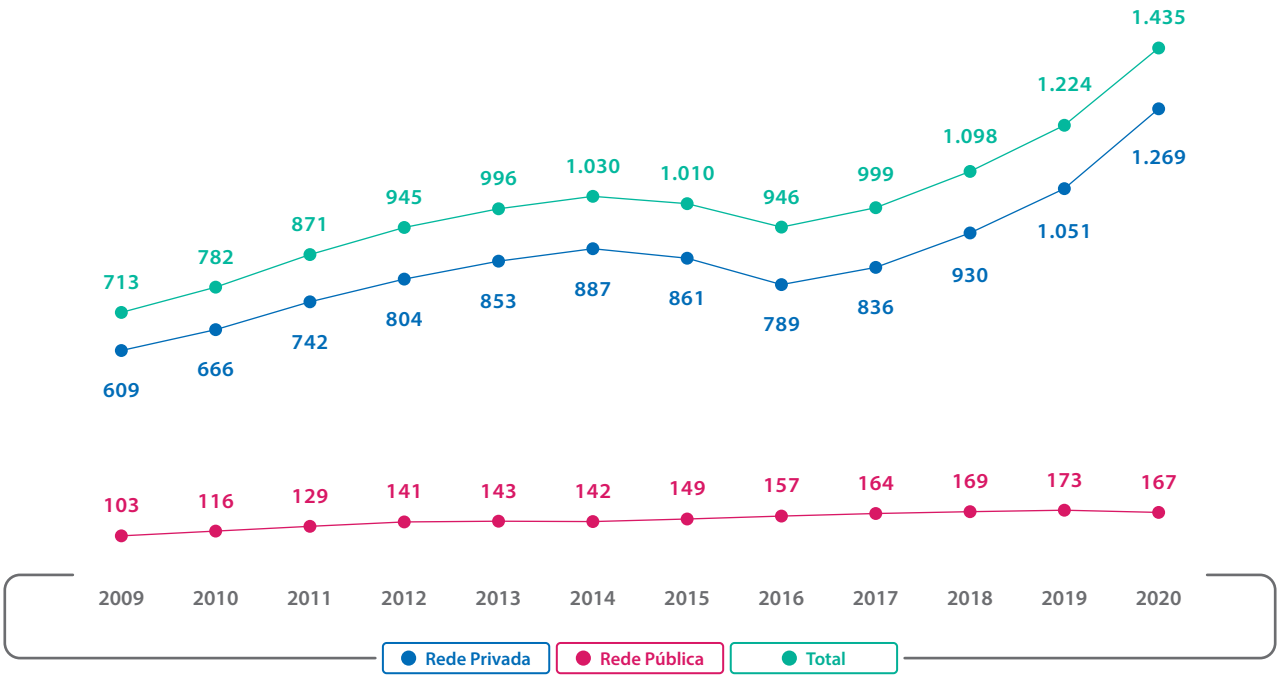
As can be seen, access to higher education in Brazil is far from the target of 1/3 of enrollments of 18-24 aged population in 2024, which is still very timid compared to other countries with a similar development level. Increasing this index depends, therefore, on improving access and quality of secondary education, on sufficiently diversified higher education offers, which can significantly address a wide variety of motivations, interests, and study conditions of young and adult education in the country, and finally, financing policies linked to student's future incomes, which allow access to the most in need strata of Brazilian society.

Currently, distance learning courses sustain the growth enrollments in Brazil's higher education. In 2020, while presential courses enrollments fell by 9.4%, distance learning courses grew by 26.8%. The growth refers to older population access, which has been historically excluded from higher education in the proper age group. It does not solve, however, the problem for younger people who, predominantly, prefer presential education. According to 2019 Higher Education Census, in presential on-campus higher education courses, about 61.2% of students are up to 24 years old, while in distance learning higher education courses, 64.8% of students are 25-44 years old.

Brazilian higher education diversity is mainly shown at undergraduate levels, in the variety of academic organizations, such as colleges, university centers and universities, located in different municipalities and regions, with different cultures and customs, as well as in the multiplicity of institutions and courses. In this heterogeneous scenario, whose differences must be valued and respected, vocational higher education, of a more practical nature and shorter duration (known as "technological" in Brazilian legislation), has almost not been developed, contrary to what happens in other countries with high schooling rates.

The number of students in higher education technology courses in Brazil, despite the growth observed since 2017, still represents just over 15% of higher education enrollments. In presential education, which predominantly includes young people, only 440,000 students are enrolled in technological degrees, which represents just over 5% of the total number of students in higher education. In several countries with high schooling rates, most enrollments in higher education take place in shorter duration, job-oriented courses, what stands to technological degrees in Brazil. In Germany, USA, and South Korea, for example, around 50% of higher education enrollments is combined in these courses.

Technology Courses Enrollments (In Person and Distance Learning) – Brazil (in Thousands)



Source: Sindata/Semesp Base: Censo da Educação Superior INEP.

To meet PNE's Target 12, Brazil shall include more than 3 million young people in higher education. Without young people entering technological courses, it will be much more difficult and costly for the country to reach the target, as there will be young people pursuing traditional longer duration bachelor's degrees, such as Administration, Law, Pedagogy, Accounting, among others.

Therefore, to stimulate and recover the growth of technological courses among young people is crucial for the expansion of higher education, one way is to foster offer and recognition by the job market. Undoubtedly, as pointed out by Semesp's survey on what students and employers think about higher technology courses, there is a need for a broad review of these courses, whose credibility and public understanding are compromised.

A broader diversification of higher education requires changes in career structure, expansion of technological education offer with access to higher levels of training and a thorough change in evaluation systems, both at entry, replacing ENEM as a single door for access plurality, as well as in external evaluations, which cannot use single metrics to evaluate institutions and programs of totally different vocation and orientation. It also requires making the use of technology in education more flexible, turning postgraduate courses less elitist, and attracting foreign students.

Higher education is a complex activity which depends on permanent involvement of policies, institutions, directors, professors, and students, and it cannot be managed as an assembly line, defined by public agent. The university autonomy is essential when well-used, and it is also a requirement of democratic societies, which care for the principle of freedom of teaching and research and extension.

Autonomy has limits, however, which are the good use of public money in public or financed institutions, through accountability, compliance with goals and ensured quality and results relevance, which shall be transparent and compatible with the explicit objectives of institutional development projects and shall achieve legally regulated profession standards, in addition to follow the changes resulting from Revolution 4.0.

Thus, the new public policy to be formulated for higher education shall consider:

- How to reinforce the link between knowledge provided in higher education institutions and knowledge and skills required by society, job market and productive sector.
- How to make the best use of new information and communication technologies, increasing coverage and quality of training and educational experience.

- How to establish stronger links and bridges with the productive sector, bringing private sector and public agents to collaborate and establish partnerships in the elaboration of study programs, identification of strategic research topics and creation of opportunities for apprenticeships.
- How to create new decentralized regulatory mechanisms that encourage system plurality.
- It shall also explicitly recognize the differences in profiles and pedagogical projects of different institutions - which has implications for the systems of authorization, recognition, and evaluation of courses and for the selection processes - and make this differentiation transparent for students and their families, as well as for the job market. In external evaluation, it is necessary to evolve to a more differentiated and independent system.

There is also a need to develop transparent funding systems for both public and private sectors, cost-sharing with students who can afford it, financial support for those in need, and long-term public funding associated with student's future incomes, guided by relevant and clear criteria of financed institutions and courses, and specifically in public institutions, it must evolve to a system that ensures the institutions' autonomy and responsibility for resources' efficient use.

The new system must consider the future higher education, not only through technology, but through other ways of understanding knowledge. Competency-based education and HEIs learning, aligned with the productive sector to develop market-oriented programs, but in an approach to higher education.

The new public policy also requires the sector to ensure the continuous expansion of opportunities for higher education access, at the same time as considering the implications in terms of impact on quality and diversification of results, both for students and institutions. And it should also pay attention to other objectives, as research development, job market's human resource demands supplying, skills updating, and continuous education, increasing the economy's competitiveness and role in quality improving of basic education, through teacher training, and all that in a context of restricted public and private resources.

The policy to be formulated shall also consider a series of other characteristics and recent developments in the sector:

- The expansion of the federal government's intervening and regulatory role, through numerous federal incentive programs and regulatory activities

of bodies such as the National Education Council; the Secretary of Higher Education; the Secretary for Regulation and Supervision of Higher Education (SERES); INEP, responsible for the administration of a wide system of evaluation of higher education and for Enem's preparation and application; as well as CAPES, that supervises and promotes research and graduate studies.

- The extraordinary expansion of private education, currently responsible for about 75% of enrollments, the creation of large proprietary networks of for-profit establishments, with hundreds of thousands of students, as well as the large number of small and medium-sized HEIs that provide higher education for different regions of the country.
- The expansion of new teaching modalities, with emphasis on distance learning and new curricular organization modalities, such as technological courses and integrated bachelor's degree courses.
- The possibility of transforming the legal nature of sponsoring entities, which until 1996 could only have an associative and foundational nature.
- Legal recognition of the specificity of community-oriented higher education institutions.
- The expansion of a strong sector of postgraduate courses, especially in Administration and Economics.
- The emergence and expansion of new modalities of partnership in research between public and private sector, such as technology parks and incubators, and the need for new legislation on relationship between academic research and the productive sector.
- Labor relations in higher education, which were established at a historical moment, when the educational model was facing a totally different reality.
- Limitations on access to stricto sensu graduate studies and the increase in number of students taking courses abroad.

3. Governance

Governance in public and private higher education institutions must privilege professionalism in management, transparency in planning, execution and control of resources and activities, accountability that clearly informs the parties involved (directors, professors, students, and society) on the results obtained by the organization, and the economic, social, and environmental responsibility that guarantees HEIs' sustainability.

The new public policy for higher education must establish a governance model able to ensure the accomplishment of the mission, objectives, and goals of public and private institutions, through feasible planning that makes them sustainable and their relationship with external actors viable in a dynamic, complex, and competitive environment.

Governance, regardless of the model, is reason for typical tensions among organizations, especially in educational institutions, where academy has great influence on the institution's dynamics, which can become bureaucratic, unsustainable, and noncompetitive.

The governance and management model of a higher education institution requires the ability to integrate the professionalism of a HEI conduction, which is a complex organization with several academic and administrative sectors, and the profile of its leader, someone who perceives the essence of higher education. Governance requires management capacity and respect for the structuring functions of higher education, as it is necessary to recognize that a HEI is, above all, an academic organization, that operates in the scope of teaching, research and extension.

A new governance model recommends that public and private HEIs have an administrative or advisory board and a professional management style with the participation of people who do not belong to their administrative and academic body and have representative roles in society, so that they can effectively collaborate with the macro-strategies that put institutional planning into practice. Management should preferably be done by people who have a leadership profile, organizational management capacity and strategic vision. Likewise, the new public policy shall instigate more horizontal organizational chart models to reengineer the decision-making process.

The new public policy shall encourage professionalization to improve academic and administrative performance and results, so that the HEI can fulfill its mission and plan, in line with the context in which it operates. Planning must present its goals and an accountability mechanism, as well as investments by public agents shall be associated with the achievement of goals in various dimensions of the institution.

The public agent must create monitoring and supervision mechanisms through processes that make accountability transparent, that establish indicators that prove institutional efficiency and links with society, especially the productive sector, and that encourage self-assessment and participation of associations and agencies that represent areas of knowledge related to higher education and regulated professions, provided that participation is carried out in a cooperative, transparent, non-punitive and procedural way.

Governance shall redefine the relationship of public and private HEIs with the State, as it is up to institutions to revise their strategies to become competitive and efficient. The redefinition of relationships shall involve academic autonomy combined with institutional commitments to results, achievement of goals and accountability.

The new public policy shall encourage governance in an entrepreneurial style, allowing public and private HEIs to expand their revenue source, to intensify cooperation with the private sector and to expand their services and business with various sectors of society, as in the systems used by public institutions in countries such as USA, England, Denmark, Finland, and Australia. Entrepreneurial style does not mean privatization of public HEIs or commodification of higher education. It represents an alternative to expand HEIs' relevance and cooperation to society, especially with the productive sectors.

For the public sector, it is necessary to provide a legal format, different from public service, with their own assets, their own rules for managing resources and for hiring and firing academic and administrative staff. Academic and institutional autonomy, in institutions financed with public resources, must be combined with the presence of representatives of the public sector both in the processes of choosing the directors and in decisions of greater reach of academic and financial nature. In private sector, institutions that receive public subsidies and benefits, in the various modalities of tax, educational credit and educational credit for students, shall also have their academic and financial autonomy combined with strict transparency rules in the use of resources.

4. Evaluation and Quality

The new model of public policy for higher education entails the rejection of the adoption of a single model evaluation policy, as is the current one, considering a diversified system, both in private and public sectors. Public institutions, as well as private, are not all the same, and quality is directly associated with their degrees of freedom and autonomy.

Likewise, it is imperative that the evaluation processes contemplate the advance of educational systems in the world, currently more complex and broader, demanding respect for regional diversity and institutional identity, as recommended by SINAES. It implies understanding history, evolution, and stage of development of institutions and their courses, trainings, and professors qualification, as well as their opportunities to expand academic and professional training, meeting the skills and competences required by society in this 21st century.

This perception requires a learning process, inter-institutional articulation, and a legal and regulatory framework better suited to our time, which create conditions to try new methodologies and techniques, including the recognition of digital education demands.

Autonomy, governance, and responsibility of higher education institutions must be considered, and it requires a reform of evaluation models and, consequently, better tools to ensure the transparency of decision-making processes.

The new policy shall defend the appreciation of institutions that include employability in their mission, through metrics such as the experience of their teaching staff with market professionals and more partnerships with companies. As well as appreciating institutions focused on entrepreneurship, to offer students greater freedom to compose their curriculum, in addition to accept institutions such as research and knowledge production centers, teaching staff with researchers to prepare students to follow their pathway.

We need to think on the elaboration of a set of indicators, which, in a transparent way, allows a multidimensional approach and addresses the system user, who shall receive professional education equated with a broader general training, to meet the requirements of a modern, complex and rotating job market and a world of permanent and vertiginous transformations, in which professions quickly become obsolete and jobs and occupations frequently change throughout the working life.

With this approach, HEIs will be encouraged to offer courses and pedagogical models compatible with their vocation and will be encouraged to promote academic changes with proposals that are followed by public regulatory bodies and stakeholders.

This policy must recover and value the evaluation inducing potential minding the context of each HEI, its self-knowledge and self-regulation, enabling them, through self-assessment, to monitor and follow their evolution, improvement, and commitment to a quality training project.

To inspire reinterpret the evaluation processes, other countries' experiences may come in hand. A good example is U-Multirank, a project by the European Commission's Education Consortium, which promotes a global, independent, and multidimensional higher education ranking. It encloses research, teaching and learning processes, knowledge transfer, innovation, and regional participation from over 1,220 universities, 1,800 faculties and 7,500 study programs from 80 countries, providing valuable and exhaustive information on their performance.

Considering experiences like this, the need to think on indicators that allow a multidimensional approach, to reach dimensions such as localization, employability, innovation, and different administrative categories (college, university center and university) identifying that quality criteria comes from diverse variables and angles, bringing valuable information for policy decisions, students, employers, and institutions themselves.

Thus, the role of professional corporations shall be limited to professional practice purposes only, not to be confused with the regulatory exercise of academic training, which is up to the State.

In the new public policy, actions that recover an important principle of Law 10.861/2004 as established by National System of Higher Education Assessment, SINAES – Sistema Nacional de Avaliação da Educação Superior shall take shape: respect for the identity and diversity of institutions and courses.

It is necessary to recover evaluation's inducing potential. It will come from the self-assessment that HEIs must build, as a way of monitoring and following their evolution, improvement, and commitment to a quality training project, in cooperation with an independent accreditation system.

5. Financing

The topic of higher education funding in the context of a public policy cannot fail to consider the difference between the nature of assets produced by higher education institutions, of two types – private and public – regardless of the institution's public or private origin.

Private assets represent individual benefit, in which the person who completes his/her higher education appreciates acquired training and starts a remunerated, productive economic activity. Public assets, on the other hand, have a social impact since it favors society as one. New techs created by and through academic research, for instance, can be shared and benefit the entire society.

Thus, it can be concluded that public funding is justified for research, which has a public nature, and that teaching, which represents an appreciable portion of offered services by public universities, as private nature, could be charged to the user. Especially in circumstances such as now, when Brazilian State faces an impressive tax exhaustion.

In this sense, a noteworthy study carried out by Semesp, based on microdata from Higher Education Census and Enade Socioeconomic Questionnaire, sought to estimate how much the

Brazilian State could collect if tuition fees were charged to public HEIs students, considering the same student eligibility criteria for FIES. The study considered the income profile of students per course at public HEIs, the average monthly fee charged by private HEIs, and the fact that students with the same socioeconomic profile as the student eligible for FIES entering public HEIs would not pay monthly payment. The conclusion, within a very conservative scenario, revealed a potential collection for the Brazilian State of approximately R$ 10 billion per year.

Contrary to what we see in several countries, in Brazil, free access to public universities has not led to universalization. In Brazilian public higher education, the rule that access is not free is maintained, that is, there is no place for all high school graduates. Consequently, a significant portion of enrollments is driven to private higher institutions. Even so, the country's rate of access to higher education remains far below desirable.

On the other hand, it is important to consider that the counterpart of access liberalization generates uncertainty in relation to maintaining the same level of quality in infrastructure, services, teaching, research, and extension. Expanding access to higher education means increasing funding resources for public universities, as it is necessary to avoid a decline in quality, as occurred in other schooling levels in Brazil and in higher education in several Latin American countries. The issue of low-quality public primary and secondary education networks in Brazil still is a critical point and is far from being solved.

As quality, in general, of public institutions of higher education is high – mainly for nobler careers, in which private education has difficulties, such as Medicine and Engineering – and acceptance is very strict, students of underprivileged social strata practically choose only from the least popular courses in public institutions or attend private education. The odd and unfair prevails in which rich children study in private high schools so they can score competitive entrance exams of free public institutions.

A new public policy for higher education shall move towards charging universities and other public higher education institutions for their service and, at the same time, to create an educational credit that allows families who cannot afford to pay a monthly fee to have access to all educational institutions and careers.

The great difficulty in creating an educational credit system is that, despite higher education being a service of a private nature, the new skills acquired by the student do not constitute a side asset to be used. Skills are built into people and the future workforce cannot be mortgaged (at least not since slavery was abolished). The person who acquires

an educational credit receives an intangible asset, which will become a benefit. Paying off debt requires work effort to earn incomes and, even so, it is not certain that those who acquired the credit will be able to pay it off in the early years of their career. For this reason, there is no way to create a long-term educational funding system without the participation or guarantee of the National Treasury, which does not exclude the creation of other credit mechanisms by private banks.

Even with the guarantees of the National Treasury, in a student loan there is enormous uncertainty regarding the student's future income. This uncertainty, which is difficult to overcome, is inherent to the job market, making the performance of a professional throughout his/her productive life very difficult to estimate. There is evidence that non-remittance on this type of credit is much higher among workers with worse performance. A fact that can discourage risk-averse students from taking the loan for higher education, as well as threaten the sustainability of financing programs even with support from the National Treasury.

The biggest obstacle, therefore, is the difficulty of assessing whether the investment will work. Not even the students themselves have real knowledge and control over their professional performance. It is ideal, therefore, that financing payment conditions be contingent on the student's performance at the job market.

An alternative to solve this problem would be the adoption of a credit modality in which financing conditions consider that most successful people would pay more than the value of their debt, and the opposite for the less successful ones, as happens in Australia since 1989. In this type of credit, the payment depends on the individual's income. If there is any fault – either because the individual performed poorly or due to unemployment for a long time – the debt value is proportionally reduced.

In addition, the financing model may include risk-sharing with the public sector. If a generation enters the job market at a time of great economic crisis and there are permanent impacts on the income and future professional development of this generation, these individuals may pay less and the difference will be paid by the Treasury, and vice versa.

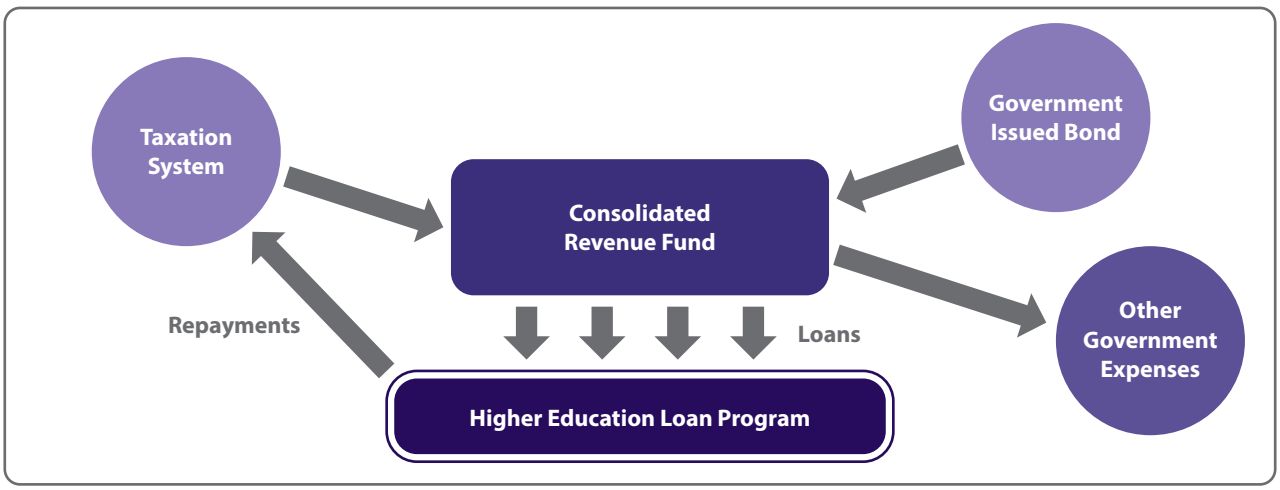
It makes perfect sense that macroeconomic risks are endured by the Treasury, as it does not depend on the student's actions at all. To solve the matter, there may be a limit of years for debt amortization. After this period, if the debt has not yet been paid off, it is automatically cancelled. A generation that has its working life in a more difficult phase must pay less than the generation that had a more favorable moment, the difference being absorbed by the Treasury.

Australia today has the most successful student loan model, accordingly to many experts. Created in 1989, the Australian student funding had been innovated by linking debt amortization to student income. The borrower student starts paying the loan as soon as his/her income reaches a minimum of AUD 55,874 per year. In this minimum range of annual income, the student starts to pay 4% of the value of his earnings, evolving by ranges up to the limit of 8% per year for those who earn an annual income above AUD 103,765. Payments are annual and based on annual income statement until full debt payment.

Payment Threshold	Repayment Rate (% of repayment income)
Below $55.874	Nil
$55.874 – $62.238	4,0%
$62.239 – $68.602	4,5%
$68.603 – $72.207	5,0%
$72.208 – $77.618	5,5%
$77.619 – $84.062	6,0%
$84.063 – $88.486	6,5%
$88.487 – $97.377	7,0%
$97.378 – $103.765	7,5%
$103.766 and above	8,0%

Student loan debts only expire if the borrower eventually dies, what means that, no matter the age, there will always be a debt if it has not yet been fully paid off.

For achieving success in these terms, Australia has created a high advanced cooperation system between Ministry of Education and Internal Revenue Service. In summary, the Australian government approves rules and budget, issues the bonds that make up a consolidated income fund. The fund feeds student loans and other expenses. Students report their annual income to the Australian Revenue, which collects repayments at rates and limits of annual income ranges.



Finally, regarding the financing system, the new policy demands that the inevitability of higher education provision coverage by the private sector shall be considered, minding the difficulties of the Brazilian State in being held the only responsible, and the fact that higher education is an investment in human capital that offers a return.

Brazilian tax restrictions, the growing demand of students who complete high school, the problems of high default rates, and FIES's bad incentive structure in general suggest that the new policy, on higher education funding, shall consider charging fees for public universities and the creation of a comprehensive educational credit mechanism with some subsidy from the National Treasury. The Australian case shall be a model for the scope of a university credit system in Brazil.

6. Social responsibility and university extension

The university is now over nine centuries old due precisely to its ability to adapt. Thus, in questioning the current model lies an opportunity for higher education to rethink its role, to start a debate. The new public policy, in general terms, shall rescue the social function of higher education institutions as a characteristic in relation to their contribution in solving social problems and in the society's well-being.

In 2015, the United Nations (UN) had adopted the 2030 Agenda, which proposed 17 Sustainable Development Goals (SDGs), a set of joint and articulated actions to combat educational, environmental, and social problems, among others. There is an effort by higher education institutions to organize projects that connect their strategies to the SDGs, as propellers of the action plans developed there, to meet UN's 2030 Agenda.

From this perspective, the new public policy shall encourage higher education institutions to act in their different curricular and extracurricular projects in order to positively impact the world, combining their development with socially responsible actions, with the objective of qualifying education, promoting well-being, protecting the environment, fighting climate change, in accordance with the actions provided in the United Nations SDGs guidelines, especially SDG4, which refers to quality education, indicating the need to "ensure inclusive, equitable and qualified education, and promote lifelong learning opportunities".

In the public policy to be formulated, HEIs must be perceived as part of society, in an integrated context, whose actions are based on a continuous and effective social commitment. Legis-

lation delivers common social guidelines, but the engagement intensity depends on each institution's mission. Thus, considering a strategic perspective, the adoption of action plans with a view to the development of university social responsibility needs to be aligned with a public policy and justified in accordance with institutions' guiding principles or strategic objectives.

One of the greatest expressions of university social responsibility is extension, one of the axes of higher education along with teaching and research. Extension can be understood as a zone for culture and service provision that aims at an integration of knowledge, whether from the joint action of professors and students, or through an integrated management of teaching, research, and extension activities, looking forward to extending university activities, especially to the surrounding community.

Because of this, the new policy shall encourage classroom out settings, from multidisciplinary and integrative knowledge sharing, programs that incite student participation and create opportunities for the performance of different student profiles, for the promotion and construction of citizenship, with the expansion of the institution's relations, to apply technical-scientific knowledge aligned with humanizing training and social commitment.

The need to define university governance principles that meet personal and institutional social commitment to real human development and economic growth in Brazil is also noted. Likewise, such principles must be aligned with teaching, research, and extension of any public, private or community HEI, allowing them to offer effective responses to social demands.

Social responsibility through university extension is a privileged way for both academy and student to contribute to the development of a society. Thus, a policy of social and personal responsibility must be affirmed, regardless of the nature of the institution, which induces the student to give his social contribution for the knowledge and training received at the institution. Such a policy will guarantee better sustainability rates and inclusion of young people in higher education.

7. Technology and Digital Education/Distance Learning

COVID-19 has brought significant changes in education and challenges for countries and higher education institutions. HEIs had to quickly adapt to new pandemic arising conditions, but millions of young people were left out or with partial access to education, and among those who managed to keep studying, huge learning deficits are noticed.

The new public policy must create conditions for higher education institutions to operate in a scenario of "new normality", in which the academic model needs to be reassessed with focus on innovation and the use of emerging technologies. It is necessary that hybrid teaching integrates both face-to-face and online teaching experiences, using available technologies, and fosters a community of professors who are motivated and prepared to work in the digital education perspective.

The public policy shall encourage the use of technology as an instrument that can collaborate with expanding access to education and with reducing learning deficits, as the pandemic has allowed institutional changes towards more flexible, inclusive, accessible, and focused academic learning models. Research carried out by Semesp with 8 thousand professors and students during the years 2020 and 2021, has found that both have adapted to remote teaching, but there is hope remote classes will be revised, as they instigate student engagement and stimulate teachers to acquire digital skills, so that learning is effective.

Another discovery was that COVID-19 negative impacts can be overcome with intense collaboration between educational institutions, through cooperation networks that allow them to collectively review academic models, foster inclusion and create common tech solutions.

Digital convergence requires changes to HEIs in all dimensions: infrastructure, pedagogical project, teacher training, management, evaluation. Digital technologies create opportunities for the development of competences at an unprecedented scale and speed, even in areas with currently training deficits, being crucial to democratize access to quality and fair higher education, through actions to expand internalization and improve processes of teaching, learning and management.

Digital convergence leads us to digital transformation as planned and committed by HEIs managers in order to intensify digital experience for all users. Turn an educational institution into digital means to use technologies systemically, to integrate and streamline services and prioritize learning, by establishing forms of adaptive learning and algorithms that analyze student engagement and allow new sets for the academic model.

Barriers to new technologies must be overcome, as well as educational innovation and education for innovation, two basal and mirrored aspects to change the socioeconomic situation of individuals. Formal education at all levels uses digital resources, methodologies, and technologies in an increasingly explicit and meaningful way, composing pedagogical projects that combine hybrid (with different degrees of physical-digital presence) and online (fully digital).

The new public policy for higher education must provide that, when defining their Political Pedagogical Project and institutional plan, institutions use various possibilities of digital education, being free to innovate and introduce permanent adaptions to technological and social environments, besides bringing about greater access to knowledge.

The new policy shall value HEIs that invest in educational technological advances that include digital libraries, Big Data analysis and the use of artificial intelligence and augmented reality software, among others, including transformation of the traditional classroom into a multidisciplinary area, in which students and professors form a team to solve problems and develop creative solutions to complex issues, through active teaching-learning methodologies.

Digital education, therefore, must be contemplated in all its expressions or modalities, through innovative academic projects that can expand access, engage students, and reduce dropout. As well as, through the change proposal in legislation, institutions will be able to opt for digital education in the most diverse academic models and in all areas.

Higher education will only be able to quit current content formats through a new policy that encourages model plurality through HEIs offer expansion of digital education, allowing them to incorporate all the possibilities digital technologies bring: flexibility, sharing, uncomplicated visual and hearing experiences, group and individual projects, visualization of each one's path, possibility of creating their own itineraries.

The new policy shall also incorporate all forms of active learning that help students to develop cognitive and socio-emotional skills. It shall also promote freedom in the fusion of digital learning technologies and help various forms of distance learning.

Public authorities must support Open Educational Resources (Recursos Educacionais Abertos - REA) policies, by making online databases available to everyone, by giving access to technology and broadband throughout national territory, by offering the necessary materials, applications, platforms, and remote laboratories for quality teaching and learning and teacher support.

Open and free-access adaptive platforms are important to ensure a personalized and interdisciplinary process of learning and monitoring, and to diversify the forms of evaluation, in addition to allowing small HEIs to be part of this universe in a more democratic way.

Given the situation, it is necessary to make the accreditation processes of new institutions more flexible and to speed the offer of digital education, considering the need for different models

to meet different realities and job markets. More agile and flexible mechanisms must be established to allow rapid offer expansion at all levels, including stricto sensu graduate programs, giving greater autonomy to institutions in the management of pedagogical and technological innovation, guaranteeing the quality of the learning process.

The main challenge is to broadly enable a flexible offer of multiple modalities, especially of online education, to the creation of multiple models that promote important action in terms of connectivity, open repositories of virtual learning, simulators, and teacher training in Information and Communication Technology (ICT) and digital teaching, to improve academic success and ensure that graduates are fit for future work and able to maintain their careers throughout their lives.

8. Teacher Training

The new public policy for higher education shall inspire the plan and implementation of innovative proposals for teacher training of all levels, and specifically review training and performance of higher education professors, especially those of undergraduate and mastership courses, to prepare them to new training proposals.

An accurate review of the essential aspects of teacher training is need, such as institutional organization and content definition and structure, so to attend the needs of the teacher's performance in training processes that involve competences learning and development, a link between training schools and education systems, to guarantee indispensable professional preparation.

There must be coherence and real integration between the National Curriculum Parameters for early childhood and primary education and the new guidelines proposed for secondary education and teacher training. To this end, forms of pedagogical organization and institutional areas must be implemented to provide the constitution, to future teachers, of teaching skills that will be required to make students learn in accordance with the pedagogical guidelines and objectives outlined for basic education.

Through guided insertion in kindergarten, elementary and high schools, the practice shall be present from the very first day. And if the proposal fails to be fully experienced, since most degree courses are at night and students work, alternatives through videos, case studies and testimonials, or any other didactic resource that allows the reconstruction or simulation of real situations.

Teacher training courses shall refer to curricular plans and pedagogical projects of public and private education systems and, whenever possible, even of schools. It could prompt the emergence of various models of teacher training, with greater adjustment to the needs and characteristics of regions and students.

Teaching competence cannot fail:

- The domain in extension and depth of one or more curricular contents foreseen for elementary and secondary education;
- Understanding, applying and judging the relevance of relating its specialized core concepts;
- Knowing how to make didactic content transposition for teaching and learning situations of basic education.

Learning situations of teacher training courses must reflect the learning experience that they must reproduce to their future students, that is, a learning that allows them to take ownership of common structures, disregarding conjuncture differences.

The models or institutions of teacher training that effectively are of interest to a State policy of teacher training are, therefore, those that provide or simplify the constitution of a profile of suitable professionals for the task. The new policy shall promote in higher education institutions areas for personal and professional interaction, allowing teachers to take ownership of their training processes and giving them meaning within their life stories, so that teaching professionals become learning professionals.

Undergraduate courses shall also provide future teachers with teacher training that offers them the opportunity to retrace the learning path that was not satisfactorily carried out in basic education, to transform them into good teachers and so that in the future they can help improving the quality of basic education.

In this sense, it is important that the new policy can also promote teaching professionalism, introducing into training the necessary elements to act in active learning and in all innovative methodologies in the context of contemporary higher education as a guideline for pedagogical action.

Institutions that promote the offer of higher education courses for professors shall also count on public incentive, through investments, regulatory bonuses or differentiated tax exemptions.

9. Internationalization

Another aspect to be considered in the new public policy for higher education is internationalization, understood as the process of integrating an international, intercultural, and global dimension in the mission, purposes, functions and offers of higher education, and especially considering Brazil's potential to attract international students and promoting cooperation in research, internationalization of curricula and international publications.

As a public policy, the internationalization of higher education shall be valued, promoted, and encouraged through scholarships, funding programs, indicators added to evaluation criteria, priorities, and national strategies, taking into account the different modalities of internationalization and HEIs varied profiles. In addition to students, it should also involve professors and researchers, aiming to make international cooperation more fruitful and multiplying.

The new policy must overcome the idea that internationalization would be limited to the international mobility of students and professors between institutions in different countries. Only 3 to 4% of higher education students worldwide have had an international experience, which highlights the need for internationalization to be also considered for its "internal aspect".

In this sense, it is important to adopt the process that is conventionally called "Internationalization of the Curriculum" (IoC), characterized by the insertion of an international and intercultural dimension in courses, subjects and pedagogical projects, or the process called "Internationalization at Home" (IaH), represented by activities that help students to develop an understanding of the world and intercultural competences on their own campus, configured, among other characteristics, by the presence of international students and professors in HEIs.

In the same perspective, one shall also consider the emphasis on Internationalization at Home experiences, in which, through new teaching technologies and virtual platforms, opportunities are offered to students and professors to participate in disciplines, seminars, colloquia and international events without having to travel abroad, which often has very high costs. These internationalization modalities tend to have a deeper and broader impact on the academic community and to favor the development of more sustainable and lasting projects.

The implementation of internationalization modalities shall provide for the customization of study programs, a clear policy for the use of studies and the transfer of credits by the involved HEIs and the certification of double degrees (regardless of student mobility).

Internationalization has a great influence on teaching processes and training and empowering programs, as they allow mutual learning in cooperation networks and help to reduce current imbalances. The new policy shall encourage Brazilian HEIs to participate in teaching-learning processes, using the best global parameters of higher education.

Nor shall we neglect the influence of internationalization on research, publications, the exchange of strategic information and projects that bring regional and social impacts. The new policy shall consider the highly positive reflection of produced science through publications with international co-authorship and reinforce the idea that internationalization does not only involve relations between countries, but especially between global and local cultures.

In carrying out mobility programs, it will be necessary to ensure greater engagement and institutionalization and set foreign languages training for Brazilian students as a priority. Considering Brazil's potential as a destination for international students, the offer of courses, disciplines, and activities in foreign languages, especially in English, shall be increasingly encouraged, in addition to internship opportunities in HEIs laboratories or companies in Brazil and short courses of Portuguese as a second language. Actions to attract international students, and to promote Brazil abroad, shall be developed in an integrated and cooperative manner, involving, alongside HEIs, the different governmental actors and ministries more directly, such as those of Foreign Affairs (MRE), Education (MEC), Science, Technology, Innovations and Communications (MCTIC), Justice (MJ) and Labor and Employment (MTE).

Alongside cooperation with large and important institutions in the world, cooperation between institutions of similar profiles shall be a priority for Brazilian HEIs, through the creation of incentives for cooperation with Latin America and other regions of the world, valuing also South-South cooperation and in the BRICS context, with mutual benefits and institutional impacts on the academic community.

It is also to this extent that the discussion of internationalization, as a horizontal element of quality in higher education in the world, opens a valuable opportunity for Brazilian HEIs to dedicate themselves to more intense and effective cooperation projects with Latin America HEIs in full expansion, some of which much more experienced in international cooperation than their national counterparts. Argentina, Mexico, Colombia, Peru, Chile, and Uruguay have great potential in several academic areas, which has been neglected by national HEIs, always focused on North American and European privileged universes.

A public policy for the internationalization of Brazilian higher education must recognize and value international cooperation and participation in networks to favor information and knowledge, involving the main actors in the internationalization process and promoting the dissemination of good practices, institutional learning, implementation of sustainable cooperation projects in strategic and/or priority areas, investments optimization and academic and administrative quality improvement of Brazilian higher education.

Support and benefit for the formation of international cooperation networks shall be promoted through public policies of various foreign affairs representatives, whether Brazilians abroad or foreigners in Brazil. Embassies, consulates and the wide network of organizations, entities and agencies that work in international education shall be mainly involved. These important representative bodies can, through clear public policies, encourage the internationalization of Brazilian HEIs, incorporate in their activities the promotion of the creation and development of networks, programs, and activities of international cooperation.

In order to certificate public policy guidelines, while recognizing the great diversity of the Brazilian higher education system, and the non-existence of a single, or rather, a model to be followed, it is important, as it is already done in other countries, to establish a clear, consistent and long-term national policy for the internationalization of higher education, reaffirming its contribution to improving the quality of teaching, research and extension of Brazilian HEIs.

SEMESP

Founded in 1979, Semesp brings together an expressive group of Brazilian higher education supporters. In addition to represent and protect the private sector of Brazilian higher education, Semesp provides specialized guidance services to its members and offers solutions for the development of academic education in the country. The entity regularly prepares public policy proposals and develops a series of studies and research on topics of relevance to the sector. It also holds events such as the National Forum: Private Brazilian Higher Education, the National Congress of Scientific Initiation, the Congress of Public Policies for Higher Education, among others, and trains higher education professionals at Semesp Corporate University.

https://www.semesp.org.br/
https://www.semesp.org.br/uc/