The Next Generation of Civil Service in Brazil: Forecasts and Toolkit
About this Project

Institute for the Future (IFTF) collaborated with the alliance for Impact Leaders in the Public and the Third Sector to create this toolkit to help prepare leaders for the future of civil service in Brazil. We have used strategic foresight methods and our decades of research experience to uncover critical forces poised to shape the future. Through workshops and interviews, we uncovered insights and novel connections that build on the unique culture and strengths of the Brazilian public sector. These workshops and interviews included leading global experts in the public sector, philanthropy, academia, technology, and private business. The project also involved two workshop training sessions for 70 Brazilian actors involved with the public sector on How to Think Like a Futurist. This toolkit is intended to help government, educators, and sponsors make future-focused decisions today and prepare for an uncertain future.

None of the forecasts or content in this toolkit should be considered the opinion of Brava Foundation, Lemann Foundation, Institute Humanize and República.org, or an endorsement of the possible futures contained within. This work is meant to synthesize IFTF’s research and the views of external experts into a provocative and useful format for readers.

About the Institute for the Future

Institute for the Future is the world’s leading futures thinking organization. For over 50 years, businesses, governments, and social impact organizations have depended upon IFTF global forecasts, custom research, and foresight training to navigate complex change and develop world-ready strategies. IFTF methodologies and toolsets yield coherent views of transformative possibilities across all sectors that together support a more sustainable future. Institute for the Future is a registered 501(c)(3) nonprofit organization based in Palo Alto, California.

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“Civil service is not the protagonist anymore,” Dr. Francisco Gaetani told us in an interview. It was startling, confrontational, and, as it turns out, confirmed by our research. What exactly did Dr. Gaetani mean?

For much of the 19th and 20th centuries, the public sector and those in the Brazilian civil service viewed government institutions as sources of social stability and economic prosperity. Brazilian progress was largely attributed to the civil service of the 19th and 20th centuries, which worked behind the scenes to become more competent, professional, and effective. Its effective civil service was a symbol of Brazil’s modernization and rising international profile. During the 1990s, Brazil’s prevailing belief was that good governance and strong institutions would ensure continued development.

The first decades of the 21st century have shown us, however, that the story of the civil service is much more complex and uncertain. Civil service institutions are not the protagonists in the steady march toward progress, but rather aging and self-doubting characters fighting for relevance, impact, integrity, and attention. Still, citizens need institutions of collective action more than ever. The lack of timely and meaningful responses to COVID-19 have made it clear that good governance matters. Rather than viewing civil service as a heroic infrastructure of progress, perhaps we should reframe it as a living and evolving ecosystem that navigates opportunities and threats in an ever-changing environment.

Civil servants themselves will take on more visible and accessible roles in this new, more complex environment, whether through open social communications technologies or policies, or as a response to the rising expectations of transparency and accessibility. Public servants, whether they like it or not, will no longer be invisible cogs in the wheel of government. They will be real people working to keep the system running while upholding their duties and keeping sane in the face of unprecedented challenges. COVID-19 gave us a glimpse at the future, where civil servants are blamed for mistakes, but also provide essential services to their communities in trying circumstances. This image of civil service is messier, more unpredictable, and harder to comprehend than the long-held stereotype of civil servants as robotic bureaucrats.

In this milieu, what is the future of the civil service and how does it affect civil servants? The first part of the answer is that there is no single future. Brazilian civil service has a wider and more divergent set of possibilities than it has had at any other time over the past several generations. What is lost in predictability is gained in experimentation, emergence, and innovation. Civil servants are becoming social inventors, counselors, investigators, and provocateurs.

With this forecast and toolkit, we are not attempting to predict a single future. We are looking carefully at various drivers and dynamics of change to provide coherent arguments for plausible futures of the civil service, along with time-tested frameworks and tools for preparing for alternative futures.

We believe that systematic foresight will increase our collective chances for better decision-making, leading to better futures. We hope this report will provide readers and users of the toolkit with a baseline of understanding of future forces and dynamics of change. We designed this course for those who have a stake in the future of civil service, whether they are members of government, civil servants, or citizens working to better the lives of others.
How to use this toolkit

These forecasts and tools are intended to give readers an understanding of the forces that will influence the civil service over the next decade, to provoke insights about how things might change to better prepare for unpredictable futures, and to provide a framework for meaningful discussions about these futures that will ultimately lead to actions today that will guide the civil service into the 2030’s.

The forecasts are framed through a tool we call the Future Cat’s Cradle, which helps analyze the dimensions and forces influencing change. The Future Cat’s Cradle (named after the game played with a loop of string) allows us to examine:

- The pull of future visions
- The push of technological, political, economic, social, and environmental forces
- The weight of history and our past

Each individual forecast contained within the report is similarly structured, with a zoomed-in look at different themes and facets influencing the future of civil service. The Future Cat’s Cradle contains bulleted concepts, perspectives, and forces that a reader can use as an “at-a-glance” summary of the landscape of change ahead. The forecasts begin with the concept bullets that are most relevant to that area, and then expand upon them in more detail and with specific examples (signals) of change.

Read more about Future Cat’s Cradle/Cama de Gato starting on page 8
The Power of Foresight: The Case of Singapore

Over the course of the last 30 years, the nation of Singapore has risen to become a safe, sustainable, and prosperous global force. Much of this success can be traced back to a series of initiatives and investments in foresight in the 1980’s. Driven at first by the need to secure stability within a changing and sometimes threatening political and military environment, Singapore has since instituted foresight training and practice throughout every ministry in government. This “whole-of-government” approach to foresight has paid dividends for its citizens and institutions, as seen in the nation’s effective response to the COVID-19 pandemic. It has also made Singapore a leading light within the foresight community, and the place government leaders look to when thinking about instituting foresight in their ministries or departments. This foundation and deep network of futures thinkers to consult gives Singapore a distinct advantage when facing new challenges and shifting conditions.

The Center for Strategic Futures in Singapore is the hub of futures training and reports. Much like this toolkit you are holding, the materials created by the Center can be a catalyst for transformational change within government and society. It takes boldness and commitment to push through the many barriers in place that limit or distort futures thinking. Singapore has managed to do this. Can Brazil be next? What would it take to get there? Start here!

—Mr. S. Rajaratnam in 1979 then Minister of Foreign Affairs of Singapore

Key terms and concepts

The Foresight-Insight-Action Cycle

**Foresight** is the human capacity to look ahead and make choices that lead to desired outcomes. It is a systematic assessment of emerging issues, trends, threats, and opportunities that allows us to anticipate risk and prepare for it. Foresight, when done in this systemic, structured way, leads to strategic **insight**, or realizations that can shift the way we see our role in the world. These insights lead to future-informed **action** in the present. IFTF’s Foresight-Insight-Action cycle is an ongoing process of investigation, strategic insight, and informed action that is continually repeated and updated based on new information.

Signals of Change

**Signals** are early-stage technological innovations, new products, emerging behaviors, or new initiatives that indicate larger paradigm shifts on the horizon. Unlike major trends or future forces, signals turn our attention to possible disruptions before they become obvious. They are clues into what the future might look like, and can act as an “early warning” of things coming our way.

Forecast

**A forecast** is a statement about a possible future based on compelling evidence from the present. It is a plausible, although often provocative, statement about the future. It is not an exact prediction, but it does reflect a range of plausible changes as well as well-considered anticipations of what is to come. In a foresight practice, forecasts can be both quantitative and qualitative, as long as they are grounded in present-day facts. The forecasts in this report are statements about possible futures in the year 2031, with a focus on those that will transform the Brazilian civil service in the coming decade.
What’s in this toolkit?

This toolkit is structured to provide foresight that elicits insight and inspires action. It does that through the following sections:

**A Future Cat’s Cradle (Cama de Gato dos Futuros)** with an in-depth description and articulation of different forces of change from the past, present, and future, along with instructions on identifying which forces of change are most relevant for you.

**Eight Forecasts**, or statements about plausible, possible futures based on compelling evidence from the present.
What’s in this toolkit? (cont.)

Using a Cat's Cradle model, each forecast is introduced by identifying its strongest forces and is concluded with two signals, or evidence of the future in the making. Using the “What”/“So What” format, we examine the impact or possible implications of what might happen if that signal scales and becomes mainstream. Then, strategic questions are asked to spark discussion and gain insight into how these forecasts and signals will affect both the civil service and civil servants themselves.

Strategic Implications: ask yourself or your team these questions to explore the contours and impacts of the forecasts further and to spark discussions around insights and actions that can steer change toward preferred outcomes.

In the final section, we offer six IFTF tools that you can use to continue to explore, deepen, and further your own investigations and analyses of the changes occurring now and in the future. In addition to instructions, each tool includes a blank worksheet and a sample worksheet drawn from workshops and trainings we conducted with Alliance representatives and invited civil servants during the development of this report.
What’s in this toolkit? (cont.)

Foresight is not a process of producing a report and an unchanging blueprint of the future. It is the cognitive and social capacity to sense and understand ever-shifting dynamics of change in order to respond quickly and appropriately. Foresight helps us become “architects of the future, rather than its victim,” as Buckminster Fuller famously said. These different sections and tools in the toolkit are to prepare you for the future, to enhance and expand your foresight capacities.

Now you’re ready to get started. It’s possible to work alone with the toolkit, but working with others will amplify its effect. In just 1-2 hours, you can get a fast return from the forecasts. Read the forecasts and go through the strategic insight questions. Next, in either a team meeting or one-on-one discussion, make a list of the most important issues they raise.

If you can devote a day or two, consider putting together a workshop with your leadership team or key stakeholders from your community. You can also integrate the forecasts and futures thinking tools into an agency meeting or retreat. Explore the alternative futures together and use at least three of the tools to build the group’s foresight, insight, and action plan.

Finally, keep your futures thinking alive by establishing a signals scanning practice, for yourself, your agency, or your community. Incorporate futures thinking into every strategy meeting or operational review by using at least one of the tools you learn here.
The future of civil service is a mix of evolving external forces and internal visions and mindsets. Clearly identifying the shifting dynamics that shape future possibilities can be difficult. One of the tools futurists use to help systematically identify and analyze dimensions of the future is the Futures Triangle, created by futurist Sohail Inayatullah. We re-named this the Future Cat’s Cradle in this toolkit. We use the metaphor of the Cat’s Cradle, a child’s game of making shapes and networks with string, to emphasize the connections between forces. The myriad ways the strings can be threaded around fingers, and plucked, pulled, and anchored in so many creative designs is a useful image to have in mind when imagining future forces. While no tool or framework can completely represent a complex system, the Future Cat’s Cradle can help us name and “see” dynamics and relationships we might have missed.

The Future Cat’s Cradle separates the future into three dimensions: the push of the present, the pull of the future, and the weight of history and the past. The push of the present includes familiar drivers of change, such as technological advances, demographic shifts, economic trends, political movements, and changes to the climate and environment. These pushes do not always point in the same direction, and sometimes may seem to be in opposition to each other. Looking at them through the Cat’s Cradle frame allows us to see and hold these multiple different pushes at the same time. The pull of the future includes those intangible visions, images, missions, nightmares, and other forms of expression that inspire people to think differently and work together toward a common goal. And finally, the weight of the past includes those practices, habits, incentive structures, limitations, cultures, and technological affordances that anchor us to history and older paradigms. These weights are not always negative, just as we do not assume the pushes and pulls are all positive or all negative.

Civil servants are dealing with these pushes, pulls, and weights on an almost daily basis. Our job, and why we’ve chosen to use Cat’s Cradle as an organizing framework, is to identify objectively as much of the landscape of possibilities, as well as potential interactions and amplifications of forces between the three dimensions, in order to provide a foundation of understanding upon which our forecasts will be built. Below you will see a visual representation of the Cat’s Cradle and research content in the form of bulleted phrases, quotes, images, and examples that represent the push of the present, pull of the future, and weight of the past. These bullets are drawn from our research, including an extensive scan of trends and emerging issues in civil service, interviews with experts, and an expert workshop with representatives from government, foundations, academia, and the private sector. The visual graphic is followed by a narrative summary of the Cat’s Cradle findings, highlighting the major insights and takeaways taken directly from interviews, workshops, and our research and analysis. Overall, this section provides a baseline operating environment in summarized form from which the more detailed and targeted forecasts are drawn.
What drivers, trends, and quantifiable changes are influencing the future?

Check the top three PUSHES from the list below that you think will be most impactful on the future of civil service in Brazil.

- Digitization of government services and increased importance of Information and Communication Technologies (ICT)
- Rise in authoritarian populism and decline in democratic institutions
- Declining trust in institutions, government, and civil service
- Failing institutions
- Increased economic inequality and precarity
- Massive data sets and data-driven policy
- Artificial intelligence, machine learning, automation, and algorithmic governance
- Climate crisis, water and resource shortages
- Increased migration
- Increased cyber attacks and network vulnerabilities
- COVID-19

- Public health emergencies and their responses
- Rise of remote, flexible, and virtual work
- Politicization of every aspect of bureaucracy, government, and policy
- Politically polarized society
- Younger generation values of inclusion, equity, tolerance, and purpose-driven work
- Breaking down of barriers between government workers and citizens
- Increased transparency and open government initiatives
- Growth of influence of think-tanks, private foundations, and NGOs
- Increased citizen participation and engagement in government functions
- Misinformation, disinformation, filter bubbles, conspiracy theories, and confusion about truth

- Outsourcing of government services and functions
- Diversity and inclusion programs
- Influence of behavioral science and “nudges”
- Availability of surveillance and tracking technologies (and public resistance to the use of those technologies)
- Regulatory sandboxes
- Institutional volatility
- Frustration with inefficiency and bureaucracy
- Increasing expectations for government effectiveness
- Increased desire for job and career flexibility
- Increased complexity of civil problems
- High-level corruption
- Social media communication tools
What visions, images, perceptions, and inspirations are pulling us towards a new future?

Check the top three PULLS from the list below that you think will be most impactful on the future of civil service in Brazil.

- We need a new movement to fill the government leadership vacuum
- Governing units and technologies should be more interoperable
- We need more participatory processes and open government
- We need deeper, more consistent, more meaningful engagement with the public
- Government should be built as a platform
- Government should be built as a start-up
- We should incorporate user-centric, human-centered design
- We are entering a tech-enabled democratic golden age
- We need foresight embedded in governing processes
- We need to maintain political heterodoxy and diversity
- One does not need to be a public servant to have a public impact
- We have to build intergenerational trust
- We need a renaissance of political system design
- We should be the masters of political engineering
- Government work should consist of remote, connected, loose associations and teams
- We need data-driven, evidence-based decision-making
- We need government and civil servants with purpose-driven values
- We should integrate design thinking
- We need plain language, accessible communication
- We should take multi-solving approaches to complex and systemic challenges
- Civil servants should have increased autonomy in decision-making
- We should offer career mobility for civil servants
- We should work on tasks and projects that match our curiosity and skills
- We need local action and leadership, such as mutual aid societies
- We should rethink new forms of partnerships and governance structures
- Government should play a reinvigorated role in social health
- We should have more personalization of services
- We need new narratives and identities for civil service
What are traditions, technical barriers, legacy structures, or other factors that could slow the pace of change and keep us anchored to a past?

Check the top three WEIGHTS from the list below that you think will be most impactful on the future of civil service in Brazil.

- Short-term thinking and incentives
- Physical and digital silos
- Slow to respond
- Risk aversion and fear of failure
- Weberian model: hierarchical, policy-driven, law-driven
- Treatment that is fair, equal, ethical, and consistent
- Professionalism
- Political appointments, clientelism, and the spoils system: “Clientelism is in our DNA”
- Nationalism
- Technologically antiquated legacy systems
- Education and testing requirements
- Job security, predictability, and stability
- Difficulties of removing civil servants
- Federalist division of government
- Messy, heterogenous machinery of government
- “We have 19th-, 20th-, and 21st-century systems all running the civil service.”
- “How do you innovate when you are just fighting to keep things functioning?”
- “To be seen by the English”
- Arcane language and processes
- Civil servants are discouraged from “bragging” about their work and public impact, so they are invisible and underappreciated
- Hard to see the immediate impact of the work
- Continually changing leadership and lack of independence
- Size and complexity of government
- Aging civil servants, reduced talent pool of the younger generation
- Talent pool dominated by educated middle and upper classes
- Rules and legislation that dictate what is permissible
- Attachment to status quo and resistance to change
- Legacy systems and bureaucracies
- Institutional power and memory
- Systemic infrastructure of centralized governments
- Culture of bureaucracy
- Laws limiting how civil servants and public can interact
Cat’s Cradle Analysis: Civil service paradigms shaping the future

What aspects of the future landscape will be most decisive in shaping civil service in Brazil over the coming decade? Certainly technological factors such as big data analytics, automation and AI, digitization, and expanded access to citizens through social media channels will offer new possibilities to reshape the nature and narrative of a civil servant’s job. The weights and anchors of history will hold steady and may slow the adoption of some of these technologies and practices. Civil service culture has been based on risk-avoidance, stability, predictability, and consistency. This culture does not lend itself to rapid changes, and maybe that’s a good thing, as we are finding hidden biases in some of our algorithmic and automated solutions.

Ultimately, based on our interviews, research, and assessment of the operating environment for civil servants, the most important factor influencing the shape of things to come is the question of purpose: the “why” behind someone choosing a career in civil service. What is the purpose of civil service? Why would a person want to serve their country or their compatriots in this way? The story civil servants tell about their work and their purpose will determine the kinds of technologies that are adopted or not. A modern, clear vision of why society needs trustworthy and effective civil institutions will help alleviate the mental shackles of risk aversion and complacency. A vision of civil service as a healer of a sick society, as a place for social invention and experimentation, as a shaper of culture, and as a harbinger of better futures will draw in younger, purpose-driven servants, and enliven career-civil servants to reinvent themselves and their institutions. Of course, these narrative shifts will occur against the larger backdrop of changes to the fundamental nature of government and how it operates, as well as to the environment within which it is operating. These structural changes, such as government shifting from a “Closed Citadel to Open House” are detailed in the narrative forecasts to follow. Civil servants must prepare to respond to these changes and to be pushed by technologies and changing citizen expectations. They must acknowledge the weights and barriers that exist and figure out what needs to be accepted and what needs to be overcome. If there is to be a “north star” for civil servants over the coming decade, an arena where increased time and attention will have virtuous benefits, it will be found in the pull of the future: imagining and communicating a compelling story of who civil servants can be and why civil service is a pathway to a better future.

On the next page, we highlight many of the most prominent and important narrative shifts and perceptions we identified in our research, workshops, and interviews with experts. Considering, contemplating, and sometimes countering these narratives is critical for the future of the civil service.
Here are the most powerful identity reframing and narrative transformations we have identified in our study:

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<tr>
<td>civil servants as defensive, reactive, and slow</td>
<td>civil servants as social inventors and policy entrepreneurs</td>
</tr>
<tr>
<td>mindless bureaucrats</td>
<td>authentic storytellers and influencers</td>
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<tr>
<td>risk-averse bean-counters</td>
<td>scientists, experimenters, and visionaries</td>
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<tr>
<td>optimizing efficiency</td>
<td>optimizing resilience</td>
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<tr>
<td>passengers on a ghost ship</td>
<td>keepers of memory and promoters of transitions</td>
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<tr>
<td>public perception as wasteful, lazy, and corrupt</td>
<td>humans who try new things, make honest mistakes, and learn valuable lessons</td>
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<tr>
<td>siloed departments</td>
<td>integrated governance networks</td>
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<tr>
<td>villains, victims, cronies, or parasites</td>
<td>coaches, mentors, counselors, and healers</td>
</tr>
<tr>
<td>heroic machine of progress</td>
<td>a complex adaptive ecosystem of solution finding</td>
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FORECAST 1

TRUST WHO YOU KNOW

From centralized government to localized governance

FORECASTS | Each of these narrative forecasts is set in 2031. The specific anticipated actions are extrapolations of evidence from today—signals of a future in the making. Rather than being predictions or analyses of data, these are provocations: plausible directions for change in civil service, with color and details about how these different possible futures could impact Brazil, the civil service, or civil servants in their duty.
CAT’S CRADLE

PUSH

• Politicization of every aspect of bureaucracy, government, and policy
• Misinformation, disinformation, filter bubbles, conspiracy theories, and confusion about truth
• Declining trust in institutions, government, and civil service

PULL

• We need local action and leadership, such as mutual aid societies
• We should rethink new forms of partnerships and governance structures

WEIGHT

• Legacy systems and bureaucracies
• Institutional power and memory
• Systemic infrastructure of centralized governments

PULL OF THE FUTURE

PUSH OF THE PRESENT

WEIGHT OF THE PAST
“One of the biggest issues that civil service will face over the next decade is how to build and maintain trust, which is based on accountability. Bureaucracy is becoming highly politicized all around. They will need to keep a level of credibility, expertise, and trust in public service. They’ll need to maintain trust in the face of populist governments’ tendencies to politicize bureaucracy.”

– Mustafa Osman Turan
Ambassador, Turkish Embassy in Bangladesh
interview with IFTF researcher, 11 March 2021
A raging misinformation epidemic, bungled responses to cascading crises throughout the 2020s, clientelism, corruption and politicization of bureaucracy, and declining economic opportunities for workers while CEOs receive outsized profits: it’s no wonder that there has been a massive decline in trust in all four major institutions: government, NGOs, media, and business.

Local businesses and grassroots groups will fill the void left by institutions. Change will come not in the form of distributed governmental institutions, but in a massive re-localization of power. While feared shadow or criminal parallel states have not materialized, state legitimacy is gradually declining and the government cannot govern effectively. In an attempt to retain a modicum of order, liaisons from within government have formed local partnerships, working with whoever is “in the know” of what’s happening on the ground.

New governance will come in the form of partnerships with grassroots community groups, social services provided by mutual aid societies, and multisector networks with representatives from municipal government, local business groups, and neighborhood activists/advocates working in tandem to coordinate policy responses, enforce regulation, and continue to provide information to these local networks. In many cases, community-led but privately funded education and social development initiatives that already exist in Brazil will be the de facto generators of public policy.

Municipal-level civil servants, though generally less technically skilled than those working in the federal centralized government, will have the relationships on the ground to form these partnerships. Their experience with public relations as well as with understanding and managing multiple stakeholders will benefit this transition from centralized power and governance to localized leadership. They can offer civil servants from the federal level an avenue for partnerships that will help implement public policy and provide services to citizens. These two groups of civil servants will need to assess each others’ skill sets and capabilities quickly, as they will begin to work closely together in new ways. Federal civil servants might need to train those from the local municipalities in certain structures, systems, or regulatory practices, and local civil servants will have the opportunity to integrate their federal counterparts into local governance, which will not be without friction and challenges. All civil servants will have to learn to work more closely with non-governmental actors, local leaders, and community members, whose instincts towards addressing local challenges might just prove to be the best solution to a problem.
Community leaders step up to offer COVID-19 responses in favelas

**WHAT:**
During COVID-19, in crowded favelas, and other places typically neglected by the government, community leaders and volunteers have rallied around their communities to offer support, education, and outreach about the pandemic.

**SO WHAT:**
The success of local organizations to provide for themselves and communities during COVID-19 began to change the narrative of what locals can do. This has wide-reaching implications that could turn traditional dependency-creating aid models on their heads, paving the way for governments and NGOs to follow the lead of locals, instead of the other way around.


Public libraries are hubs for food donations during COVID-19

**WHAT:**
Libraries across the US partnered with food pantries to provide crucial public services to people and communities experiencing hunger and food insecurity.

**SO WHAT:**
As new economic and social challenges emerge—such as a massive increase in the population needing food assistance—new partnerships will form to meet these needs. Creative private (nonprofit) public partnerships such as libraries + food pantries represent a new use for an old institution and infrastructure, and a way to tap into local structures and networks to distribute what is needed to the population.

Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. How can an institution retain its power to enforce, implement, and regulate essential services such as public safety and infrastructure when that same institution has lost its ability (in the minds of the people) to govern?

2. What characteristics of leaders should the public sector be seeking and developing?

3. How do you rewrite a narrative of the positive impact of your work, your institution, and your policies? How do you communicate that to your constituents? What channels do you use? How do you invite dialogue?

4. How do you form partnerships with local leaders, organizations, and businesses who have the trust of the people? What are the first steps you take? How does this impact the organizational structure in the public sector (hierarchy vs horizontal)? What skills in both the federal and the local government must the civil servant have in order to navigate these different partnerships?
FOREGOAST 2

SHIFTING VISIONS OF CIVIL SERVICE

From professional bureaucrats to social healers
PUSH

• Failing institutions
• High-level corruption
• Social media communication tools
• COVID-19

PULL

• We need government and civil servants with purpose-driven values
• We should incorporate user-centric, human-centered design
• Government should play a reinvigorated role in social health
• We should have more personalization of services

WEIGHT

• Culture of bureaucracy
• Laws limiting how civil servants and public can interact
• Treatment that is fair, equal, ethical, and consistent
• Risk aversion and fear of failure
“[The civil service] could do a lot to make itself more responsive, more agile, and more modern. It could remove some of its many layers of bureaucracy and declutter its decision-making. It could do much better at shaping a more diverse diplomatic service, which looks like the society it represents. This is a moment to think big about public service, to help repair the disconnect between citizen interests and the wider national interest.”

—William J. Burns, The Atlantic

By 2031, Brazilian civil servants will be encouraged to embrace a new vision of their work as empathetic problem solvers, counselors, coaches, and social healers for a wounded and untrusting society. The complex world reels from climate chaos, democratic back-sliding, pandemic diseases, and economic inequality. Governments and civil servants have lost the trust of citizens, and citizens often view them as corrupt cronies or “lazy parasites” feeding off hard-working taxpayers, as the Minister of Economics recently proclaimed. COVID-19 has strained an already tenuous trust between Brazilians and their government and between elected officials and civil servants. However, this destabilization of the “typical” operating environment for civil servants opens the door to new visions of what civil service means and how civil servants can contribute to better governance.

Civil service, especially as it evolved in the 20th century, was centered around a vision of increasing professionalization, consistency, and stability of service. This adherence to equality and fairness in the application of codes and rules bolstered the perception of civil servants as bureaucratic machines with little to no regard for the feelings of citizens they serve. The vision of increased professionalism and stability will no longer be appealing to the general public and won’t entice prospective government employees. Civil servants won’t be trusted in the same way as previous generations, and governments and laws are going to be less stable.

The cracks in the edifice of the state will enable the emergence of new paradigms of how civil service is accomplished. In the next ten years, civil servants, public management schools, and government bodies will have to rethink recruitment and career paths, curricula, and laws to enable a type of civil service that is not about laws, but people. A new image of the civil service must be created to attract fresh, motivated personnel in the face of turbulent and urgent times. It will involve more than just processing paperwork to distribute benefits, but will also entail guiding people along their life journey through multiple stages. Civil servants will need to learn empathy and ethics, not just legal codes and procedures. Compare this with the emerging paradigm in health care. A medical doctor will no longer only see a patient one or two times a year, but will have access to a continuous data stream from wearable sensors and other data gathering technologies. The doctor will then make diagnoses and health recommendations at critical points along the way. So too might a civil servant of the future have a deeper, more thorough understanding of the individual constituents they serve in the context of changing policies and changing conditions on the ground. This kind of attention to individual contexts and needs will provide more than just equality of service. It will provide an opportunity for equity throughout the system.
Bangladesh offers empathy training to government workers

**WHAT:** Civil servants in Bangladesh now take empathy training courses as part of their civil service requirements.

**SO WHAT:** Bangladesh has recognized the need for civil servants not only to follow the rules and laws of the nation, but also to help address the emotional conditions and needs of citizens, in order to serve them more effectively.


Pschedelics used to broker peace and understanding

**WHAT:** Leor Roseman, a researcher at Imperial College London, has been looking into the impacts of shared psychedelic experiences on human social and political relationships. His work with Israelis and Palestinians showed profound, long-lasting positive changes in perceptions and opened doors for bridging conflicts.

**SO WHAT:** Civil servants of the future might play a role in facilitating quite unusual experiences to help people through trauma, resolve conflicts, and deal with individual and social challenges.

Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. What's the role of civil service in a sick society—a society ravaged by the pandemic, corruption, disinformation, and distrust?

2. If the public doesn’t trust civil servants to follow bureaucratic procedures, are they going to trust them to be coaches, counselors, and healers?

3. What kind of new skills and management styles will be needed when civil servants’ job descriptions and work expectations change under this new paradigm?
COLLABORATIVE ARCHITECTURE

From siloed departments to hybrid networks
CAT'S CRADLE

**PUSH**
- Frustration with inefficiency/bureaucracy
- Increasing expectations for government effectiveness

**PULL**
- We should take multi-solving approaches to complex and systemic challenges
- Civil servants should have increased autonomy in decision-making

**WEIGHT**
- Attachment to status quo and resistance to change
- Systemic infrastructure of centralized governments
- Institutional power and memory
“I think there should be a way to prove to the establishment that you could have more different ways of operating the government that are very effective”

— Ricardo Fernandez
Director of Urban Research & Development for the Government of Jalisco
interview with IFTF researcher, 2 April 2021, on the need for results-oriented government.
As a way to better improve the lives of Brazilian citizens, the Brazilian government will move away from siloed permanent departments towards an ad hoc network of departments and task forces. Changing the current system will not be easy: the hierarchy is rigid, and the inertia for maintaining disconnected departments is strong. This overly rigid government structure, with its miscommunication, inefficiency, and redundancy, will need to embrace a cross-functional model to meet the increasingly complex needs of citizens and civil servants. An ad hoc project team, made up of civil servants from various backgrounds, will administer tasks and projects instead of being assigned to specific departments or nominated by colleagues. These teams will include both public health and public works employees, innovators and educators, and so on.

It is likely that leadership will resist these structural changes, as they may perceive them as a threat to their authority. However, the benefits of connecting departments and employing new multi-layered problem-solving approaches will be felt quickly through improved productivity. Ultimately, it will take the support of a dedicated “collaboration champion” at the government's highest levels to push for and implement this restructuring. Civil servants will also need to adapt, as they will need to be flexible and draw connections between systems.
Enhancing public governance

WHAT:
The National Academy of Public Administration attributes the United States’ failure to effectively curb the COVID-19 pandemic to the country’s lack of collaborative governance. The Academy proposes a number of steps to expand the use of collaborative governance in targeted areas such as implementing integrated service delivery, helping veterans transition to civilian life, helping the homeless, overcoming opioid addiction, and protecting vulnerable children.

SO WHAT:
Although there have been discussions around collaborative governance for decades, COVID-19 brought the downsides of siloed government to light in a very powerful way. Many countries are now coming to terms with the failure of their crisis responses, prompting governments and consultants to rethink collaborative approaches.

Collaborative governance was key to South Korea’s effective response to COVID-19

**WHAT:**
South Korea’s notably effective response to the COVID-19 crisis can be attributed to its collaborative governance model.

**SO WHAT:**
While other countries, even those deemed “more advanced,” struggled to manage the COVID-19 crisis, South Korea struggled to manage the initial waves of the Covid-19 crisis. South Korea effectively streamlined its disease control process due to “a high level of coordination and cooperation between both public and private actors.” In this case, the lack of rigid structure allowed for a more rapid response to the crisis because information and talent resources could be coordinated easily.
Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. What positive aspects of civil service are lost when you de-silo government? What negative aspects are removed?

2. What forces in Brazil are pushing toward a hybrid-networked model? What forces are holding this future back?

3. How do you anticipate relating differently to your colleagues in a hybrid-networked system?
FORECAST 4

THE CIVIL SERVANT AT WORK

From rigid specialists to flexible generalists
PUSH
- Increased desire for job and career flexibility
- Increased complexity of civil problems

PULL
- We should offer career mobility for civil servants
- We should work on tasks and projects that match our curiosity and skills
- Government work should consist of remote, connected, loose associations and teams

WEIGHT
- Attachment to status quo and resistance to change
- Systemic infrastructure of centralized governments
- Talent pool dominated by educated middle and upper classes
“The test system has some limitations when it comes to hiring; it only measures, in general, cognitive skills. Thus, civil servants are very homogeneous. They tend to come from higher social classes because of how the system is structured. They don’t attract, necessarily, people with strong motivation for public service. They can attract people who want only job stability and good pay.”

—Marizaura Camões
Coordinator of Innovator Lab at the Center for Government
interview with IFTF researcher 25 March 2021
Over the next decade, civil servants’ skill sets will change dramatically. Because society’s needs are becoming more complex and automated bureaucracy tools are being used more widely, governments will find specialized personnel to be less effective in achieving desired outcomes. As a result, they’ll need workers with a breadth of soft skills, diverse interests, and a passion for civics.

In this context, legal jargon will hinder civic action, and upskilling the previous generation of civil servants will be too time-consuming in the face of society’s more urgent needs. Under a new transition to a more flexible civil service, a new hiring system will emerge to improve government’s capacity to generate action and balance old bureaucratic processes with fresh perspectives.

Exams will assess applicants holistically, as opposed to current exams that require extensive preparation. Rather than taking a comprehensive test on legislation and demonstrating knowledge of bureaucratic mechanics, applicants will take a series of skill diagnostic exams designed to assess their emotional and interpersonal skills, as well as their personality traits and emotional intelligence.

Civil servants of the future will be flexible generalists capable of dealing with novel issues from different perspectives. As permanent departments become less common, civic workers will have more varied project portfolios through which they can contribute based on their unique interests, experiences, and skills.

They’ll move freely within the bureaucratic pyramid, and rather than being assigned a specific role, successful candidates will instead be hired as “disentanglers” in various projects as they come about. They will build their own portfolios of diverse tasks and projects by applying for ad hoc committees and task forces based on their curiosity and skills. As a result, civil servants will no longer be bound to stay in government for their entire careers, because the lower barrier to entry affords them more flexibility to move between the public and private sectors.
**Canada's free agent program**

**WHAT:**
Innovative public servants in Canada are given the freedom to choose their projects.

**SO WHAT:**
While flexible work arrangements are not uncommon in today's world, examples of this model are typically found in the private sector. The pandemic has prompted an increase in remote workers, spurring more research on the benefits of employee autonomy. To attract more Canadians to work in the public sector, the Canadian government is aligning itself with the emerging norms.


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**The upskilling economy**

**WHAT:**
Some of the largest corporations are investing billions in upskilling their employees, including Price Waterhouse Cooper, which is investing $3 billion in its training program for all 275,000 employees.

**SO WHAT:**
As society and technology change, so do the needs for skills and talent. While companies like Verizon, Amazon, and Bank of America have the resources to upskill their employees to meet their changing needs, governments cannot. For governments to be able to handle future challenges effectively, civil servants with broader skill sets are required.

Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. How would increased flexibility and a broader set of skills affect recruitment, hiring, and retention of civil servants?

2. How would the culture of civil service in Brazil today respond to these forecasted changes?

3. What would be the effect on efficiency, cost, and productivity of civil servants in this world?

4. How can governments re-skill and up-skill their workers within budgetary constraints and under public scrutiny?
FORECAST 5

THE EDIFICE OF GOVERNMENT

From closed citadel to open house
**PUSH**

- Demands from public for transparency
- Digitization of government services and increased importance of Information and Communication Technologies (ICT)
- Demands for participation and co-creation of public policies

**PULL**

- We need deeper, more consistent, more meaningful engagement with the public
- We need more participatory processes and open government
- We are entering a tech-enabled democratic golden age

**WEIGHT**

- Legacy systems and bureaucracies
- Institutional power and memory
- Slow to respond
- Technologically antiquated legacy systems
“The participatory aspect of our work only increased since we started doing projects like this (FuturGov), but all of our main projects in foresight or public innovation have strong participatory and engagement streams and they are gaining more traction by the day.”

— Alexander Povlora
European Commission, Joint Research Centre Competence Centre on Foresight and EU Policy Lab, interview with IFTF researcher 10 May 2021
Shifts in technology and new transparency policies will unlock the gates of governments to citizens and private actors. And they’ll not be just participants, but extended, independent government supervisors. Advances in blockchain and AI will ensure that smart contracts are translated into plain language. This will dramatically increase the transparency of government actions, particularly those with budgetary implications. Already emboldened by experience with participatory budgeting pilots, citizens will demand oversight and explanations of government procurement processes that they now can understand.

At the same time, as governments begin to mandate Environmental, Social, and Governance (ESG) and transparency reporting for corporations, the corporate sector will push to hold governments to the same standards. Companies whose ESG reporting was already ahead of the curve will begin to hold governments accountable, flexing their corporate muscles to demand a seat at the table alongside citizens. These corporate actors will no longer participate using lobbyists and parliamentary committees to push new agendas. They’ll have active and transparent seats in every new policy discussion.

All this openness will not be without drawbacks: automated transparency will spew an abundance of data and transcripts of internal debate to the public, who will not always be able to parse through and make sense of government deliberations. As a result, confusion and faux experts will spread misinformation to an information-overloaded public. Tech-wary activists will also demand data collection audits, asking for an explanation of what is being collected and why, and governments will need to enhance their security greatly to fend off cyberattacks.

These shifts will have a dramatic impact on how Brazilian governments and civil servants manage transparency: from government expenses to climate licenses and even daily tasks, everything related to government will have multiple open windows for scrutiny. There will be so many that even less transparent governments will have trouble keeping things secret. New roles and responsibilities will be created to aid in this transition to openness: from citizen liaisons who lead participatory exercises and conduct public meetings, to tech-savvy department heads who will need to navigate and communicate privacy and technological security protocols, to data stewards who will both guard data privacy as well as interpret and publicize information in plain language.
OGP Local welcomes in new cohort, including 2 cities in Brazil

**WHAT:**
Santa Catarina and Osasco, Brazil were accepted into the Open Government Partnership Local in 2020 as part of a new cohort of local jurisdictions committed to transforming how government serves its constituents.

**SO WHAT:**
Being accepted into the OGP through an application process shows the internal push from these Brazilian cities to be part of a larger movement towards open government. This comes with a system of public accountability that will require local leaders to submit and implement an action plan. This is an important first step towards normalizing a culture of transparency and openness. It also offers additional avenues for participation by engaging residents in the co-creation of the action plan or by developing mechanisms for citizens to measure, report, or evaluate progress.


GPT-3 translates legalese into plain language

**WHAT:**
GPT-3, a deep machine learning platform that can mimic human speech, can translate “legalese” into plain language.

**SO WHAT:**
Even with its current observable limitations (GPT-3 can generate believable-sounding text but can’t check the veracity of the statements it makes), one can imagine a future in which these types of machine learning language tools could translate highly technical languages (from medicine to government) into plain language so that people can be part of conversations from which they might otherwise be excluded.

Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. How much is too much citizen engagement or transparency in government, decision-making, and policy ideation? Is this something that civil servants should decide, and if so, how do they create a rubric to help evaluate how and when citizens should be involved with government matters?

2. What, if anything, should be put in a “black box” when it comes to increasing transparency and data access?

3. Will moving towards open government free civil servants to speak their minds more openly? Or will they still have to “toe the party line?”

4. How do you weigh the input of individuals versus that of corporations? How and when do you show how you’ve made those choices?
FORECAST 6

LEVERAGE POINTS IN GOVERNING SYSTEMS

From effects to affects
PULL OF THE FUTURE

PULL
• We should incorporate user-centric, human-centered design
• We need data-driven, evidence-based decision-making

WEIGHT
• Weberian model: hierarchical, policy-driven, law-driven
• Rules and legislation that dictate what is permissible
• Legacy systems and bureaucracies

PUSH
• Artificial intelligence, machine learning, automation, and algorithmic governance
• Politically polarized society

PUSH OF THE PRESENT

WEIGHT OF THE PAST
“The State is losing its monopoly on power.”

— Gabriela Lotta, Researcher at Fundação Getúlio Vargas
IFTF expert workshop 15 April 2021
In a decade of deep political polarization and civil unrest, policy-making will resemble, in large extent, a reality TV show. Civil servants and politicians will increasingly rely on surveillance mechanisms to measure how popular—and more importantly, how unpopular—new laws and policies are, with the results being used to decide which legislations will be enforced and which ones will be discontinued.

Popularity and affects-driven policy-making will not be an official approach, but a widespread strategy used by bureaucrats to navigate conflicts and controversies and assess how the most critical decisions regarding “wicked problems,” such as climate change and health crises, will affect the emotions of populations. In the coming decade, this approach will be used not just to test new regulations, but most importantly how citizens—and voters—might react to them emotionally.

In this context, civil servants will face increasing political and emotional pressure from popular opinion and society’s general outlook. The next decade will be marked by dramatic changes in the implementation strategies of new regulations. Civil servants knowledgeable of social psychology will be in high demand in this future to assess how individual emotions impact collective actions and vice versa. They’ll have to learn how to navigate an abundance of angst and excitement in order to achieve long-term goals. Knowing the rules of emotions and their interactions will be as important as understanding laws and the mechanics of bureaucracies.
Analyzing emotional responses to policy in real time

**WHAT:**
Daoura is a Brazilian startup that uses AI to analyze people’s emotional responses to policies and governance in social media platforms. Their algorithm reads peoples’ posts, analyzes their reactions, and generates heat maps showcasing a community’s general mood.

**SO WHAT:**
Measuring emotional response to policies might be useful when prototyping new legislation with regards to new business models, novel technologies, and urgent issues such as climate change. But in a deeply polarized and alienated society, policies might be measured not by their theoretical and technical foundations, not even their effectiveness, but their popularity, something that might be weaponized by populists.


Artists want to ban emotion recognition

**WHAT:**
A coalition of artists, activists, and academics signed an open letter requesting that Spotify does not ever use, sell, or license its recently patented emotion recognition algorithm. In the letter, the coalition pointed to a number of concerns regarding privacy violations and emotional manipulation of audiences.

**SO WHAT:**
Spotify’s emotion recognition technology can listen to people’s voices and determine their gender, age, and mood. As the coalition points out, detecting and measuring people’s emotions puts organizations in a dangerous position of power, capable of manipulating those emotions to generate profit or induce behaviors.


Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. How will civil service departments protect themselves and relevant policies from toxic public opinion?

2. How can civil servants use real-time assessment of public opinions and affects for positive impact?

3. What new technical skills are necessary for civil servants in this future?

4. What future dilemma might generate the biggest emotional response, and how might civil servants be ready to address society’s reactions to it?
THE SHAPE OF BUREAUCRACY

From three powers to AI power
PUSH

• Digitization of government services and increased importance of Information and Communication Technologies (ICT)

• Artificial intelligence, machine learning, automation, and algorithmic governance

PULL

• We need data-driven, evidence-based decision-making

• We are entering a tech-enabled democratic golden age

• Governing units and technologies should be more interoperable

WEIGHT

• Technologically antiquated legacy systems

• Weberian model: hierarchical, policy-driven, law-driven
“We’re moving into a world in which code is law and tech is policy.”
— Lane Becker
Former 18F at General Services Administration
IFTF expert workshop 15 April 2021

“Many civil servants don’t want digital transformation. But the barrier is not on technology or regulation. The problem lies in knowledge and culture.”
— Guilherme Domingues
BrazilLAB, IFTF foresight training 29 April 2021
Non-human civil servants, services, and departments will emerge as artificial intelligence becomes more capable of interpreting data and generating policy without human aid. Algorithms are quickly entering new spaces and moving beyond the simple automation of tasks and processes. In the future, machine learning applications will be behind critical decisions by guiding economic and social policy and providing legal counseling and city management. These algorithmic civil servants will begin their careers modestly, but will quickly become an integral part of the Brazilian bureaucracy. Wealth distribution programs will benefit from AI’s capacity to “play” against the complexities of inequality as if they were games of Go. The Brazilian justice system will adopt automated judges to offload small litigations and employ legal counseling systems to promote non-litigious deals between parties.

On one hand, automated bureaucracy systems will work alongside human civil servants in a very symbiotic way, as AI capacity to model the properties and outcomes of decisions will quickly become mandatory. In the next decade, every new policy will have to be simulation-compliant, equitably responding to every collaboration between human and machine public agents. On the other hand, much of the paperwork necessary to run governments will be digitized and dealt with by code, leading to the emergence of a new automated bureaucracy.

Civil servants caught in the middle of this transformation will have mixed feelings about the automation of power. They will need to reinvent themselves to move from checking laws and signatures to helping update the government’s digital operating systems. Feeding data to policy machines and troubleshooting algorithmic biases—and their colossal mistakes—will be a civil servant’s routine. And while Brazilian legislations focused on open software and applications will help generate a large ecosystem of young and non-governmental civil servants working in govtechs, a whole generation of older civil servants will suffer from unoccupied employment. Without the skills or purpose to work alongside AI, career civil servants will pose a challenge to human resources, as their stability prevents them from being laid off despite their roles becoming obsolete.
### AI running public policy

**WHAT:** Scientists from Salesforce developed an AI application that can generate fairer and politically unbiased tax policies using simulated economies. The technology employed AI workers, each one managed by a reinforcement learning model—the same technique used by Google's DeepMind and AlphaGo machine learning applications.

**SO WHAT:** Beyond recognizable forms of automation, new machine learning techniques are quickly entering every field of society. Government, policy-making, and civil service are not exempt from them. These applications are specifically designed to find best-case scenario solutions to complex problems, where resources are scarce, stakes are high, and decisions are urgent. Their capacity to deliver more and better options to policymakers will be too tempting not to be implemented. However, AI is deeply dependent on the data input fed to it. Constant updates, troubleshooting, and misuse might become the new face of government red tape.


### Automating legal counseling

**WHAT:** Amica is an Australian government service that uses AI and chatbots for legal counseling. Among its services, Amica advises divorcing couples on how to divide their money and property and helps them develop shared parenting arrangements.

**SO WHAT:** The use of artificial intelligence for customer service and troubleshooting is accelerating and spilling over into other industries, such as justice and government. Automated judgments, and conciliatory courts might have a deep impact in the notoriously slow and bureaucratic Brazilian justice system. However, this shift will directly clash with the highly protective nature of the Law industry and disrupt much of its traditional hierarchy, power and control over the pace and fulfillment of justice.

Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. How will civil servants manage compliance and punishment to both automated and hybrid bureaucracy systems?

2. What new skills are necessary to work alongside AI systems and simulations?

3. How fast must regulations in the civil service change to address these transformations?

4. What new roles can “obsolete” career civil servants assume in this automated bureaucracy future?
POLITICAL ROLE OF CIVIL SERVANTS

From keepers of the law to protectors of democracy
PUSH
• Rise in authoritarian populism and decline in democratic institutions
• Politically polarized society
• Misinformation, disinformation, filter bubbles, conspiracy theories, and confusion about truth
• Failing institutions

PULL
• We need new narratives and identities for civil service
• We have to build intergenerational trust
• We need a new movement to fill the government leadership vacuum

WEIGHT
• Professionalism
• Attachment to status quo and resistance to change
• Weberian model: hierarchical, policy-driven, law-driven
“Brazilian civil servants are under constant attack. They’re being demoralized and persecuted. But we’re also seeing how much resistance they’re posing to the powers trying to oppress them.”

— Gabriela Lotta
Researcher at Fundação Getúlio Vargas—FGV, IFTF expert workshop 15 April 2021
The 2030s will be a decade of intense crises and profound shifts in global democracy. Across the world, the democratic order will be attacked from within and from without by an increasing number of populists, extreme groups, and corruption. Citizens will be divided, and radical partisanship will become dangerously routine within the ranks of civil service. Civil servants, especially in countries such as Brazil, will be forced to transition from being exempt keepers of legislation and bureaucracy to becoming activists fighting to maintain what’s left of democracy.

In a dramatic call to action, civil servants will operate in the trenches of the decade’s political wars. Daily, they’ll confront coup attempts, health and climate mismanagement, and civil rights violations on a scale they won’t be able to manage. It will be up to the civil servants to fight in those trenches or let democracy crumble to dust. As moderation, dialogue, and rule-keeping prove to be ineffective to quell angst-filled attacks against institutions, civil servants will have to dig their trenches even deeper to block attacks against democracy.

Nationwide, activists will mount coordinated strikes against the bureaucratic machine in order to preserve institutions and prevent bad actors from reaching their goals. These acts of civil disobedience will be highly controversial and will feel as though they are an extension of the globe’s deep political divides. This will be both a symptom of a highly polarized world and one of democracy’s last hopes.
Political polarization is the main cause of tension in Brazil

**WHAT:**
Research by Instituto Ipsos found that 83% of Brazilians think political polarization is the main source of tension in the country.

**SO WHAT:**
Political polarization is likely to increase even more during the decade, no matter the results of 2022’s Brazilian presidential election. Career civil servants and appointees who interface between citizens and governments will be at the center of the maelstrom.


Myanmar civil servants engage with civil disobedience to restore democracy

**WHAT:**
Weeks after a coup seized power in Myanmar, civil servants went on strike, refusing to work for the military junta. State departments, schools, hospitals, and many other public services were halted, which damaged the junta’s image and consequently its power to control the country.

**SO WHAT:**
As political polarization, populism, and coups continue to threaten democracy, civil servants will increasingly be called upon to protect institutions. They could go as far as engaging with civil disobedience, strikes, and other forms of legal acts.


### Ask yourself or your team to explore the contours and impacts of the forecasts you just read to spark discussion and insights.

1. What **new roles must civil servants assume** in a deeply divided society?

2. How can **civil servants lead recovery** or reinvent democracy?

3. How will **civil servants protect themselves** against political polarization?

4. How can civil servants—as a professional category—prepare for an even more **polarized society**?
These forecasts paint a picture of civil service that is more transparent and adaptable, but also messier and more complicated. They are driven by a range of intersecting, reinforcing, and sometimes contradicting forces:

**Social:**
Increased lack of trust in civil service, and a distorted awareness of how government services and policies function to improve their lives, especially in a post-COVID world.

**Technological:**
Increased digitization of services and functions, advancement of AI and automation, and reduced barriers and more immediacy between civil servants and citizens through social media.

**Economic:**
Increased inequality and the perception that government is just another arm of corrupt crony capitalism.

**Environmental:**
Increased frequency and severity of weather events, and disruptions to basic services.

**Political:**
Increased migration due to climate change and related political upheavals, and the ongoing battles between democratic and autocratic governing values.

Civil service must respond to the challenging operating conditions of the 21st century. Civil service must evolve to meet the changing needs and expectations of citizens and leaders. This evolution will not be without downsides, nor will it be easily achieved. As governments become more digitized and AI plays a larger role in government, we must rethink the purpose and vision for human civil servants. While this shift may seem daunting, as it requires a level of change that is sure to be uncomfortable, it also creates an opportunity for reinvention. Rather than envisioning a civil service that is dominated by advanced technology and AI to the detriment of human civil servants, we should instead consider how the future might open space for civil servants to make new innovations and take on roles that have never been seen before. To imagine what this could look like, we must deepen our understanding of the soft skills that are unique to humans, skills that technology cannot effectively replicate. More importantly, we must truly value these uniquely human attributes.
You’ve now read and considered the overall analysis, forecasts, signals of change, and strategic implications for the Brazilian civil service.
The following questions are meant to help you generate and synthesize insights derived from the full set forecasts. Use these questions to think through the implications of the forecasts for you as an individual, for your department or agency, for the Brazilian public sector, and for the nation as a whole.
You can go through these questions on your own, or you can use them in group settings to stimulate discussion, debate, and further strategic insights.

- What are the most plausible paradigm shifts you see from the forecasts affecting the Brazilian civil service?
- Which changes will happen first?
- Which will be most transformative?
- Which shifts are Brazilian civil servants most/least prepared for?
- What will be the outcomes if the civil service does not adapt to these changing conditions? Who benefits? Who loses?
- What would the civil service look like if they do adapt well and become leaders of this transformation? Who benefits? Who loses?

- What are the forecasts, or aspects of the forecasts, you would most/least like to see occur?
- Who or what is standing in the way of progress for the civil service?
- Who or what is a catalyst for positive change?
- What actions can you take to make the positive aspects come into being?
- What can you do to help the civil service avoid the negative outcomes of these forecasts?

- If you had to pick one thing about the Brazilian civil service that you would change, what would it be, and how would you change it?
- If you were advising a young person who has a public service mission in life, what would you tell them about the future of civil service in Brazil? What would be the best case scenario for them? What would be the worst case scenario? What do you think is the most plausible scenario?
Alternative futures, whether expressed in signals, forecasts, or images, are not conjectures that should live merely as figments of our imagination. Alternative futures should be thought of as functional vehicles for helping us make sense of changing dynamics and improving our decision-making in the present. Futures thinking is a cognitive prosthetic we invented to help us get to where we want to go.

In that spirit, we offer these six tools from IFTF’s Foresight Essentials and Design Futures Toolkits. These tools were specifically chosen for the frameworks and methodologies they offer that we believe will be most helpful in thinking about—and acting to shape—the future of civil service in Brazil.

These tools can assist in engaging with the forecasts, in deepening your understanding of changing landscapes, and in drawing out actionable insights. You can use these tools individually or as a group, to guide you or your team’s strategic conversations.

Each tool includes an overview of the tool, step-by-step instructions for self-guidance using the tools, followed by a blank template of the worksheet. We have tested out all of these tools in workshops and trainings with international experts and Brazilian civil servants and stakeholders.

See the demonstration worksheet below for an example of the tool in action from one of these workshops.
Cat’s Cradle is a game of creating shapes by weaving string around your fingers. The future is a tapestry weaving together strong, subtle, and noisy forces at play in any dynamic system—the trends, visions, structure, habits, strategic choices, and conditions that influence change and stability. This tool, using the Cat’s Cradle as a visual metaphor, helps represent these forces and their mutual interdependencies.

**WHY THIS TOOL?**

- **Identify and analyze** multiple dimensions of the future.
- **Seek** out influences shaping the speed and trajectory of change.
- **Uncover** your own biases and blind spots about the future.
- **Visualize and play** with balances between forces to understand their potential impacts.

**HOW IT WORKS**

- **Identify an issue or topic**, separate it into three dimensions, and name 5-10 examples of each on the template:
  - **Pull of the Future**: the values, visions, and images that attract or "pull" toward the future. Pulls can be positive or negative, but they exert a persuasive power on people’s view of the future.
  - **Push of the Present**: trends, policies, technologies, and forces driving change in a certain direction. These “pushes” may not be inevitable, but they have strong data supporting their trajectories.
  - **Weight of the Past**: cultural characteristics, deep historical connections, structural barriers, behavioral habits, aesthetic traditions, government regulations, the laws of physics, or anything that limits the speed or reach of the issue.

- **Prioritize the most important factors.** Discuss with the group which pushes, pulls, and weights are most influential, and circle them. Choose the top 2-3 from each dimension.

- **Assess the relative strengths of the top pushes, pulls, and weights** to see how they change the balance of future outcomes. Ask, “If this ‘string’ is pulled, what happens to the others?” For example, might a charismatic future vision accelerate the development of a breakthrough technology? Might generational social forces overcome historical cultural barriers?
A signal is a small or local innovation with the potential to disrupt the status quo, or scale up in size or geography. Continuously finding, cataloguing, and analyzing signals is a key component of researching the future.

**WHY THIS TOOL?**

- **Research** evidence of futures in the making and cultivate curiosity.

- **Tune** observations to early signals before they become obvious trends by focusing attention on the margins rather than the mainstream.

- **Develop** a practice of scanning the horizon for possible futures.

- **Recognize** underlying shifts, motivations, and behaviors within today’s innovations and new practices.

- **Rate and visualize** the characteristics of your findings to better inventory your foresight assets and separate signals from noise or fads.

**HOW IT WORKS**

- **Conduct research** and use firsthand observation for specific, concrete examples of social, technological, environmental, economic, or political innovations.

- **When you find a signal**, give it a title and write a brief factual description.

- **Use the pentagon tool on the following page to break down characteristics.** The Weird axis indicates how much it deviates from what is generally closer to the mainstream. The Early axis indicates estimated time before the signal becomes mainstream. Compelling shows how captivating or surprising the signal is. Transformative indicates the signal’s potential power to change the status quo. Finally, the Marginal axis indicates how faint or peripheral this signal is at the moment.

- **Rate each characteristic on a scale of 1 (lowest) to 5 (highest).** A signal with many 1’s might be just noise or a fad. A signal with many 5’s might indicate an urgent, very transformative issue that must be observed. Connect the different marks and paint the resulting pentagon with a vivid color.

- **Now, with the pentagon in mind, think through implications of this signal.** Answer the question, “So what?” and identify what previous assumptions are challenged. How might this signal shift the fundamental ways we organize ourselves, learn, work, eat, build relationships, etc.?

- **Save, share, and tag signals** as needed.
TOOL 2 | CATALOGUE SIGNALS OF CHANGE

TITLE: ________________________________

WHAT?

____________________________________

____________________________________

SO WHAT?

____________________________________

____________________________________

ASSUMPTIONS CHALLENGED

____________________________________

____________________________________

SOURCE ___________ TAGS ___________
Disruptive change forces us to think about transforming ourselves to be ready for the future. As the future emerges, some of what we do today will decline in absolute or relative terms. The key to riding disruption is building alignment and capacity for the future before it’s too late.

**WHY THIS TOOL?**

- **Compare** today’s and tomorrow’s ways of doing things.

- **Clarify** how you’re placing your bets. Plotting current products, services, and resources helps you think about pacing change away from current models.

- **Scale** the second curve to create the infrastructure for tomorrow’s success.

**WHEN TO USE**

You have developed a point of view about how the future will be different and want to be positioned to play in a world of disruption.

**HOW IT WORKS**

- **Look back over the topic you have been forecasting.** Based on what you have learned, write an overarching From ⇒ To statement for your current way of doing things. How will you need to change to thrive in the future?

- **On the top of the first curve, use stickies** to plot assumptions, practices, and historical strategies that support the way things are currently done.

- **At the bottom of the first curve, plot “residual assets.”** Which of your current assets will retain the most value? How will they be reused or repurposed?

- **Brainstorm strategies** you could use to successfully transition from the first to the second curve. Look for exciting hybrids—opportunities to embed second-curve attributes into today’s activities.

- **Describe the implications of this future** for you and your stakeholders. Is this a future you want? Is it a future you want to avoid? Consider potential environmental and social impacts, both positive and negative.

- **At the top of the first curve, use stickies** to plot “today's innovations” and initiatives—internal or external signals of change.

- **Populate the rise of the second curve.** How can your organization scale its capacity to operate in a transformational, disruptive future?
TOOL 4 | MAP CROSS-IMPACTS

By creatively juxtaposing forecasts across a wide variety of “impact zones,” we can visualize complex futures and systematically identify threats, opportunities, and critical insights.

WHY THIS TOOL?

- Understand how large-scale changes might impact an entire community, organization, or industry.
- Create meaning from complexity by showing the intersection of multiple forces and domains in a single, graphic format.

HOW IT WORKS

- Select 5–7 drivers, forecasts, or scenarios. Place them in the row headers of your impact matrix.
- Choose a set of important “Impact Zones” and place them in the column headers, to create your cross-impact matrix. Experiment with different kinds of impact zones to find the most insightful ones. Some common impact zone categories include: organizational or business units (e.g., Sales, R&D, HR), stakeholders (e.g., teachers, students, parents, employers), scales of impact (e.g., individual, community, city), or categories defining the landscape of opportunity, (e.g., people, tools, markets, spaces).
- Ask participants, working individually or in pairs, to identify threats, opportunities, insights, or uncertainties at the intersection of each of the Forecasts and Impact Zones and write them on stickies.
- Place each sticky at the appropriate intersection on the cross-impact matrix and discuss. Don’t worry about filling in every intersection.

WHEN TO USE

You’re exploring and comparing impacts and unexpected opportunities within a forecast or scenario.

Karin: since we aren’t including these tools, end the first sentence after “...scenarios” and delete everything after until the sentence “Place them in the row...” then also delete the last sentence “It works best when...”
Experiments help us build toward a desired future. They are a low-risk, low-cost way to refine actions and clarify goals by engaging stakeholders in learning and implementation.

**WHY THIS TOOL?**
- Reveal additional stakeholder needs and challenge mental models that might get in the way of moving toward a proposed future.
- Engage stakeholders in taking action and building momentum toward making that future.

**WHEN TO USE:**
You have ideas for actions, but want to reduce the risk by experimenting before you commit large amounts of resources.

**HOW IT WORKS**
- **Discuss possible actions** you or your organization would like to implement. Longer-term and more difficult actions can benefit most from experimentation.
- **Choose one action to refine and describe it in detail on the template.** Discuss how it fits with your goals for the future.
- **Generate at least five basic assumptions or beliefs** you have about the action, which you will need to test in order to move forward. Think of both advantageous (e.g., “There is no service like this in the market today.”) and disadvantageous (e.g., “I’m the only one who believes this is important.”) assumptions. What opportunities does it address? Which stakeholders do you think will support it and why? Capture these on the template as “Assumptions we need to test.”
- **Think of ways to test your assumptions.** Challenge yourself to find the quickest, cheapest, easiest way to experiment. An experiment might be a survey or a prototype. Do some experiments build on each other? Number them in the order that makes sense.
TOOL 5 | TEST AND LEARN

OUR ACTION TO REFINE

Assumptions we need to test about our action:
(What do we believe to be true?)

Experiments to test this assumption:
(How can we learn more?)

Best order for experiments
Deciding if your project should have a centralized or distributed management influences its scope, the size of your network, and the voice of your content. Consider, weigh, and balance the trade-offs between each defining factor to plan and design your foresight.

**WHY THIS TOOL?**

- **Generate** unique foresight projects—from a single research project to entire think tanks.
- **Brainstorm and weigh** the trade-offs of your project’s characteristics.
- **Equalize** the many factors of your foresight project to optimize results.
- **Create** a library of foresight project archetypes for quick implementation.

**HOW IT WORKS**

- **Pick one slider bar or choose one of the factors** listed on the worksheet. Start with the one that’s most critical to you or your organization. Read its poles and brainstorm the strategic trade-offs present along its spectrum.
- **Slide the arrow along the bar,** or place a mark on the corresponding factor in the worksheet, to determine how close or distant from the poles you want your project to be. Evaluate and discuss the implications of your choice: How does your project change moving the slider—even slightly—closer or farther from the poles? List some of the trade-offs you’ll have to deal with.
- **Repeat the process** with the remaining slider bars observing how choices in one factor impact the others and vice-versa.
- **Keep using the sliders to equalize implications** of choices and trade-offs from other factors and dimensions.
- **Record your final choices** in the worksheet. If you haven’t done it yet, draw a mark on the gradient bars in the worksheet.
- **Describe the foresight project** you’ve just created based on your choices. List your desired outcomes and the major trade-offs to be dealt with.
- **Give a title to your project.** Repeat the process to generate a catalogue of foresight archetypes.
### TOOL 6 | DESIGN YOUR PROJECT

#### FORESIGHT MISSION
The reasons for doing foresight

<table>
<thead>
<tr>
<th>AUDIENCE</th>
<th>Internal - External</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Is the project focused on internal forecasting, training, and counseling?</td>
</tr>
<tr>
<td></td>
<td>Is it focused on consulting for external clients, and informing general society?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SCOPE</th>
<th>Regional - Global</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Is your project aimed at investigating how your community and local culture is changing?</td>
</tr>
<tr>
<td></td>
<td>Are you looking for shifts in geopolitics, global trade, and humanity?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>INTENT</th>
<th>Consensus - Provocation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Is the project’s mission to find the most likely and actionable future?</td>
</tr>
<tr>
<td></td>
<td>Is it focused on generating new, counter-intuitive paths to reinvent the future?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>HORIZON</th>
<th>3 years - 30 years</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Are you focused on understanding the immediate implications of change?</td>
</tr>
<tr>
<td></td>
<td>Are you anticipating long-term possibilities and emerging values?</td>
</tr>
</tbody>
</table>

#### ORGANIZATIONAL STRUCTURE
The means to do foresight

<table>
<thead>
<tr>
<th>MANAGEMENT</th>
<th>Centralized - Distributed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>In your foresight project, are decisions made by one individual or central department?</td>
</tr>
<tr>
<td></td>
<td>Does it have a shared, distributed, or independent governance?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>FUNDING</th>
<th>Private - Public</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Does your revenue come from private contracts, corporate donations, or philanthropy?</td>
</tr>
<tr>
<td></td>
<td>Is your project financed by grants, laws, or public investment?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>TEAM</th>
<th>Close - Open</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Do you have a clearly defined, dedicated, and closed staff?</td>
</tr>
<tr>
<td></td>
<td>Is your foresight project open to public participation, research, and forecasting?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>NETWORK</th>
<th>Small - Large</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Is your supporting forecast network made of a small group of specialists?</td>
</tr>
<tr>
<td></td>
<td>Do you employ a large number of research affiliates?</td>
</tr>
</tbody>
</table>

#### KNOWLEDGE CREATION
The ways to deliver foresight

<table>
<thead>
<tr>
<th>METHODOLOGY</th>
<th>Orthodox - Emergent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Do you employ traditional tools like scenario planning and DELPHI?</td>
</tr>
<tr>
<td></td>
<td>Are you into emerging approaches such as Design Futures and Postnormal Times?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>VOICE</th>
<th>Singular - Plural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Is your project’s voice larger and more prominent than the individuals involved in it?</td>
</tr>
<tr>
<td></td>
<td>Does every researcher have a say in its vision—or even a vision of their own?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CONTENT</th>
<th>Traditional - Experiential</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Do you communicate the future using written reports, charts, and memos?</td>
</tr>
<tr>
<td></td>
<td>Do you employ multiple media, role playing, and games to simulate the future?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>TRAINING</th>
<th>Futurists - Futurizers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Do you teach foresight theory and methods to train full-time professional futurists?</td>
</tr>
<tr>
<td></td>
<td>Do you teach skills and concepts so people can futurize their own work?</td>
</tr>
</tbody>
</table>
TOOL 6 | DESIGN YOUR PROJECT

MISSION
- Internal
- External
- Regional
- Global
- Consensus
- Provocation
- 3 years
- 30 years

STRUCTURE
- Centralized
- Distributed
- Private
- Public
- Closed
- Open
- Small
- Large

KNOWLEDGE
- Orthodox
- Emergent
- Singular
- Plural
- Traditional
- Experiential
- Futurists
- Training
- Futurizers

TRADE-OFFS

YOUR PROJECT

Desired Outcomes

Major Trade-Offs

ARCHETYPE:

SPECTRUM

DIMENSION
- FACTOR

SPECTRUM