Analysis of Public Policy for Hybrid Education in High School: theoretical concepts and policy formulations

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Abstract: This study employs a qualitative approach based on a bibliographic and documentary review. Its objective is to analyze the formulation of public policy on hybrid education for basic education. The conclusions of the analysis indicate that the theoretical concepts included in the documents do not have a significant impact on the policy. Additionally, the analysis identified opportunities for substantial changes to high school.

Keyboards: Hybrid Education; Basic Education; Public Policies.

Análise da Política Pública da Educação Híbrida do Ensino Médio: concepções teóricas e formulações de política

Resumo: O presente estudo, de abordagem qualitativa, partiu de uma revisão bibliográfica e documental para desenvolver uma análise acerca da formulação da política pública da educação híbrida para Educação Básica. As conclusões da análise indicam que as concepções teóricas inseridas nos documentos não impactam fortemente a política e foram identificadas janelas de oportunidades para alterações substanciais para o ensino médio.

Palavras-chave: Educação Híbrida; Educação Básica; Políticas Públicas.

Análisis de la política pública de educación secundaria híbrida: concepciones teóricas y formulaciones políticas

Resumen: Este estudio cualitativo se basó en una revisión bibliográfica y documental para analizar la formulación de la política pública de educación híbrida para la educación básica. Las conclusiones del análisis indican que las concepciones teóricas incluidas en los documentos no tienen un fuerte impacto en la política y se identificaron ventanas de oportunidad para cambios sustanciales en la educación secundaria.

Palabras clave: Educación Híbrida. Educación Básica; Políticas Públicas.

1 INTRODUCTION

Although the term hybrid education has been used for some time as a name for semi-presential courses, especially for higher education, it was only in 2021 that the educational legislation addressed the concept to regulate its use in Brazilian education.

In previous research, Rodrigues (2021) points out that the offer of Distance Learning Hours in Presential Courses (CHEaD) was referred to by several authors as hybrid education, consolidating in the texts analyzing this offer the understanding that hybrid education - conceptually - was the combination of presential and distance processes within the same regular course curriculum. The same link between hybrid education and CHEaD is also observed in documents from entities that work with Distance Education (EaD, as it is called in Brazil) and from the National Education Council (CNE), when analyzing the regulations that regulate the distance percentage of undergraduate course curricula (Rodrigues, 2021).

Although conceptually a movement is identified in the literature to advance with the dichotomist view of hybrid education (Lencastre, 2013), as a combination of different pedagogical processes, the absence of more specific guidelines on what the CHEaD offer was consolidated it as the materialization of hybrid education, mainly in Brazilian higher education.

With the issuance of curriculum guidelines, from basic education to higher education - including postgraduate studies - the concept of hybrid education and its applicability began to be discussed by several entities related to education in the country. In 2021, the first call for contributions to the National Guidelines for Hybrid Education was launched, and research groups and associations published on their websites a critical position on the misconceptions regarding education from the point of view of hybrid learning and the possible implications of the concepts set out in the document for the teaching and learning process.

In 2022, the federal government published Decree No. 11,079/2022, which establishes the Innovation Network for Hybrid Education (RIEH) and aims to guarantee technical and infrastructural support for technological systems for the promotion and development of hybrid education in the public basic education network. At the end of 2022, the document entitled National Guidelines for the Development of the Flexible Hybrid Teaching and Learning Process at the Basic Education Level was

published[1](Brasil, 2022).

In this article, we conducted a bibliographic survey of theoretical approaches to hybrid education to analyze how the concept was established in the documents that guide the organization of the educational process in the context of the current Brazilian legal framework. To contextualize the theoretical approaches to hybrid education, we have adopted the discussions around cyberculture, critical theory, and learning ecosystems as a reference point. This allows us to identify the influences that we will relate to the content of the policies raised in a way aligned with the theoretical discussion selected for the analysis of the pre-decision-making process. Furthermore, we examined the documents that delineate the framework for hybrid education in the context of basic education, as well as a document issued by the United Nations Educational, Scientific and Cultural Organization (UNESCO) that provides guidelines for hybrid education policy.

The research is part of a larger project examining the development of public policies, with a particular focus on the pre-decision-making phase. This phase is crucial in shaping the identification of problems and solutions, and it is essential to consider the role of academic discourse and professional communities in the formulation of regulations pertaining to hybrid education. The theoretical model employed for this analysis of agenda formation is Kingdon's (2006) Multiple Streams Model (MSM), which considers a number of key elements, including the role of invisible actors. These actors exert influence, primarily, on the propositions and discussions of alternatives and solutions to a problem on the agenda. The model allows for the verification of other political and institutional factors, thus enabling the debate on the relative importance of the conceptual discussion in the formulation of regulations instituted in hybrid education as a response to the Coronavirus Disease 2019 (Covid-19) pandemic.

2 TRANSFORMING DISTANCE WORKLOAD INTO A NEW EDUCATIONAL APPROACH

In 2021, the process of regulating hybrid education commenced, gaining ground in the national educational scenario through the implementation of several instruments that standardize its practice.

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[1] This study is one of the results of the ongoing research "Research Network on Quality and Regulation in the Context of Open, Flexible or Distance Education in Brazil and Internationally" and analyzes the documents that implement hybrid education within the framework of basic education.

However, prior to this process, the relationship between presential and distance education was a topic of discussion concerning the provision of Distance Education Hours in Presential Courses (CHEaD). The ordinances, which were issued by the Ministry of Education, comprise a set of guidelines for the use of hours, whether in partial or full distance learning disciplines. They were first published in 2001. Over time, the regulation of this provision has remained consistent through the issuance of ordinances. Four additional instruments on the subject have been published, with the most recent, and still in force, published in 2019. This instrument establishes a limit of 40% of distance learning hours in all presential undergraduate courses, with the exception of the medical course. Furthermore, this offer was extended to encompass high school-level courses, as evidenced by CNE/CEB Resolution No. 3/2018. Additionally, it was extended to the high school level professional education modality through the National Curricular Guidelines for High School Technical Professional Education, which was published in 2012 and updated in 2021.

The implementation of this offer was therefore centered on the organization of workloads, with a reduction in the curricular dimension to the organization of matrices that included a designated percentage of distance learning in their course projects. This conceptual reduction had an impact on institutional policies for offering distance learning workloads in other dimensions of the curriculum, including teacher training, assessment, budgetary considerations, and institutional policies. This is in accordance with the analysis developed by Silva, Maciel, and Alonso (2017, p. 111).

> This lack of information about the semi-presential format indicates the autonomy imposed by the hybrid teaching regulations, confirming the point made by Moran, Araújo Filho and Sidericoudes (2005), who characterize these cases as voluntarism, in which the university leaves it free for teachers to adhere to the use of activities that use the hybrid format (translated by us).

Regarding the analysis of the public policy for the provision of distance education hours in undergraduate courses, Rodrigues (2021) presents, based on a bibliographic and documentary analysis, the relationship between the percentage of distance education hours in presential courses and the conception of hybrid education within the limits of virtuality percentage, based on the indications contained in the course pedagogical project.

In developing this article, we establish the analysis of the legislation that embodies hybrid education based on three subsections. First, we will show how the concept of hybrid education was already a topic of discussion and proposal for Brazilian education, highlighting the invisible actors

(Kingdon, 2006) who contested the inclusion of this issue in the government agenda.

Next, we present a conceptual analysis of the concept from three theoretical lenses that address the topic and its relation to digital education. After a bibliographic search in the thesis and dissertation database of the Coordination of Superior Level Staff Improvement (Capes), we selected three theories: Cyberculture, Critical Theory, and Learning Ecosystems. For this purpose, we conducted a search in the Scientific Electronic Library Online (Scielo) and Google Scholar with the descriptors: "Hybrid Education" OR "Hybrid Teaching" AND "Cyberculture"; "Hybrid Education" OR "Hybrid Teaching" AND "Critical Theory of Technology"; "Hybrid Education" OR "Hybrid Teaching" AND "Learning Ecosystems". The articles and texts that dealt with the concept of hybrid education following the theories established were selected, resulting in twelve works that, after being analyzed, were chosen to compose the conceptual framework of the theme and possible references that we could identify in the analyses of the texts and instruments of public policy of hybrid education.

Chart 1 – Works analyzed in this paper

Theory	Authors
Cyberculture	Anjos *et al*. (2018) Levy (1999) Saints (2023) Silva; Bezerra (2018) Ruy (2020)
Learning ecosystems	Santos; Market; Oliveira (2023)
Sociotechnical theory	Peace; Corona (2021)

Source: Prepared by the authors (2024).

In the concluding section of the article, we undertake a document analysis, commencing with the selection of two instruments that concentrate on hybrid education for basic education and a guiding document from UNESCO on hybrid education policies. This enables us to reflect on how the various theoretical perspectives influence, or otherwise, the conceptualisation of legal instruments on hybrid education and to ascertain the intentions of this pedagogical approach for basic education.

2.1 The inclusion of hybrid education in the political agenda - the opportunity of the Covid-19 Pandemic

As evidenced in the General Guidelines for Hybrid Learning, the ongoing pandemic was

invoked as a rationale for the examination and oversight of Hybrid Education. However, an examination of the documents that collectively inform the ordinances reveals that this topic was already a priority for the CNE, aligning closely with the discourse of the Brazilian Distance Education Association (ABED). This assertion is corroborated by an examination of the content of the documents referenced in Chart 2.

Chart 2 - Understanding the % of distance learning hours offered in presential courses

ABED Letter	Letter No. 513/2018/CES/SAO/CNE/CNE-MEC
Definition of the course modality, taking into account the highest percentage of the modality of offering teaching and learning activities; Authorization for the Higher Education Institutions (HEIs) to be effectively autonomous, as defined in the Law of Lines of Direction and Bases of the Education - LDB 9394/96, to describe their projects, methodologies and didactic-pedagogical models for teaching mediated by Information and Communication Technology, as defined in their institutional documents: Institutional Development Project (PDI), Institutional Pedagogical Project (PPI) and Course Pedagogical Project (PPC), in order to promote, with their administrative staff, teachers, tutors and students, a quality and inclusive education, regardless of the teaching modality;	In fact, there still seems to be a certain conceptual lag in recent discussions of teaching methods, whether presential or distance, exclusive or partial. Little progress has been made in proposals that actually overcome this bipolar typological conception of teaching, in favor of more versatile proposals that focus on learning outcomes. - The Chamber of Higher Education understands that distance education emerges in a scenario of high creativity in teaching and not in a context of inhibition of new initiatives. Therefore, framing distance education in rules and limitations, in such a detailed way as presented in the draft of the proposed regulation, may paradoxically go in the opposite direction, that is, inhibit innovation in the field of teaching-learning relationship. - In fact, it does not seem necessary to produce so much control over what actually happens in the learning space, whether in the classroom or in virtual learning environments.

Source: Adapted from Rodrigues (2021, p. 134).

The CNE letter, highlighted in Chart II, is part of the administrative process that drafted MEC Regulation No. 1,428 of December 28, 2018, which indicated the increase of the CHEaD percentage from 20 to 40%, with the imposition of conditions related to the course grade and the institutional concept of the projects that provided for this change.

Both documents, the ABED letter and the CNE one, predate the regulations that contemplate

hybrid education, as well as the social distancing imposed by the Covid-19 pandemic and the strategies for returning to presential educational activities. Nevertheless, and as a way of introducing the concept in a historical and material context, it is correct to state that although hybrid education took on more significant dimensions during and after the Covid-19 pandemic as a strategy for returning to in-person activities, the formulation of policies that moved towards the implementation of legal instruments regulating its use had already been the subject of discussion by the CNE since 2018, and even more so in Regulation No. 2,117/2019, which expanded the offer of distance learning hours without links to previous levels of courses or institutions. In other words, the CNE's discussions were not initiated to prepare the instrument to be presented for public consultation in 2021, nor were they "more obviously exacerbated by the COVID-19 pandemic" (Brasil, 2021, p. 1, translated by us). They are configured as part of a process of regulatory flexibility for the distance education modality, initially linked to the offer of distance learning hours in presential courses and, since 2021, to the understanding of hybrid teaching and learning processes. This regulatory flexibility is explained in the opinion that constitutes the General Guidelines on Hybrid Learning:

> In short, with the flexible hybrid education methodology, we seek to expand the current regulatory framework without the percentage limits established for possible remote practice and learning for students, whether in face-to-face courses or those developed within the framework of EaD (Brasil, 2021, p. 11, translated by us).

In the field of public policies, we can interpret what happened based on the concept of window of opportunity (Kingdon, 2006), considering that in the documentary and bibliographic analyses of Rodrigues (2021) it is possible to identify a movement by the CNE and ABED, but also by other entities related to private higher education, an intention to create an instrument that would allow increasing the distance percentage of a regular presential curriculum, without monitoring or controlling the implementation of the distance modality in presential courses. With regard to the concept of window of opportunity, we highlight:

> In fact, policy advocates inside and outside of government keep their proposals and problem statements ready, waiting for such opportunities to arise. For example, they develop proposals for solutions and wait for problems to arise for which they can offer these solutions, or for developments in the political arena that they can take advantage of, or they wait for similar opportunities to bring to the forefront the problems that they consider special, such as the emergence of a new administration that cares about these problems. Such an administration opens a window of opportunity for them to draw attention to the problems that concern them (Kingdon, 2006, p. 236, translated by us).

Reinforce that higher education associations, especially those in the private sphere, were already discussing how hybrid education could respond as a strategy to sustain private higher education institutions, as pointed out by Longo (2018), proving the analysis of the window of opportunity presented earlier.

It is true that the Covid-19 pandemic has brought the use of technology-mediated education on a massive scale into the daily practice of most schools around the world, and that in the process of return, hybrid education has been considered as a strategy for the resumption of im-person learning. However, we reiterate that the intention to materialize hybrid education as a pedagogical practice for Brazilian education did not emerge from this pandemic event, but from a process that preceded the health crisis, which clearly aimed at the "expansion of regulatory boundaries"[2], and which we call the "methodology of distance education" in Brazil [3].

The analyses briefly presented in this article, developed in greater depth in Rodrigues' research (2021), highlight the movement of opening up opportunities and establishing solutions (Kingdon, 2006). For the author, the formulation of a policy depends on independent dynamics, which implies non-sequential processes, and, commonly, the elaboration and defense of alternatives precede the consideration of the issue on the political agenda, which depends on the convergence of these independent dynamics.

The expansion of the use of hybridism, justified by the instruments as a result of the return to presential education in schools and academic institutions, was one of the prerogatives of the federal government in proposing instruments and measures that structure the public policy for hybrid education in the national scenario. In addition to the documents that establish the national guidelines for hybrid learning in the areas of basic and higher education, a federal decree (Brasil, 2022b) and an ordinance were also published that created the Innovation Network for Hybrid Education (2002c), understood as a project developed by the Center of Excellence in Social Technologies (NEES) of the

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[2] Análise feita no texto referência do documento "Diretrizes Gerais sobre Aprendizagem Híbrida", posto em consulta pública em 16 de novembro de 2021. Available at: http://portal.mec.gov.br/docman/novembro-2021-pdf/227271-texto-referencia-educacao-hibrida/file Accessed on: 28 ago. 2024.

[3] Ver Lima, Rodrigues e Deus (2024). Análise presente também em Rodrigues (2021) "O que nos chama atenção ao analisar as portarias que regulam a prática são os termos designados para a oferta de carga horária a distância e a compreensão cada vez mais clara de que essa oferta se assemelha mais ao conceito de metodologia do que de modalidade atribuído à educação a distância" (p. 106).

Federal University of Alagoas (UFAL), in partnership with the Ministry of Education (MEC).

Based on Azevedo's (1997) definition of education as a social policy, and understanding that public policy is the materiality of state intervention or the "state in action," we can state that the structuring of hybrid education is already configured as a public policy, taking into account the regulatory dimensions, the interconnections of programs and projects, the budget and the availability of personnel, based on specific visions of problems and solutions. Thus, we believe that the formulation of policies that address the issue is based on conceptions and influences that have promoted conceptual discussions of the term and academic debates on the topic. In the following points, we will present these conceptual discussions of what some theories related to technology-mediated education refer to as hybrid education, as well as the understanding set forth in the legal instruments and the policy guidance document on hybrid education issued by the United Nations Educational, Scientific and Cultural Organization (UNESCO).

2.2 Different theoretical approaches to the concept

Literature analyses on the concept of hybrid education are not new in the field of education and can be easily found in theses, dissertations, and articles dealing with the topic. In general, the concepts listed in the texts point to the inadequacy of considering hybrid education as a juxtaposition of presential and distance learning moments, indicating that this model foresees an integration between the different areas of the educational process to allow maximization of the times and spaces that make up teaching and learning.

Moreira and Horta (2020) revise the concept based on the concept of total education, which can be understood as an interaction resulting from the integration of different resources and differentiated spaces, attributing to hybrid education a concept of total education: "[...] hybrid education must assert itself as a concept of total education, characterized by the use of combined solutions, involving the interaction between different modalities, pedagogical approaches and technological resources" (Moreira; Horta, 2020, p. 4, translated by us).

However, when we carried out a preliminary survey on the topic, to map the field and define the path of the intended analysis in this study, we were able to observe that the main difficulty in implementing hybrid projects lies in extrapolating this division between the presential and distance curriculum, reconfiguring the educational project in new proposals and perspectives beyond bimodal

proposals. We then felt the need to relate the concept of hybrid education to other concepts that deal with online education, to identify, in this intersection of concepts, something more substantial about hybrid education that would be useful to us, especially for the analysis of the perspectives set out in the legal and guiding instruments on the subject.

Of the concepts defined for research related to the concept of hybrid education, cyberculture was the one that provided the most results for analysis. The term cyberculture, conceptualized by Lévy (1999, p. 17, translated by us), means the "set of techniques [material and intellectual], practices, activities, ways of thinking and values that develop with the growth of cyberspace". For Santos (2023), the concept of hybrid education as an articulator of cyberculture cannot be designated as personalization of teaching or student centrality since hybrid education is a network of knowledge and learning that connects students and teachers in the same dynamic and integrated process. For Silva (2021), online education is the organization of a networked curriculum that does not separate presential education from the online classroom, valuing the best versions of each environment. However, the author brings different reflections on the perspective of personalization of teaching, which often seems to be linked to technology-mediated education.

> We are not advocating "student-centeredness" or "personalized instruction" here, principles that exist in the jargon of active methods. We are advocating for students to have autonomy and to take the lead in their learning and training paths, to manage their study time, and to enter modules and/or units without direct teacher control. However, we do not advocate only student-centered "self-study" as is often observed in distance learning programs. We also believe it is important to ensure teacher mediation, in both presential and distance spaces and times. Often, "hybrid teaching" practices do not value online teacher mediation, but only ensure some teacher supervision in physical and presential spaces (Santos, 2021, n.p., translated by us).

Deepening this understanding, Silva and Bezerra (2018) start from the assumption that "it is possible to make an analysis of academic culture that is not based on a pragmatic and deterministic conception of the mediation of teaching and learning through digital intellectual technologies" (p. 3, translated by us), and that the redefinition of academic culture through cyberculture can occur from a complexification of pedagogical processes. This understanding of complexification, addressed in the analyses of Silva and Bezerra (2018), can also be interpreted as an adaptation to the role of the school in today's society, where much of the information is discussed and formulated in environments analogous to the school, and which therefore need to compose the pedagogical process mediated by the teaching action. For Ruy (2020), hybrid teaching has the potential to educate more efficiently and

effectively than traditional teaching, but for this to happen, the school must fulfill the role of mediator, evolving alongside students so that both can move between synchronous presential education and cyberspace.

> By occupying cyberspace as an institutional entity, the school can use its academic authority to intervene in the relationship between those who provide the network and those who use it for learning, information, or leisure, and provide students with the development of the autonomy and critical thinking they need to separate the wheat from the chaff (Ruy, 2020, p. 25, translated by us).

Another concept that has emerged from the analysis of hybrid education, based on its relationship with cyberculture, is open education (Anjos et al., 2018). This understanding has a broad relationship with the concept of cyberspace as a network (Lévy, 1999), since it must be understood beyond its material or technological conception, advancing the concept as a set of information and subjects that interact in this space and supply it with information.

> Thus, the definition of open education is based on a concept born in the context of distance education, known as blended learning, in which the synergy between distance learning and presential teaching aims at teaching configurations that can best satisfy the interests of students and teachers, based on their learning preferences, available time, and other factors. (Anjos *et al.*, 2018, p. 4, translated by us).

In socio-technical theory, we can anchor hybrid education as a process of collective and social construction of knowledge, and therefore necessary to be appropriated by the school and developed through mediation without hierarchical proposals in the teacher-student relationship, also considering the pedagogical character of the network environment itself.

> In the field of education, hybridism is gaining ground by concatenating different options, configuring a blend (MORÁN, 2015), which is shaped, for example, by modes (online/offline, presential/remote), environments (virtual or physical), artifacts (pencil, book, computer, tablet, etc.), attributes (memory, formats, functions), languages (computational or not, languages, sounds), procedures (methodologies, spaces, resources), actors (students, teachers, educational supervisors), among others. These relationships configure hybrid teaching, integrating domains, knowledge, resources, and purposes for a personalized and fluid learning format (PAZ, REITER, 2018). In hybrid teaching, there is, in an ostensible way, the implementation of educational technologies (HORN; STAKER, 2015), known as educational technology, chosen to carry out a process of multiple mediation, that is, to interact, express and act in an arrangement that integrates elements of a communicative, social, moral, political and ethical order (Paz; Corona, 2021, p. 21).

We emphasize, however, that none of the selected studies supports the notion that schools are being erased or that teaching is no longer possible. The studies argue that teaching action is essential for there to be pedagogical meaning in mediation, and that this occurs in both presential and remote moments.

> In an OLE [online learning ecosystems], where knowledge is a consequence of collaborative collectivity, according to Santamaría-Buitrago et al. (2019), understanding the elements that integrate actors, networks, and knowledge production is fundamental for teacher training, since the classroom is a territory of research, experimentation, dialogues, collaborations, and individualized paths. The possibility of having a framework, according to Yakovleva (2022), does not undermine the autonomy of the teacher in the elaboration of educational processes. Thinking about the constitutive stages in advance creates security in teaching and values the teaching-learning relationship with students, recognizing their individuality (Santos; Mercado; Oliveira, 2023, p. 8, translated by us).

With contributions on the concept of hybrid education linked to critical theories of the incorporation of technologies in the educational process, we now conduct our analysis of how legal instruments and guiding documents conceive and implement hybrid education for basic education.

The promises of innovation and disruption that we sometimes find attributed to hybrid education, as we have been able to analyze throughout this section, need to remain in the debate on how these innovations are received and assimilated within the teaching-learning process, enabling advances in the teacher-student, student-knowledge, knowledge-teacher relationship and how these dimensions are articulated in presential and virtual environments.

2.3 The view of guiding documents and legal instruments for hybrid education in Basic Education

We consider it important to revisit some reflections developed on the insertion of Information and Communication Technology - ICT in Brazilian education, in the context of the educational reform of the 1990s, since we understand that the interpretation of authors who have developed research on the subject helps us to locate the understanding of technology imputed in the documents and thus helps us to advance in the analysis of the recommendations for hybrid education proposed by UNESCO in 2023, as well as the current formulations of the legal instruments that make up the legal framework of public policy for hybrid education.

The influence of multilateral organizations in defining the need to include ICT in Brazilian education has already been studied by several researchers in the field of education (Lima; Oliveira; Batista, 2016; Silva, 2019; Batista, 2016). In general, the selected studies analyze the concepts of technology and strategies for consolidating technology-mediated education as a driver of innovation and quality in Brazilian education.

Relating these studies to the object of our analysis, we found that in Batista's (2016) studies, the incorporation of ICT in education, based on programs and projects, anticipates addressing educational gaps. The same concept can be recognized in the establishment of the National Policy for the Recovery of Learning. Under the title "Recupera Mais", with the approval of Decree No. 11,079/2022, it is signaled that the Ministry of Education will create the National Observatory to monitor access and permanence in basic education and the Innovation Network for Hybrid Education (RIEH). These two actions, although different, move in parallel with the perspective of mapping and proposing interventions for cases of dropout and gap.

On November 8, 2022, the Innovation Network for Hybrid Education was created, following the publication of MEC Regulation No. 865, with the aim of implementing hybrid education in all federal entities of the country, also contributing to the implementation of the New High School. Regarding the conceptual aspect of the RIEH, we highlight the excerpt in which the document states that

> considers that the concept of hybrid education is based on an educational ecosystem that prioritizes the careful integration of content and personal pedagogical activities in the educational institution, and can also be combined with other external activities, including the use of the Center of Innovation, environment virtual of repository learning and materials digital (in a relational and continuous manner), mediated and organized by teaching action planning, connection between the use(s) of digital technologies and as practitioners of digital culture, aiming to expand times and spaces in the educational process, respecting student protagonism, individually or collectively (Brasil, 2022c, n.p., translated by us).

To better understand the objectives of the network, we selected a document issued by UNESCO with the specific objective of providing guidance on hybrid education policies, in order to understand what definitions would be established as guidelines for the implementation of hybrid education in developing countries, such as Brazil. The document includes the following concept of hybrid education:

> The use of hybrid education, learning, and assessment (HELA) models in education has been accelerated by the COVID-19 pandemic. These models are now increasingly being used in ways that go beyond a specific practice or technology. They are transforming education. They are practices that promote a redefinition of the roles of educators and students. These models also expand spaces for interaction and collaboration, facilitate the personalization of education in collective learning environments, and help to implement "tailor-made" models, both curricular and pedagogical, taking into account the diversity of students' expectations and needs (Labate; Opertti, 2023, p. 2, translated by us).

One point that stands out in the analysis of this document is the fact that it refers to basic education at the primary and secondary levels, excluding higher education from the proposals. Before hybrid education was regulated by legal instruments, documents dealing with technology-enhanced education (especially the distance education modality and the offer of distance learning hours in presential education) were always directed more towards higher education.

This document, published by UNESCO, was released in 2023, very close to the reference text for the CNE's public consultation call on the proposal for national guidelines for hybrid education in basic education. In this document, hybrid education is conceptualized as

> From this perspective, the flexible hybrid teaching and learning process represents a way of expanding curricular accessibility, based on teaching and learning practices, with or without the support of technology, expanding and redefining content and pedagogical methods and practices, connecting the school not only with its surroundings but with the global world, with greater visibility and simplicity. Therefore, thinking about this form of education means proposing a methodology that consolidates curricular accessibility, combining in-person activities and other digital resources, mediated by innovative technologies or not, aiming to enhance the results of active methodologies, creative practices, and significant knowledge of the educational proposal and the possibilities of democratizing teaching to ensure better learning results. Its implementation, however, depends on the creation of effective opportunities for meaningful experiences that can broaden understanding and generate new possibilities for learning and more quality relationships in everyday educational life. To this end, it is fundamental to invest in autonomy, collaborative-critical protagonism, and forms of student production (Brasil, 2022a, p. 11, translated by us).

In this excerpt, two issues are highlighted that may be related to the characteristics of hybrid education outlined in the UNESCO document: ensuring better learning outcomes (measured by assessment) and investing in autonomy. As we have seen in the previous section, many concepts of hybrid education reinforce the understanding that this pedagogical approach is closely linked to the process of personalizing knowledge and, in some cases, as an individualization of the learning process.

In this way, it is possible to expand learning opportunities, combat the negative effects of the pandemic and promote new ways of teaching, learning and assessing. To this end, education systems must ultimately strengthen their role as facilitators and guarantors of personalized opportunities for teaching, learning and assessment.

[...]

We can define HELA as a repertoire of educational models in which students learn and are assessed, at least in part, through online access to content. In these models, each student can individually control the time, place, path, and pace of his or her learning. In contrast, HELA assumes that educators develop teaching and assessment strategies and proposals for both presential and virtual experiences as complementary learning spaces (Labate; Opertti, 2023, p. 2, translated by us).

However, it is worth reflecting on this personalization, which is so closely linked to hybrid models and approaches, and the implementation of this proposal in the National Policy for the Recovery of Learning. We emphasize that the documents that regulate hybrid education, especially in basic education, as well as the documents of the National Common Curricular Base (BNCC), establish a disconnection between the educational process and learning, placing a strong focus on the learning context and the methodological strategies that embody educational practice. In relation to this separation, we quote Cássio (2008), who defends the need for discussions on educational policies to focus on understanding the right to education and not the right to learning.

But education is not learning. The "right to education", which must be guaranteed by the state, is therefore very different from a legally ill-defined "right to learning". When the language of education is replaced by the language of learning, what is a collective project (education) becomes an eminently individual project (learning). The BNCC and its language of "learning" - a term coined by Gert Biesta, a philosopher of education - shape an ultraliberal educational project in which education itself, as a collective project, is threatened (Cássio, 2018, n.p., translated by us).

In particular, this excerpt highlights another important issue in the analysis of the debate on the government's actions to implement the New High School (NEM). Since 2008, demonstrations on educational itineraries have indicated a setback towards a quality education that is socially referenced (Dourado; Oliveira, 2009), and in favor of comprehensive human development. Covered by a democratic process regarding the various actions that make up the implementation of this policy, among which hybrid education for basic education was included as a strategic contribution, the various public consultations on the issues that concern the New High School have not advanced on some central issues of the technical concepts proposed as a project for basic education in Brazil.

Discussions on the damage caused by the training programs have already been the subject of analysis by several teaching and research associations (Vilela, 2023) that defend public, free and socially referenced quality education. However, the instruments used to implement government policies perpetuate this closed, fragmented and meritocratic education.

All the documents available on the RIEH, which is the object of our analysis, indicate the relationship between the purpose of this network and the implementation of the New High School. In particular, we draw attention to the guidance that the training itineraries provided for in the National Common Curricular Base should be developed in a way that is articulated with hybrid teaching processes. However, this flexibility "does not imply the active participation of young people in the construction of school life, the community and society as a whole" (Silva; Krawczyk, 2023, p. 9, translated by us).

Under the name of curricular flexibility, these training paths further deepen the meritocratic logic of education, assigning to the individual the responsibility for an individualistic formation, which the documents refer to as individualization of the educational process, covering this individualization with a more attentive look at the student; however, when inserting the premises of distance education and the figure of a tutor with desirable training in the teaching field (Souza A.; Souza J., 2022), what is structured is a system that will separate the sociability of educational processes from individuals.

In addition, the announcement that hybrid education can be presented as a process of personalization of teaching faces criticism from researchers who point out concerns about how this supposed personalization is in the hands of algorithms to which we do not have access.

> As we have already warned, this process will camouflage the current forms of exclusion under the guise of learning platforms that include in their algorithms decisions made by planners who try to imitate the work of teachers in the classroom and anticipate students' doubts and the paths they can take to learn, largely irrigated by constant assessments embedded in the platforms. They break or reduce the intersubjectivity necessary for the learning process, depriving the teacher of the activity of organizing students' work and transforming teachers into mere tutors of platforms that integrate different spaces and resources.
> This standardization of the curriculum and then of the decisions and learning paths through algorithms makes these platforms a fraud when they call themselves "personalized learning". They are not. In fact, the choices and paths are standardized in algorithms that we do not have access to - they had to be depersonalized first (Freitas, 2021, online, translated by us).

Several specialized entities in the field of education have already spoken about the process

of deepening inequalities in access to quality education linked to the proposal of training itineraries (Reis, 2023; Guimarães, 2022; Carvalho; Cavalcanti, 2022), adding to the academic research that points to the intensification of the precariousness of the educational process mediated by technologies when this is linked to a process of massification of supply (Alonso, 2010).

The document on the Hybrid Education Guidelines for Basic Education brings more complex considerations to the topic, inducing the possibility that the monitoring of these itineraries is made possible by remote education, which conceptually indicates that teachers and students do not remain in the same physical space, and which is confirmed in the text by the excerpt "the basis of hybrid approaches is the presence of the student at school and the teacher who mediates the teaching and learning process, whether in person or not" (Brasil, 2022a, p. 4, translated by us).

The dimensions of change in the education system, from the perspective of "flexible practices in the hybrid teaching and learning process," set a precedent for many things to fit into the basic education curriculum. The expansion of the regulatory framework for hybrid education, announced in the document General Guidelines for Hybrid Learning, was much more than a process of increasing the percentage of distance learning hours in the curriculum of presential courses. The movement to restructure basic education is in line with what was announced in Labate and Opertti. (2023) when they state that "hybrid models constitute the window of opportunity to develop unified, progressive, robust, contextualized and viable processes to transform the ways of teaching, learning and assessment" (Labate; Opertti, 2023, p. 6, translated by us).

Therefore, despite the reinforcement of the Guidelines in linking hybrid education to a methodological apparatus, the intention to change more robust educational processes that involve the educational purpose of the school, the function of teaching work and the educational training process as we know it today becomes increasingly evident.

3 FINAL CONSIDERATIONS

The discussions in this article aim to reflect on the concept of hybrid education as formulated by the instruments on the subject, specifically in the context of basic education. The focus on this level of education is justified by the attention given to the theme of hybridism as a strategy for learning recovery and the proposal for monitoring the educational process (Souza A.; Souza J., 2022).

Concerning the theories analyzed that deal with the understanding of hybrid education, it was possible to identify that the themes of personalization, curricular flexibility, autonomous learning and open education, developed by studies that deal with cyberculture, learning ecosystems and socio-technical theory of technology, appear in a fragmented way in the text of the "National Guiding Guidelines for the Development of the Flexible Hybrid Teaching and Learning Process at the Basic Education Level", without any conceptual depth on what the instrument understands by hybrid education, nor on the flexible hybrid teaching and learning process.

On the RIEH website, it is possible to identify a more structured concept on the subject, with the connection to the theories presented, but as we have emphasized during the development of this article, the indications for the materialization of hybrid education for basic education, indicated in the document "Implementation Guide for the Innovation Network for Hybrid Education", published by the Network, are less progressive and innovative because they perpetuate the perspective of tutors with precarious training in monitoring students, the proposal of remote activities that can be used to reduce the student's contact with the school institution - which would harm the social context of the school as an institution of mediation between society and historically accumulated knowledge.

In order to analyze the context of the window of opportunity announced in the UNESCO document, it is important to recall the theories developed by John Kingdon and analyzed by Capella (2018), especially the concept of the "window of political opportunity", which explains the convergence between the flows of problems, solutions, and policies as a propitious moment for change and the rise of an issue on the public agenda, the recognition of the problem and the search for available solutions in a political context favorable to decision-making on the issue.

Studies that deal with public education policies must reflect on how neoliberal models of education reconfigure these new ways of teaching, learning, and evaluating, identifying the invisible actors and public policy entrepreneurs (Kingdon, 2006) who influence the formulation of public policies with solutions that undermine the constitutional definition of education as a public good aimed at the full development of the person, their preparation for the exercise of citizenship and their qualification for work.

In the analysis developed in this article, it was possible to identify that the materialization of the hybrid education policy for basic education receives direct influence from multilateral organizations   for its design and implementation guidelines but

also finds adherence in institutions present in the government, as is the case of the guidelines issued by the CNE since 2018, with the advancement to basic education in the discussion of hybrid education replacing the standardization of CHEaD percentages in undergraduate courses, and its alignment with the understandings of the use of hybridism defended by educational associations with a privatizing logic in education.

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